



European Union  
Regional policy

Regional development studies

# The EU compendium of spatial planning systems and policies **Greece**

Belgium

Denmark

Germany

**Greece**

Spain

France

Ireland

Italy

Luxembourg

The Netherlands

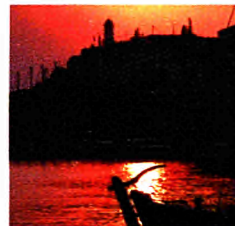
Austria

Portugal

Finland

Sweden

United Kingdom



European Commission

28 G



European Union

Regional policy

Regional development studies

---

# **The EU compendium of spatial planning systems and policies Greece**

European Commission

**Already published in the series 'Regional development studies'**

- 01 — Demographic evolution through time in European regions (Demeter 2015)
- 02 — Socioeconomic situation and development of the regions in the neighbouring countries of the Community in central and eastern Europe
- 03 — Les politiques régionales dans l'opinion publique
- 04 — Urbanisation and the functions of cities in the European Community
- 05 — The economic and social impact of reductions in defence spending and military forces on the regions of the Community
- 06 — New location factors for mobile investment in Europe — Final report
- 07 — Trade and foreign investment in the Community's regions: the impact of economic reform in central and eastern Europe
- 08 — Estudio prospectivo de las regiones atlánticas — Europa 2000  
Study of prospects in the Atlantic regions — Europe 2000  
Étude prospective des régions atlantiques — Europe 2000  
Estudo prospectivo das regiões atlânticas — Europa 2000
- 09 — Financial engineering techniques in regions covered by Objectives 1, 2 and 5b of the Community regional policies
- 10 — Interregional and cross-border cooperation in Europe
- 11 — Estudio prospectivo de las regiones del Mediterráneo Oeste  
Évolution prospective des régions de la Méditerranée-Ouest  
Evoluzione delle prospettive delle regioni del Mediterraneo occidentale
- 12 — Valeur ajoutée et ingénierie du développement local
- 13 — The Nordic countries — What impact on planning and development in the Union?
- 14 — Development prospects of the central Mediterranean regions (Mezzogiorno-Greece)
- 15 — The spatial consequences of the integration of the new German *Länder* into the Community
- 16 — The impact of the development of the countries of central and eastern Europe on the Community territory
- 17 — Étude prospective des régions de l'arc alpin et périalpin  
Studio delle prospettive delle regioni dell'arco alpino e perialpino
- 18 — The prospective development of the northern seaboard
- 19 — L'impact sur le développement régional et l'aménagement de l'espace communautaire des pays du sud et de l'est méditerranéen (PSEM)
- 20 — Evolución prospectiva de las regiones interiores (y de los espacios rurales de baja densidad de población en la Comunidad)  
Évolution prospective des régions intérieures (et des espaces ruraux de faible densité de population de la Communauté)
- 21 — The regional impact of the Channel Tunnel throughout the Community
- 22 — Prospects for the development of the central and capital cities and regions
- 23 — La notoriété des politiques régionales en Europe
- 24 — Cohesion and the development challenge facing the lagging regions
- 25 — In den Regionen für die Regionen Europas — Über die Aneignung eines neuen gewerkschaftlichen Arbeitsfeldes  
At regional level on behalf of Europe's regions — Developing a new field of trade union activity  
Agir dans les régions pour l'Europe des régions — Un nouveau champ d'activités syndicales
- 26 — The impact of structural policies on economic and social cohesion in the Union 1989-99  
Die Auswirkungen der Strukturpolitik auf die wirtschaftliche und soziale Kohäsion in der Union 1989-1999  
L'impact des politiques structurelles sur la cohésion économique et sociale de l'Union — 1989-1999
- 27 — Community involvement in urban regeneration: added value and changing values
- 28 — The EU compendium of spatial planning systems and policies
- 29 — Economic and social cohesion in the European Union: the impact of Member States' own policies

A great deal of additional information on the European Union is available on the Internet. It can be accessed through the Europa server (<http://europa.eu.int>) and the Inforegio Website (<http://inforegio.cec.eu.int>).

Cataloguing data can be found at the end of this publication.

Luxembourg: Office for Official Publications of the European Communities, 2000

ISBN 92-828-2692-9

© European Communities, 2000

Reproduction is authorised provided the source is acknowledged.

Cover photos: Athens, Parthenon – Poros village port on Poros Island

## Preface

---

Each year, the Regional Policy Directorate-General for of the European Commission launches a number of studies in the field of regional policy and regional planning. These studies mainly aim at providing a basis for policy formulation internally, as well as the preparation of programmes and initiatives and a basis for analysing the impact of current or planned activities. The most interesting or innovative of these are published in a series entitled 'Regional development studies'.

With this series, the Directorate-General hopes to stimulate discussion and action in a wider sphere on the research results received. The publication of the studies is addressed to politicians and decision-makers at European, regional and local level, as well as to academics and experts in the broad fields of issues covered.

It is hoped that by publicising research results the Commission will enrich and stimulate public debate and promote a further exchange of knowledge and opinions on the issues which are considered important for the economic and social cohesion of the Union and therefore for the future of Europe.

Readers should bear in mind that the study reports do not necessarily reflect the official position of the Commission, but first and foremost express the opinion of those responsible for carrying out the study.



# Contents

---

<b>Compendium's objectives</b> .....	11
<b>Author's note</b> .....	15
<b>Acknowledgements</b> .....	19
<b>PART I: PLANNING SYSTEM</b> .....	21
<b>A. OVERVIEW OF PLANNING SYSTEM</b> .....	21
<b>General overview</b> .....	21
<b>Context and principles</b> .....	22
Constitution, legislation and judicial system .....	22
Development process and market circumstances .....	23
Economic development .....	24
Environmental policy .....	24
European Union .....	25
Flexibility .....	26
Government structure and powers .....	28
Land policy and land and building quality .....	28
Plan led/development led .....	29
Political priorities .....	30
Political system, administrative system and public participation .....	30
Population and statistics .....	31
Sectoral policy .....	31
<b>Trends</b> .....	31
Central power/local power .....	31
Flexibility/certainty .....	31
Government structure .....	32
Policy .....	32
<b>B. MAKING AND REVIEWING PLANS AND POLICIES</b> .....	33
<b>Overview</b> .....	33
<b>B(i) Policy institutions</b> .....	35
National government .....	35
Ministry of the Environment, Spatial Planning and Public Works .....	35
Ministry of the National Economy .....	36
Ministry of the Interior .....	37
Ministry of Culture .....	37
Ministry of Finance .....	37
Ministry of Industry, Energy and Technology .....	37

Ministry of Agriculture .....	37
Ministry of Transport and Communications .....	38
Ministry of Merchant Marine .....	38
Ministry of Tourism.....	38
Ministry of Macedonia and Thrace and the Ministry of the Aegean.....	38
Regional government .....	38
Administrative regions.....	38
Prefectures ( <i>nomarchies</i> ).....	39
Government agencies and public sector organisations .....	40
Hellenic Industrial Development Bank.....	40
Hellenic Tourism Organisation.....	40
Organisation for the Master Plan and Protection of the Environment of Athens.....	40
Local government organisations.....	41
Other organisations .....	42
<b>B(ii) Policy instruments .....</b>	<b>42</b>
Introductory comments.....	42
National level .....	47
Regional level.....	47
Regional plans .....	47
Master plan ( <i>rythmistiko schedio</i> ).....	48
Local level.....	49
General town plan ( <i>geniko poleodomiko schedio</i> ) .....	49
Town plan ( <i>schedio poleos</i> ) .....	51
Implementation plan ( <i>praxi efarmogis</i> ).....	54
Special urban zones .....	55
Out-of-plan ( <i>ektos schediou</i> ) areas .....	55
Non-plan procedural policy instruments .....	55
Development rights.....	56
<b>C. REGULATIONS AND PERMITS .....</b>	<b>57</b>
<b>Overview .....</b>	<b>57</b>
Building law .....	57
Town planning regulations .....	57
Building conditions .....	58
<b>Main permit .....</b>	<b>59</b>
The building permit ( <i>oikodomiki adeia</i> ).....	59
Application for the permit .....	59
Processing a permit.....	64
Conditions relating to the permit .....	64
Rights of appeal (main permit only) .....	64
<b>Other permits.....</b>	<b>64</b>
<b>Exceptions.....</b>	<b>66</b>
<b>Departures from regulations.....</b>	<b>66</b>
<b>Enforcement procedures.....</b>	<b>66</b>
<b>Out-of-plan (<i>ektos schediou</i>) areas .....</b>	<b>66</b>
<b>Unauthorised use and development.....</b>	<b>67</b>
<b>Examples and illustrations .....</b>	<b>68</b>
Commercial development.....	68
Housing development.....	68
Industrial development.....	69
Hospital development.....	69
Tourist development .....	69



<b>D. AGENCIES AND MECHANISMS FOR DEVELOPMENT AND CONSERVATION .....</b>	<b>71</b>
<b>Overview .....</b>	<b>71</b>
<b>D(i) Development .....</b>	<b>72</b>
Regional economic development.....	72
Local economic development.....	72
Urban regeneration.....	73
Public sector development policies .....	74
Major infrastructure.....	74
Partnerships.....	75
Tourism development.....	75
Rural development.....	75
Special agencies.....	75
<b>Protection of the environment and conservation.....</b>	<b>75</b>
Countryside conservation .....	75
Environmental conservation .....	76
Coastal planning.....	76
Urban conservation .....	76
Monuments .....	76
Resource planning.....	77
<b>PART II: POLICIES.....</b>	<b>79</b>
<b>E. OVERVIEW OF POLICIES .....</b>	<b>79</b>
<b>Components of spatial planning policy .....</b>	<b>79</b>
Priorities at national, regional and local levels.....	80
External factors.....	81
Transnational initiatives.....	82
Balance of regional development.....	82
Area revitalisation .....	82
Management of urban systems .....	83
Environmental protection .....	83
Rural areas and the countryside.....	83
The issue of a global planning approach.....	84
<b>F. POLICIES</b>	
(Content - context - mechanisms) .....	85
<b>Housing .....</b>	<b>85</b>
<b>Commerce .....</b>	<b>87</b>
<b>Industry .....</b>	<b>89</b>
<b>Leisure and tourism .....</b>	<b>91</b>
<b>Environment .....</b>	<b>92</b>
<b>Transport .....</b>	<b>96</b>
<b>Economic development .....</b>	<b>98</b>
<b>Natural resources .....</b>	<b>99</b>
<b>Heritage .....</b>	<b>101</b>
<b>Waste management and pollution.....</b>	<b>102</b>
<b>APPENDICES</b>	
<b>Appendix I. Glossary .....</b>	<b>105</b>
<b>Appendix II. Acronyms and abbreviations.....</b>	<b>109</b>
<b>Appendix III: Addresses and telephone numbers .....</b>	<b>111</b>
National government.....	111
Regional government.....	113
Local authorities.....	113
Public agencies and organisations.....	114
Other organisations.....	115
<b>Appendix IV: Sources, references and statutes .....</b>	<b>117</b>



## List of figures

---

A1. Map: Prefectures ( <i>nomoi</i> ) .....	123
A2. Diagram: Structure of government .....	26
A3. Diagram: Structure of regional authorities .....	27
A4. Map: Administrative regions .....	124
A5. Table: Administrative regions .....	29
B1. Table: Policy institutions and policy instruments (plans) .....	34
B2. Diagram: <i>Geniko poleodomiko schedio</i> (general town plan) — Planning process.....	44
B3. Diagram: <i>Schedio poleos</i> (town plan) — Planning process .....	45
B4. Table: Powers of town plan ( <i>schedio poleos</i> ) approval — Case of new plans or extensions of existing plans.	46
B5. Table: Powers of town plan ( <i>schedio poleos</i> ) approval — Case of plan revision .....	52
C1. Table: Documents and plans submitted with application for a building permit .....	61
C2. Table: Financial charges for obtaining a building permit .....	61
C3. Table: Consent of government departments necessary for obtaining a building permit .....	62
C4. Diagram: Process for obtaining a building permit .....	63
C5. Map: Regional incentives zones .....	125



## Compendium's objectives

---

The compendium is made up of numerous documents. The main volume is the Comparative review of systems and policies (Regional development studies — Study 28) which provides a summary of the characteristics of each system and illustrates the principal similarities and differences in approach across the EU. This was prepared from information supplied by subcontractors in each Member State which is also published in individual country volumes (Regional development studies — Study 28A to Study 28P). There are also volumes which consider the operation of planning in practice through examination of case studies on topics of particular interest to the EU

The Informal Council of Ministers for Regional Policy and Planning confirmed in 1992 the need for a compendium of spatial planning systems and policies in the EU. The increasing need for cooperation between planners in different Member States at national, regional and local levels and the impact of EU policies within the changing economic, political and social context requires a better knowledge of the various mechanisms of spatial planning in other Member States.

The compendium is intended to provide an authoritative and comparable source of information on planning systems and policies, but is not intended to evaluate the relative merits or shortcomings of different approaches. It is recognised that the very different economic, social and cultural conditions across the EU can have a determining effect on the operation of spatial planning. The overriding objective of the compendium is to provide information in order to improve understanding of the variety of approaches.

### **Form and content**

The principles that have guided the preparation of the compendium are that it should:

- provide an authoritative first source of information, but avoid unnecessary detail and should not reproduce material readily available in the Member State;
- enable comparison of the systems and policies across different countries and regions, enabling the reader to cross-reference one section with similar material in other volumes;
- respond to the different needs of the many potential audiences, especially with regard to the foreign reader who will require an uncomplicated and comprehensible explanation;
- be built up step by step and allow for regular updating and expansion;
- be produced in hard copy and computer formats.

### **Level of detail**

These considerations have given rise to inevitable compromises in the production of the material, especially in balancing the need for an authoritative account whilst not overloading the text with

unnecessary detail. The panel of experts have been most helpful in determining where more or less (or clearer) explanation is required. The compendium is designed to provide summary descriptions of the main features of the system and thus explain how the system works. Obviously there is some variation in the complexity of the systems, especially where the law concerning spatial planning is extensive and complex, and thus the depth of understanding provided by the compendium for Member States will vary.

The compendium is certainly not intended to be a manual for operating within a particular system and does not replicate or reproduce extensive extracts of law or procedural guidance that is available in the Member State. The accounts are necessarily general. The categories used for the main structure are also very general because they need to apply to 15 different countries and an even larger number of systems. They are unlikely to be ideal categories or headings for a particular country, but all contributors have had to make a best fit for their system within these headings. The great benefit is that this gives considerable scope for very worthwhile comparisons. Sources of further information are given for those who need to explore in more depth.

### **Regional variations**

The complexity of a 'planning system' will be great where federal or regionalised structures of government give rise to major variations within the Member State. In these cases to avoid unnecessary complexity and research, the approach agreed with the subcontractors and Commission was to provide a full explanation of one of the regions (where possible the most typical or widely applied system) and to note the major variations to this 'typical system' elsewhere. This approach is more easily adopted for some countries than others. Inevitably some important and interesting variations are not covered fully, and it is hoped that this can be addressed in future updating.

### **Structure**

The compendium is published in two parts. The first comprises a country volume for each Member State on systems and policies. The second part comprises topic volumes where case studies of spatial planning in practice from different countries are grouped together.

The country volumes of the compendium covering systems and policies include four main sections.

#### ***A. Overview***

This is intended to give a brief explanation of the main features of the system, a description of the main factors that surround and shape it, current trends and a summary of the policy themes pursued at transnational, national, regional and local levels.

#### ***B. Making and reviewing plans and policies***

This is an explanation of the instruments which are used to guide spatial planning at national, regional and local levels, and the procedures which are used in their formulation.

#### ***C. Regulation and permits***

This section provides an explanation of the types of regulation and permit systems predominantly used to control land-use change, and the procedures by which they are sought, granted and enforced.

#### ***D. Agencies and mechanisms for development and conservation***

There are many other ways in which governments engage in spatial planning outside the preparation of plans and regulation, and this section provides a summary of the many organisations and mechanisms which are employed both in implementing development and in protecting the natural and built heritage.

Each volume on systems and policies for the Member States follows the same format. Each Member State volume includes other subheadings which help to structure the content relevant to that particular country and these are in ordinary type.

## Language and terminology

One of the great difficulties of comparative work is the complications and ambiguity arising from translation from one language to another. The approach taken in the compendium has been to ensure that all names of elements of the planning system which are specific to that country (or region) are given in the 'home language', and these are in italics in the text. When first used these terms should be accompanied by a very brief explanation of the meaning of the term (if this isn't evident from the text). The explanation is repeated if necessary at the first mention of later main sections of the text. A glossary of home language terms is provided in each volume.

Literal translation of terms has been avoided because this gives rise to considerable ambiguity. For example the Danish term *lokalplaner* can be literally translated into English as 'local plan', but the UK *local plan* is a very different type of instrument to its namesake in Denmark. Contributors and editors have been sensitive as far as possible to the needs of the foreign reader, who is unlikely to be familiar with the system or the language, so undue repetition of complicated home language terms is avoided as far as possible.

## Scope and content

The content of the compendium is focused on discussion of the policies, agencies and mechanisms which are primarily designed to promote 'land-use and development issues which have spatial implications'. In the words of the brief the compendium is concerned with:

'spatial planning and development in the widest sense (strategic, regional and physical land-use planning). It will have to deal not only with physical planning acts (or their equivalents) but also with other legislation and procedures directly affecting the spatial distribution of development at national, regional and local levels of government. Other closely related areas (such as sectoral policies for transport, environment and energy) must be looked at in terms of their relationship with the (land-use) planning system'.

Spatial planning does not mean any particular form of planning adopted by a Member State. It is a neutral term which describes the arrangements used by governments to influence the future distribution of activities in space. It is undertaken with the aim of producing a more rational organisation of activities and their linkages, and to balance competing demands on the environment. Spatial planning also incorporates those activities undertaken to achieve a more balanced distribution of economic development than would arise from market forces alone. Spatial planning is important to the Community's policies of social and economic cohesion and the need to maximise the potential of the single European market.

However, the definition of what constitutes spatial planning in each Member State is no easy task. There is considerable difference in what is considered as part of the spatial planning system in different Member States. One benefit of the compendium is that it helps us to understand these differences.

## Benchmark date

Because of the need for the compendium to provide comparative information in a rapidly changing world, a benchmark date was set of 1 January 1994. This relatively early date (close to the start of the project) was chosen because information on the various elements of systems and policies would be available. The operation of the system would be clear, especially in relation to the impact and significance of particular elements. There would be no need to speculate as to the relevance of more recent change. However, change is a central feature of planning systems and policies, and some countries are undergoing significant restructuring in one or both areas. For updated information please contact the responsible national authority using the following co-ordinates:

Greece	Name	Ministry of the Environment, Spatial Planning and public Works
	Address	17. Amaliados Str, Athens 11523, Greece
	Contact person	Mrs. Athene Baibas Wallace
	Telephone	+ 30 1 645 3827 or 643 0050
	Fax	+ 30 1 645 8690
	E-mail	c.zambelis@minenv.gr
	Web-site	www.minenv.gr





## Author's note

---

1. The Greek system of spatial planning is dominated by an emphasis on purely physical aspects. Its main concerns are, on one hand, the interface between private and public land ownership, and, on the other, the development rights of landowners. The key concepts are the statutory *schedio poleos* (town plan), its never-ending *epektaseis* (extensions), the *oroi domisis* (building conditions) attached to it, the *oikodomiki adeia* (building permit), and the existence of extensive *ektos schediou* (out of plan) areas, where building can take place under a variety of conditions. Widespread *afthaireti domisi* (unauthorised building) restricts the scope of official town planning.

2. In the mind of the average citizen owning a piece of real estate, the key questions associated with spatial planning are:

- how to build an *afthaireto* (unauthorised), on his/her *ektos schediou* land parcel;
- how to get into the *schedio poleos*, if his/her land is still *ektos schediou*;
- what the building conditions will be when this happens and how the street line (*rymotomiki grammi*) will be fixed;
- what the conditions are for his/her *entos schediou* (within-the-plan) plot, especially building height, plot ratio and floor-area ratio (*syntelestis domisis*), and how they can be improved.

3. The economic and social aspects of spatial planning are on the whole of secondary importance, not only for the average citizen, but also for the administration, with the exception of those directly involved in formulating and implementing spatial policy. Given that policy making is not usually explicit, the broader dimensions of spatial planning are seldom given prominence in public debate. The cases of policies with a direct effect on private interests, e.g. the policy of incentives for regional industrial or tourist development, constitute an exception. The same can be said of decisions on the location of important infrastructure facilities, e.g. the location of waste burial sites.

4. Spatial planning and policies, above the level of the extension of *schedio poleos* and of the increase of *syntelestis domisis*, do not receive much attention and priority within government, perhaps because their necessity is not appreciated. But they also suffer from two more typical problems, which are not exclusive to town and regional planning. The first is the chaotic legal and institutional framework. Planning law is not consolidated and its provisions are scattered in a large number of statutes, i.e. acts of parliament, presidential decrees and ministerial decisions. The second is the inability of the administration to formulate consistent, longterm policies addressing an issue or problem, and, subsequently, to develop a strategy of policy implementation. These two defects were a cause of much difficulty encountered in presenting the Greek planning system and the spatial policies pursued in the country. Writing this report involved a great deal of effort to collate disparate material on the operation of the system and to piece together the explicit or implicit policies in areas of interest for spatial development and planning.

5. Any attempt to unravel the complexities of a spatial planning system, such as that of Greece, and to present the spatial policies of the Greek administration is bound both to expose weaknesses and to

highlight certain successful instruments. To the extent that this report succeeded in doing so, it will have served a useful purpose. In this way defects will be remedied and strong points will be built upon. Comparison with the situation in other member countries of the European Union, which this compendium will make possible, will further help to take remedial action or to appreciate what is worth maintaining and using in the future.

6. The situation described in this report is that obtaining in January 1994, in accordance with the guidelines agreed for the compendium of spatial planning systems and policies as a whole. However, both the system and policy making are in a constant flux. 1994 in particular was a year of sweeping reforms in local government. The prefectural system introduced in Greece in the 1830s, with its government-appointed *nomarches* (prefects) was replaced with a system of *nomarchiakes aftodioikiseis* (prefectoral self-governments), i.e. with elected second tier local government. The implementation of the European Union second Community support framework for Greece started in the same year. Its operational programmes were not even drafted at the beginning of 1994. Another change was the amalgamation of ministries with direct influence on the spatial planning system. Therefore, although the description of the system reflects broadly the situation in early 1994, a number of remarks remind the reader of the changes which occurred since then. Sadly, this report cannot include the expected reforms in town and regional planning law, which the government has announced. The presentation of policies relies heavily on the text of the second CSF and its operational programmes, which were finalised in 1994 or even later.

7. A new development plan for the period 2000-2006 and a new Community Support Framework are entering the stage of implementation, containing fresh policies and priorities. Funding will be provided both for the completion of ongoing projects, mentioned in this volume, and for new ones. Some of the old projects are already operational, at least partly, e.g. the Athens underground railway, of which the first lines have just opened to the public, as these lines are being written. The new Athens international airport will open in 2001, thus paving the way for another project of historic importance for the capital of the country, the redevelopment of the existing international Hellinikon airport as a metropolitan park and a pole of entertainment, culture and relaxation.

8. The Greek economy is showing signs of impressive recovery and Greece is about to enter the European Economic and Monetary Union. As these paragraphs are being written, it is being announced that the country's new Convergence Programme has received the approval of the European Council of Ministers of Finance and Greece is looking forward to a rate of growth of 4% in the next few years. Productive activity is on the increase as new investment is channeled into it, not only because of increased spending in public infrastructure, but also because of the spectacular inflow of private money into the Athens Stock Exchange, the role of which was insignificant when this report was being written.

9. The country's administrative map is rapidly changing. Some important reforms had already taken place, when this report was being re-edited in 1995 and 1996, e.g. the creation of 2<sup>nd</sup> tier local authorities at the prefecture (or *nomos*) level. But other important changes were to follow, e.g. the substantial devolution of powers to Greece's regional authorities and the amalgamation of the country's 1<sup>st</sup> tier local authorities into larger and economically viable municipalities. However, legal difficulties have arisen with regard to devolution of powers, because of the objections, on constitutional grounds, of the Council of State (*Symvouleio Epikrateias*), the supreme administrative court, which blocked the transfer to elected local authorities of planning powers, which, under the constitution, belong to the central government. New planning authorities have been created for medium size cities, on the model of the Athens and Thessaloniki master plan organizations.

10. The statute book has been enriched with new acts of parliament on spatial planning at the urban and regional levels. In 1997, a new law on sustainable cities and settlements was enacted (L.2508 / 1997), introducing new types of planning instruments for urban renewal and for groups of small settlements. Two years later a law on regional spatial planning and sustainable development (L.2742 / 1999) has replaced 1970s' legislation, which was practically inoperative. In anticipation of this legislation, spatial plans have been produced for the country's regions. A national spatial plan has just been completed by the Ministry for the Environment, Spatial Planning and Public Works. A new Spatial Planning Observatory Network was also launched by the ministry.

11. At the educational level, postgraduate courses in urban and regional planning, environmental studies and development have opened their gates, while existing undergraduate courses are expanding their curricula to include spatial analysis and planning. The number of doctoral students preparing doctorates in this field increased spectacularly. The profession of planners, however, remains relatively weak in comparison with the established professions of architects, surveyors and engineers.

12. In spite of these, and other, changes, the national volume on Greece hopefully still conveys the essence of the problems, procedures and instruments of Greek spatial planning. It is hoped that in the future the opportunity will be provided for a thorough updating.

Louis C. Wassenhoven  
National Technical University of Athens  
January 2000



## Acknowledgements

---

1. A large number of government officials, university teachers, researchers and professionals offered me invaluable assistance, at the stage of information and document collection. I should mention here Ms Athina Baiba-Wallace and Mr Sarantis Pantelias of the Ministry of the Environment, Spatial Planning and Public Works (*Ypourgeo Perivallontos, Chorotaxias kai Dimosion Ergon (YPECHODE)*) and Mr Nikos Komninidis of the Ministry of National Economy, as well as Mr Georgakopoulos of the office of the Minister for *YPECHODE*. The number of those who responded to my requests for material is large and I cannot possibly mention them here. To all of them I owe my thanks.

2. Of crucial assistance was the advice I received from Ms Vassiliki Angelidou, Architect-Planner, whose notes helped me to clarify a number of concepts and to organise material on regulations, permits and planning instruments. I was also helped by research work undertaken by my colleague Ms Eleni Symvoulidou on planning instruments. Mr Dimitri Stamatogiannopoulos, a consultant planner, offered me precious advice and placed at my disposal material presented in the section on planning instruments. Ms Olga Bartzas and Mr Costas Laskaris, architects and doctoral students at my university, helped me in the presentation of development examples and in the presentation of tables. For the maps included in the report, I am indebted to Mr Nontas Tsingas, surveyor and doctoral student, and Ms Andriana Poulikakou of the Research Centre for Regional Planning and Urban Development of my university. For the patient processing of text I am equally indebted to Ms Penny Boutsikaki of the same centre.

3. The coordinators of the project, members of Plan Local, the project contractor, were extremely patient and helpful all along, in the face of great difficulties and in spite of delays in the delivery of written texts. I should single out Ms Sheila Cooper, planning consultant with Chesterton International, and in particular Mr Vincent Nadin, Reader at the Faculty of the Built Environment, University of the West of England, and Helen Ryba, who made meticulous and precious comments on the text. Special thanks are due to Ms Aurelia Van Dommelen, of Chesterton International, for her help in the first phase of the project. Needless to say that for any errors and omissions in the report on Greece I bear sole responsibility.

Louis C. Wassenhoven  
Professor of Urban and Regional Planning  
National Technical University of Athens



# PART I: PLANNING SYSTEM

## A. Overview of planning system

---

### General overview

---

A1. Greek statutory town planning (*poleodomia*, literally town building) divides public and private land into *entos schediou* (or within-the-plan) land and *ektos schediou* (or out-of-plan) land. The plan in this context is the official *schedio poleos*, literally town plan, i.e. a form of local street and zoning plan, accompanied with building regulations, as originally defined in 1923, in the first major piece of town planning legislation in Greece (see paragraph B91).

A2. The *Genikos Oikodomikos Kanonismos* (known as the GOK) is the general building regulations law and has been enormously influential in determining the form and development of towns (see section on regulations and permits, paragraphs C1-4). Different terms with similar meanings are used in various parts of the legislation to denote various detailed planning instruments. The main instrument in use is the *poleodomiki meleti*, literally the planning study, introduced by L.1337/1983. A new bill is under discussion in parliament, to amend and complement L.1337/83.

A3. The *poleodomiki meleti* (see paragraph B92) is a detailed local planning instrument, ratified by a presidential decree (PD), with the exception of minor cases. It is accompanied by building regulations. Once published in the Government Gazette, it becomes the official *schedio poleos*. It follows the broad directions included in the *geniko poleodomiko schedio* or GPS (see paragraph B78), i.e. a general urban plan produced for each municipality. The *rythmistiko schedio* (see paragraph B75), or regulatory plan, is a master plan providing strategic guidance only in

the case of the cities of Athens and Thessaloniki, which are covered by several GPSs. The legislation which regulates the production, approval and implementation of these urban plans, shown in the table of Figure B1 (Section B), and of certain special variants of the town plan, forms the main body of land-use planning law.

A4. Areas which are *ektos schediou* are not necessarily wild, natural or agricultural land. Development in extensive parts of these areas is possible under a variety of conditions, specified in a second major body of statutes, supplemented by a host of decisions and circulars. Specific categories of *ektos schediou* areas are dealt with in ad hoc legislation, e.g. woodlands and coasts enjoy particular protection. Particular provisions apply in land, which although located outside an *entos schediou* area is not land *ektos schediou*. This is the case with land either *entos zonis poleos* (inside a belt surrounding a town), a largely obsolete designation, or under L.1337/83, within an area designated as *zoni oikistikou elenchou* or ZOE, i.e. a zone of controlled land development (see paragraphs B66 and B116).

A5. The complexity of spatial planning legislation is concisely expressed by K. Choromidis, in the preface to his massive study of Greek town planning legislation: 'It is not simply difficult, but almost impossible to acquire a complete overview, but also to "tame" the nomothetic chaos of town planning law, so as to process it systematically and with lasting value. Laws, regulatory statutes (presidential decrees and ministerial decisions), circulars, etc., the documents concerning issues of town planning legislation, are produced in a torrential, I would say industrial line, process, especially in view, every time, of an electoral period...' (Choromidis 1994: 9).

A6. Building on land in *entos* or *ektos schediou* areas is controlled on the basis of the *genikos oikodomikos kanonismos* and, either the *schedio poleos* in force in any particular area or the nationwide legislation governing *ektos schediou* areas. A large and often confusing number of official circulars and explanatory statements are used by the appropriate authorities as a guide in granting building permissions. Unauthorised building is widespread, leading to the creation of extensive tracts of urbanised land without prior planning.

A7. The central government ministry empowered to formulate, approve and implement urban plans, to manage and administer the system of building control and propose all relevant legislation is the *Ypourgeio Perivallontos, Chorotaxias kai Dimosion Ergon*), known in Greece as *YPECHODE*, i.e. the Ministry of the Environment, Spatial Planning and Public Works (see paragraphs B4-16 in Section B). Other ministries, responsible for sectors such as agriculture, transport or industry, are obliged to adjust their actions with a spatial content in accordance with official town plans.

A8. The powers of *YPECHODE*, as indeed of other ministries, are delegated, within limits, to 54 *nomarches* (prefects). A *nomarchis* is the head of a *nomarchia* (prefecture), i.e. the administration of an area known as *nomós* (see map in Figure A1 and paragraphs A41 and B37). Four of these *nomoi* belong to Attica, the region where Athens, the capital of the country, is located. Some *nomoi* are further divided into *eparchies*. A number of important municipalities are now empowered to grant building permits, but with regard to urban plans their role is only advisory.

A9. Economic development planning on a supra-urban level takes place through a system of *anaptyxiaka programmata*, i.e. development plans, which are national, regional and prefectural. The *Ypourgeio Ethnikis Oikonomias* (*YPETHO* — Ministry of National Economy) (see paragraphs B17-19) formulates the national plans, which are then approved by parliament, and approves the regional plans, prepared by 13 regional authorities (see paragraphs B33-36, map in Figure A4 and table in Figure A5).

A10. *Chorotaxika schedia*, i.e. spatial plans on a regional scale, were introduced in Greek legislation in 1976, with *YPECHODE* holding the responsibility for regional or prefectural spatial

plans (see table in Figure B1). National spatial plans are the responsibility of *YPETHO*, which controls regional development policy and the system of regional development incentives. In spite of this division of responsibilities, *YPECHODE* is the ministry controlling *chorotaxia* (literally space ordering), i.e. spatial planning on a supra-urban level. The regional, economic and spatial, planning system is still inadequately used and poorly coordinated, both internally and with town planning. The same remark applies to environmental protection planning, introduced in 1986, and still little integrated in the main body of land-use planning. A new act of parliament is expected to replace the 1976 law soon.

## Context and principles

---

### Constitution, legislation and judicial system

A11. The present Constitution of the country was voted upon in 1975 and revised in 1986 by the fifth and sixth Revisional Parliaments. The most important article of the Constitution, as far as spatial planning is concerned, is Article 24, which made the State responsible for the protection of the physical and cultural environment and for controlling the spatial structure of the country and the development of cities. The Constitution contains provisions regarding land development in urban areas, the contribution of landowners towards securing land for social facilities and amenities, land acquisition, housing for low-income groups, and management of the natural environment.

A12. A *nómos* (law or act, abbreviated here as L) is usually both substantive, i.e. it contains a rule of law, and formal. The annual budget is voted upon in parliament and takes the form of formal, but not substantive, law. National five-year development plans are also voted upon in parliament. Substantive statutes are the only sources of law and include acts of parliament, *proedrika diatagmata* (PDs), i.e. presidential decrees, and *ypourgikes apofaseis* (ministerial decisions, abbreviated here as MDs), taken under parliamentary authorisation. A *poleodomiki meleti* is approved by PD, while a *geniko poleodomiko schedio* is approved by a simple MD. Certain laws appear in the form of codes, e.g. the Forest Code.



A13. The most important form of delegated legislation is the *proedriko diatagma*, which is issued at the proposal of a minister, either on the basis of statutory delegation, within limits specified in an act of parliament, or on the basis of a *nómos - plaisio* or framework act (*loi-cadre*), mentioned in the Constitution. An example of a framework act is L.947/1979 on urban development areas, which was voted in accordance with Article 24 of the 1975 Constitution, and was later largely replaced by L.1337/83 on the extension of town plans and urban development. The latter is itself under revision.

A14. An official town plan (*schedio poleos*) takes the legal form of a *PD*. It is both a substantive statute and a *kanonistiki dioikitiki praxi* (regulatory administrative act), i.e. a statutory instrument containing legal rules, provided it is accompanied by a statement of building conditions. The *PD* designating a *zoni oikistikou elenchou* is of the same nature. An *atomiki dioikitiki praxi* (individual administrative act), e.g. a building permit, is different, in that it is addressed to individuals. When the presidential decree of the official *schedio poleos* does not contain a statement of building conditions, it is considered as a *geniki dioikitiki praxi atomikou periechomenou*, i.e. a general administrative act of individual content, a sort of multiple *atomiki dioikitiki praxi*. The main statute regulating land development control is the *genikos oikodomikos kanonismos*. There are no regional variations of town planning legislation.

A15. L.1650/1986 is the main statute concerning environmental protection. Core regional planning legislation includes L. 360/1976 on regional spatial planning and the environment, which is unused in practice and about to be replaced. At the beginning of 1994, L.1622/1986 was a key legal document on local government, regional development and democratic planning, and L.1892/1990 was the main statute on economic modernisation and development (including investment incentives). In 1994, new legislation introduced extensive reforms in second tier local government (see paragraphs A41 and B37). L.1892/90 was also amended (see paragraphs C39-42, D8-9, D20 and F69).

A16. Land development in *ektos schediou* areas is mainly regulated by three presidential decrees (see also paragraphs B116-117 and C49-53). A separate law deals with planning schemes for private land development (paragraph B106) and separate presidential decrees regulate: (a) the de-

velopment of second home areas, within a *zoni oikistikou elenchou* (see table in Figure B4 and paragraph B106); (b) the planning of small settlements (population below 2000).

A17. The Greek judicial system comprises administrative, civil and criminal courts of law. The *Areios Pagos* (Supreme Civil Court), decides all final appeals, in civil or criminal cases. The ordinary administrative courts of first and second instance are responsible for passing judgment on substantive administrative disputes. Final appeals can be made to the *Symvoulío Epikrateias* (Council of State), the supreme administrative court.

A18. Petitions for the annulment of administrative acts, e.g. approving statutory plans, can be made directly to the *Symvoulío Epikrateias* (see paragraphs B97, B122 and C30), a practice which is very common in Greece. This has resulted in this court effectively formulating policy on environmental issues, thus leading to a great deal of confusion and embarrassment for the administration (see paragraph F55). Presidential decrees, e.g. those ratifying a *poleodomiki meleti*, must be submitted in advance to the *Symvoulío Epikrateias* for examination of their legality.

#### Development process and market circumstances

A19. With the exception of public infrastructure and buildings or development for social benefit (e.g. public hospitals, schools, etc.), virtually all land development for productive activity or residential purposes is undertaken and financed by the private sector. It is, however, supported in a number of cases by State credit and incentives, particularly in designated development regions. The State provides the planning framework of development through the appropriate plans, which have the legal form of regulatory administrative acts (see paragraph A14).

A20. Development control is exercised through a system of building permits, which have the legal status of individual administrative acts (see paragraph A14). Land development is illegal without the authorisation of a permit. Unauthorised development, especially residential, is widespread and poorly controlled. This results in chaotic urban patterns and environmental degradation. Risks, in the case of disasters such as earthquakes and floods are increased. Repeated legislation has legalised unauthorised development in the past, in the hope of making a fresh start.

A21. The response of the land-use planning system to demands for the integration of additional land into the official *schedio poleos* is usually very slow. This leads to inflated land values and extensive illegal building in *ektos schediou* areas. The small size of land properties, the fragmentation of land markets, bureaucratic procedures and the preference of large capital for other types of investment, explain the absence of interest in large-scale, private housing development. The sector has remained in the hands of small-scale developers.

A22. Development in areas with an official town plan usually takes place with developers building individual blocks on very small plots. The owners of the land receive a percentage of total floorspace as *antiparochi* or exchange in kind (see also paragraph B120). This is the major mode of legal land development in urban areas, made possible by the introduction in 1929 of *orizontia idioktisia* (horizontal property), i.e. of the right to own a floor, or part thereof, in high-rise blocks. Organised, private land development schemes are viewed with reservation by governments. Private schemes on a large scale, although possible under present legislation, are rare, because of patterns of land ownership and bureaucratic procedures.

### Economic development

A23. Given the serious proportions of the public sector deficit and the extent of tax evasion, the main present and immediate priorities of the country are to reduce the deficit, to eliminate tax fraud and to widen the tax base, while controlling the high rate of inflation. National economic policy is now incorporated in the *programma synglisis* (convergence programme) for 1994-99, agreed between the European Union and Greece (see paragraphs A30 and E11). Taxation policies include attempts to tax real estate property and to take it into account as evidence of taxable income, with limited success so far. Related to this is the effort to develop a land registration system, the absence of which seriously hinders the effectiveness both of land-use planning and of the tax system.

A24. In the long run, the main priority is to restructure production towards a more internationally competitive and higher productivity system (see also paragraphs F66-69 on economic development policies). This will involve, among other things, the diversion of investment away from short-term speculative ventures, e.g. in the real estate sector. Perennial regional economic inequalities have always been a major considera-

tion in deciding government policy. Recently, problems of de-industrialisation in relatively developed areas have been added to traditional regional problems of backward rural areas.

### Environmental policy

A25. Environmental problems (see also paragraphs D31 and E21-22) can be briefly classified under the following headings:

- inland and sea waters;
- solid and toxic wastes;
- atmospheric pollution;
- noise;
- natural environment, forests, soil;
- environmental hazards, ozone layer, greenhouse effect;
- built environment.

A26. Problems usually singled out as requiring urgent attention are:

- atmospheric pollution, especially in Athens and other cities;
- water management, especially in trans-border river basins in the north of the country;
- sea water pollution from residential, industrial, tourist or sea transport activity;
- solid waste disposal and noise in urban or tourist areas;
- soil pollution from fertilisers and chemicals;
- loss of forests and associated soil erosion;
- degradation of natural ecosystems;
- deterioration of urban environments, especially of historic or architectural significance.

Policies for the protection of the environment, natural resources and cultural heritage are discussed in Section F (paragraphs F40-55 and F74-105; see also paragraphs D34-36).

A27. The main national acts of parliament aimed at the protection of the environment are L.1650/1986 on environmental protection, L.1739/1987 on water resource management, and L. 360/1976 on regional spatial planning, which has remained of limited application and is expected to be replaced in the near future. A joint ministerial decision regulates the use of environmental impact statements (see paragraphs A36 and C33-38).

## European Union

A28. The impact of the European Union on Greek spatial development and planning is influenced by the location of the country in relation to the other Member States, with which it has no common land borders. One obvious result is that co-ordinated, cross-border planning does not present itself in the Greek case as it does between other Member States of the European Union.

A29. Economic cooperation, and consequently joint spatial planning is an important issue with neighbouring Balkan States, such as Bulgaria and others, once political differences are resolved. The issue is of great importance for the northern regions of Epirus, Macedonia and Thrace and has serious implications for locational decisions, growth poles, land-use in major towns, resource planning, transport planning and sensitive river, lake and forest ecosystems.

A30. The effects of European Union policy on Greek national and regional planning are strongly felt in the preparation and implementation on one hand of the 1994-99 convergence programme (see paragraph A23) and on the other of the regional development plans (*schedia periferiakis anaptyxis* (SPA), incorporated in the *koinotika plaisia stinixis*, i.e. Community support frameworks (see also paragraphs B63, D20-22, E3 and F30). These plans are essentially resource allocation programmes. Since 1987 they have guided the use of resources contributed, through the CSF, from either the European Union or national sources. Although they express the policy of the national government, they are the outcome of negotiation with the EU.

A31. The overall aim of SPA is to upgrade national infrastructures and to enhance human resources. Its content has a national component and separate regional components. Its formulation takes into account: (a) the wider macro-economic situation, which for a number of years has been one of a severe shortage of resources and debt of the public sector, and (b) international economic relations, including those with neighbouring countries.

A32. Therefore, at a resource allocation policy level, the SPA process offers the opportunity to the central government and the regional secretariats, which are closely involved in the process, to take into account supra-national developments. Regional and local pressures for projects

of local character often work against this. The administration points to road projects of international significance, such as the west-east Egnatia motorway, as proof that international developments influence choices at the SPA level.

A33. Instruments such as the SPA, as described above are not institutionally anchored in the sense that town plans are statutory instruments, backed by specific legislation. The production of the (essentially economic) development plans is of course based on existing legislation. It does not, however, create specific obligations and its impact on spatial development is far from clear. Naturally, public works included in a SPA and executed out of EU or national funding have an obvious spatial effect.

A34. New, second tier, local government authorities, called *nomarchiakes aftodioikiseis* (prefectoral self-governments) assumed responsibility in the *nomoi* on 1 January 1995, taking over from appointed *nomarches* (prefects). It remains to be seen whether economic development plans produced under the new regime will become more binding and acquire a spatial dimension, possibly by being linked to the existing town planning system or to anticipated regional spatial planning legislation.

A35. The transport policies of the EU trans-European networks are closely related to the location of the country and its relative isolation from the main territorial body of the EU. They are also related to the policies incorporated in the SPA financed through the second CSF. With respect to Greece, these include: (a) the east-west axis of the Egnatia motorway, from the Adriatic coast to the Turkish border, via Thessaloniki; (b) the motorway Patras-Athens-Thessaloniki, up to the northern frontier with Bulgaria; and (c) a limited number of connections, linking the Egnatia road with Albania and Bulgaria. Transport policies are further discussed in Section F (paragraphs F56-65).

A36. An activity which impinges on spatial developments and is clearly the result of EU policies (Directive 85/337/EEC), is the control of the environmental impact of new developments, imposed in 1990 by a joint ministerial decision, under the powers of L.1650/1986 on environmental protection (see above, paragraph A27). Some 3 000 environmental impact statements have been submitted so far to the Ministry of the Environment, Spatial Planning and Public Works (YPECHODE).

A37. The European Union's own initiatives (see paragraph E14) influence the development of the Greek territory in two ways. The first is through the assistance they offer to problem regions, e.g. border areas (programme Interreg) or rural areas with a limited range of economic activity (e.g. the Leader programme). The second is by helping to expand the public sector's planning activity, e.g. through the support given (Envireg programme) to the production of special *chorotaxika schedia* (paragraphs A10, B65-66 and E23) for environmentally sensitive areas. However, the overall influence of the EU on the statutory town planning system is practically non-existent.

## Flexibility

A38. The legal procedures associated with the main statutory instrument for land-use guidance, the official *schedio poleos*, are slow and cumbersome, especially when the plan is revised. When the plan is challenged in front of administrative courts, the delays are extremely protracted. It is however the political pressures mobilised by those opposing a plan which are the main cause of delay, the result of which is to leave large urban areas without a plan for years. The *geniko poleodomiko schedio* is easier to approve or amend. In the case of the *rythmistiko schedio* of either Athens or Thessaloniki, the fact that it has been approved by an act of parliament makes revision very difficult.

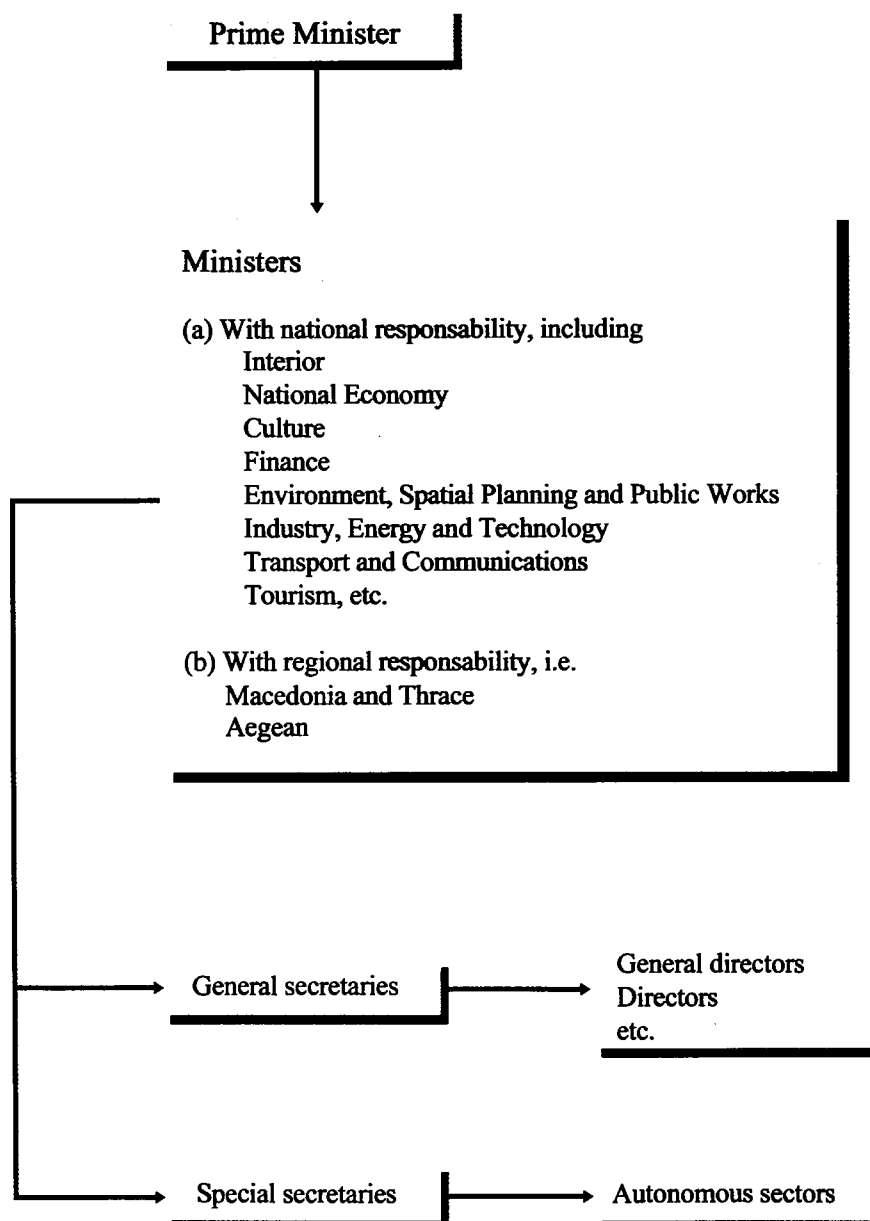
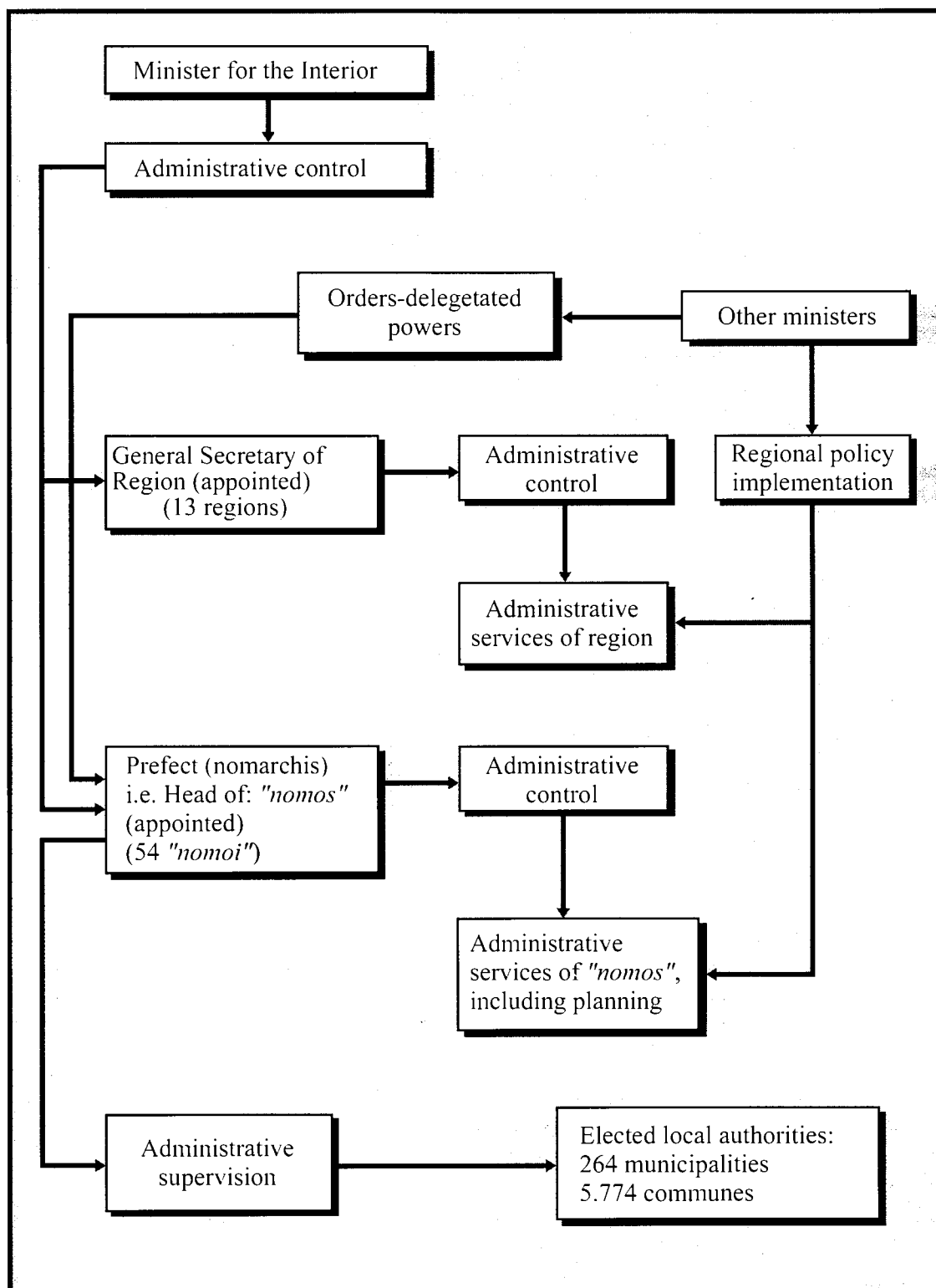


Figure A2: Structure of government



Note: Situation as on 1 January 1994. New, second tier, directly elected authorities at the level of "nomos" will take over on 1 January 1995. Transfer of powers will take place gradually.

**Figure A3: Structure of regional authorities**

## Government structure and powers

A39. Executive power in the country rests with the President of the Republic and the government. The government is coordinated by the Prime Minister, who directs its actions and delegates powers to the ministers (see diagram in Figure A2). Power is then delegated hierarchically to deputy ministers, general or special secretaries, senior civil servants and to the government's regional representatives, the general secretaries of the regions and, until 1995, the appointed *nomarches*, now replaced by directly elected ones.

A40. The government is a collective instrument (*syllogiko organo*), consisting of the Council of Ministers (*Ypourgiko Symvoulío*), made up by the Prime Minister (*Prothypourgos*) and ministers (*Ypourgoi*) or ministers adjunct, but not deputy ministers. The link between the political leadership of a ministry and its administration is the secretary-general (or secretaries-general), who occupies the most senior position of the civil service hierarchy, but is a government appointee, whose appointment can be revoked at any time. The system of government is very centralised, but it is expected that current reforms regarding local (first and second tier) government will ameliorate the situation.

A41. *Nomarches*, i.e. prefects (see paragraphs A8 and B37), were for the first time directly elected in 1994. In the past they were appointed by the government, to head the administrative services of each *nomós* (see map in Figure A1). These services are the regional branches of central government ministries, and implement policy, under the administrative supervision of the prefect (see diagram in Figure A3). The prefect chairs the prefectural council and a *nomarchiako tameio* or prefectural fund, a legal person of public law. Public investment in the *nomós* is channelled through the *nomarchiako tameio*.

A42. The country is divided into 13 *dioikitikes periferieis* (administrative regions) for the purpose of planning, programming and coordinating regional development (see paragraphs B33-35, map in Figure A4 and table in Figure A5). Each region includes a number of *nomoi* and is headed by a regional general secretary, who has no hierarchical relationship with the prefects. The administrative services placed under the general secretary are regional branches of central government ministries. The general secretary chairs a regional council, which has mainly planning and advisory responsibilities, and the task of distributing among prefectures certain public investment funds.

A43. Self-government is not limited to municipal administration. It includes administrative units, which are part of public administration, but not part of the State. They are organised as self-governed *nomika prosopa dimosiou dikaiou* or *NPDDs* (legal persons of public law). The *NPDDs* operate under public, not private, law, independently of the State administration, central or regional. Self-government includes 5 828 local authorities, i.e. municipalities and communes (see paragraphs A44 and A61). It also includes a variety of specialised self-governing bodies, numbering about 1 400 *NPDDs*. These bodies ought to be distinguished from public corporations, which are *nomika prosopa idiotikou dikaiou* or *NPIDs* (legal persons of private law) and are not part of public administration.

A44. Local authorities (see also paragraphs B46-53), known in Greece as *organismoi topikis aftodioikisis* or *OTA* (local self-government organisations) are in charge of local affairs, the nature of which is often a matter of legal dispute. Although administratively independent, they lack autonomy, because to issue their own bylaws, they need prior authorisation by law and even then the prefect's approval is necessary. The role of *OTA* in urban and regional planning, environmental protection or compulsory acquisition remains mostly advisory, with the exception of certain powers delegated to some municipalities.

A45. Urban spatial planning finds expression in the statutory plans mentioned earlier (*poleodomiki meleti* and *geniko poleodomiko schedio*). Policy in other areas finds expression either in legislation and action initiated by various ministries, or in regional development plans, in the context of the CSFs of the EU. There is virtually no coordination between these procedures, mainly because regional spatial planning remains largely inactive. Limited exceptions are the procedure for obtaining in advance a siting permit, known as *proegkrisi chorothesis* (see paragraph C34), and the designation of a *ZOE* (see paragraphs A4 and B116), i.e. of a zone of land development control.

## Land policy and land and building quality

A46. The key policy instruments to influence the attractiveness of land for development are its inclusion or not in an official *schedio poleos* and the building conditions attached to it or included in the regulations for *ektos schediou* areas. The most important of these conditions is the coefficient known as *syntelestis domisis* or *SD* (see paragraphs B118 and C11), indicating the permitted floor-area ratio. Inclusion in the *schedio*

*poleos* confers considerable betterment value. The conditions, under which *ektos schediou* construction activity can take place legally, constitute an important and complicated part of the planning system, although, technically, they constitute departures from the general rule that construction can only happen in areas covered by an official plan (see paragraphs B116 and C49-53).

A47. Real estate taxes include a municipal property tax, a succession tax, when property is inherited, and a transfer tax, when property rights are transacted. In urban areas, land values, for tax purposes, are determined by official valuation tables. In the case of new building transfers in the future, only VAT will be charged.

A48. Compulsory acquisition of real estate is only permitted if it serves the public good, is based on an act of parliament or another statutory instrument, and includes full compensation, determined by the civil courts and paid for before the transfer of property (Dagtolou 1993: 43). The designation, in an official *schedio poleos*, of private land as land for public use or for the erection of a public benefit building implies automatically the intention of the authorities to acquire the land compulsorily. It is therefore a form of *de facto* compulsory acquisition.

A49. No land-banking policy is pursued in urban areas, but in specified cases the State or local authorities enjoy the *dikaïoma protimisis*, i.e. the right of preemption (see paragraph B121). Special regional incentives are available to steer industrial or tourist development away from developed regions and into depressed areas, especially into designated industrial estates (see paragraphs D6-10).

A50. Land located in *ektos schediou* areas is especially vulnerable to illegal occupation or unauthorised development (see paragraphs C54-57). The main mechanisms which are relatively effective in blocking such development are those provided by legislation concerning forest land, archaeological sites, areas of historic or architectural importance and coastal zones. No similar mechanisms exist with respect to high-quality agricultural land and natural habitats. Forest land destroyed by fire enjoys special protection. Unfortunately, protection is far from effective. An important positive development is the programme of national land registration, which has started with support from the second Community support framework of the European Union (see paragraphs E23 and F84).

#### Plan led/development led

A51. The planning system on the whole, especially at the level of urban land-use planning, is poorly linked to demand on the ground and inadequately supported with forecasting functions. Hence it does not lead developments, but rather responds to change, often with a considerable time lag. Usually it strives simply to accommodate actual unauthorised developments, by legalising them after the event. There is considerable distance between official planning and development in the real world.

A52. Private sector development occurs through a multitude of decisions for housing, industrial, tourist or commercial development. There is limited guidance from the authorities or complete disregard for official guidelines and planning provisions. Official planning is rarely positive and remains usually a controlling mechanism, of limited effectiveness.

**Figure A5. Table: Administrative regions**

1. Eastern Macedonia and Thrace (5)
2. Central Macedonia (7)
3. Western Macedonia (4)
4. Epirus (4)
5. Thessaly (4)
6. Ionian Islands (4)
7. Western Greece (3)  
Includes part of the Peloponnese
8. Central (Sterea) Greece (5)
9. Attica (4)
10. Peloponnese (5)
11. North Aegean (3)
12. South Aegean (2)
13. Crete (4)

\* Number of *nomoi* included in each region is given in brackets.

## Political priorities

A53. Following the October 1993 national elections the new leadership of the Ministry of the Environment, Spatial Planning and Public Works (*YPECHODE*) has stated its intention to pursue the following objectives (see also paragraphs E17 and F45):

- completion of the urban planning process initiated for all towns in the country in the 1980s, on the basis of L.1337/1983;
- simplification of plan implementation procedures;
- effective land management, especially in suburban, tourist and second home zones;
- gradual renewal and environmental improvement of city centres, especially in historic towns;
- designation and planning of production parks to accommodate economic activity;
- upgrading of depressed urban areas and humanisation of urban environment;
- promotion in cities of a network of green spaces and cultural facilities;
- development of complementarity links between neighbouring towns to form integrated urban networks;
- rejuvenation of rural settlements through the promotion of open towns (*anoiktes poleis*), i.e. of groups of settlements with complementary activities;
- development of planning departments in all municipalities and in second tier authorities, at the prefecture level.

A54. The ministry considers that the 1990s is the period during which an operation of regional spatial restructuring should be launched, similar to the operation launched in the 1980s for the towns and cities. It also aims to improve the management and protection of man-made and natural environments, to upgrade the process of monitoring environmental conditions, and to develop a national land registration system.

## Political system, administrative system and public participation

A55. The power of central government in the Greek political system and its control over the operation of Parliament, and the control of ministers over regional authorities, means that the minister is a very powerful person indeed. For example, in spatial planning, the final decision in most matters rests with the Minister for *YPECHODE*, who can initiate, approve or block virtually any action. Appeals against a minister's decision, can be made on legal grounds by making a petition for annulment of the administrative act concerned to the *Symvouleio Epikrateias* (paragraph A17).

A56. A minister is the head of his/her ministry's administration and has disciplinary power over its civil servants. He/she is the chief decision-maker and paymaster in the ministry, and has administrative control over State companies and corporations, supervised by his/her ministry. A minister has legislating powers in the sense that he/she proposes to the President of the Republic that a presidential decree should be issued. He/she is accountable to Parliament and to the Prime Minister, but only in a political, and not disciplinary, sense. Local politicians have very limited power compared with politicians in the central political arena, with the possible exception of a very few mayors in large municipalities.

A57. The administrative structure of central government ministries, below the level of ministers and general secretaries (see diagram in Figure A2), includes general directorates, directorates and sections, with some independent services directly under the minister. Government-appointed special secretaries sometimes replace general directors. Civil servants, in central government, its regional services (e.g. in prefectures) or in State corporations operating under public law, are classified in four categories according to the level of their education. General or special secretaries of ministries and prefects are included in a special separate category of civil servants.

A58. Urban and regional plans or technical studies are normally produced by consultants classified in a consultancy register maintained by *YPECHODE*. Most professional planners are members of the *Techniko Epimelitirio Ellados* or *TEE* (Technical Chamber of Greece), which is usually a prerequisite for undertaking government projects. There also exists an Association of Greek



Consultancy Firms, which includes, among others, consultants active in the field of urban and regional development planning.

A59. The Association of Greek Urban and Regional Planners (*Sylogos Ellinon Poleodomon kai Chorotakton (SEPOCH)*), represents Greece on the European Council of Town Planners. It should be noted that postgraduate training courses for planners are not offered yet by Greek universities. They are expected to be introduced by 1997 at the National Technical University of Athens (NTUA), known in Greece as *Ethniko Metsovio Polytechnio (EMP)*, and other universities. Planning courses are mainly included in the curriculum of architectural education at NTUA and at the Aristotle University of Thessaloniki. Undergraduate courses in regional spatial planning and development (University of Thessaly) or in urban and regional analysis (Panteion University) have been recently introduced.

A60. Public participation must be invited at the stage of the production of a *geniko poleodomiko schedio*, through public meetings and information in the press (see diagram in Figure B2). When a *poleodomiki meleti* is being prepared, which, after ratification, will become the official *schedio poleos*, participation is more formal (see diagram in Figure B3), because this plan is binding on individual land-owners and determines the nature and intensity of land-use. Citizens can lodge a formal objection with the local authority and, ultimately, challenge the presidential decree ratifying the plan in front of the *Symvouleio Epikrateias*.

## Population and statistics

A61. The population of Greece is about 10.2 million, of which approximately 63 % is urban and about 40 % lives in the cities of Athens (3.1 million) and Thessaloniki (1.0 million). In recent years the average annual population rate of growth was only 0.2 % and the country is ageing rapidly. Life expectancy is very high (74 years for men and 78 for women) but fertility is low (crude birth rate: 11.9 births per 1000 population). The country has 12315 settlements and is divided into 434 municipalities and 5394 communes.

A62. Although the growth of the metropolitan area of Athens has decelerated compared to that of the 1960s and 1970s, population concentration remains high and particular regions have serious demographic problems. For example Thrace in north-east Greece is losing population.

Elsewhere, population pressures and demand for housing result in illegal housing activity.

## Sectoral policy

A63. Sectoral policy, e.g. on transport, tourism, industry and other policy areas related to spatial development, is almost exclusively decided in central government ministries (see Sections E and F). Coordination is the responsibility of the Ministry of National Economy, known as *YPETHO* (see paragraphs A9 and B17-19) especially in the context of regional development programmes, supported by the Community support frameworks (see table in Figure B1).

A64. The prefects (*nomarches*) and regional general secretaries implement central government policy, rather than formulate their own. The regions could achieve policy-making capacity if their discretion in the use of funds allocated to them is increased and if current reform results in genuine decentralisation. Municipalities normally do not have the financial independence required to begin formulating their own policies. In their case, finance seems to be the real limiting factor.

## Trends

---

### Central power/local power

A65. *Nomarchiakes aftodioikiseis* (paragraph A34), i.e. second tier local government corporations, were elected for the first time in October 1994 to replace the old-style prefectures. Their introduction will be a key factor in determining the balance between central and regional/local planning powers. The trend is undoubtedly set in the direction of more decentralisation, but the transitional period will be difficult, given that the present severe shortage of national funds does not favour an easy process towards regional or local government autonomy.

### Flexibility/certainty

A66. If the trend towards greater delegation of power to elected *nomarches* continues, one should expect greater flexibility in formulating policy responses locally. On the other hand, the processes of economic recession and de-industrialisation may delay the process. The State has to inject more certainty into a system where no rule is guaranteed the respect of the citizens and

the rules of the game remain obscure or absent. In so doing it may well restrict the flexibility (or anarchy?), which characterises the present situation. This means that a difficult transitional period of modernisation has to be endured to reach a situation in which disciplined flexibility can be achieved.

A67. In the field of spatial planning, the legal framework of both urban and regional planning is under revision. Particularly as far as the implementation of town plans is concerned, more flexible and less time-consuming procedures will probably be tried. The purpose is to face, once and for all, the problem of ever-expanding unauthorised housing areas. This looks like entailing a more determined stance vis-à-vis illegal builders, with far stiffer penalties envisaged, and a speedier integration of already urbanised land into official town plans, so as to make a fresh start.

### **Government structure**

A68. Central government ministries had to go through a period of internal restructuring fairly recently. This was also the case of the Ministry of the Environment, Spatial Planning and Public Works (*YPECHODE*). Local government will have to come to grips with the introduction of a second tier and the reorganisation that this entails

for the administration of the planning system, at all levels.

A69. The planning system has still to assimilate innovations that were introduced in the 1970s and 1980s and which are still dormant or under-used, e.g. the instrument of the *zoni energou poleodomias (ZEP)*, i.e. operational planning zone (see paragraphs B86 and B114). Future reorganisation will also depend on pressures originating in the European Union, e.g. in the fields of trans-European spatial planning, environmental policy, transport networks and increased role for the regions.

### **Policy**

A70. Changing policy directions were discussed under political priorities (paragraph A53). Environmental issues, in both natural and man-made environments, are at the top of the agenda, but related to these is the priority accorded to developing a land registration system (see paragraph A50) and to speeding up the land-use planning process. At the time of a fiscal squeeze, pursuing environmental aims will prove very hard, particularly given the need to allocate: (a) public investment for badly needed development projects and public works; and (b) funds to support private initiatives in areas hit by unemployment and undergoing de-industrialisation.

## B. Making and reviewing plans and policies

---

### Overview

---

*B1.* The structure of government and administration in Greece, particularly with respect to spatial development and planning, was outlined in paragraphs A39-45. The reader can find an introductory overview of the Greek spatial planning system and of the main statutes and planning instruments by consulting paragraphs A1-10 in Section A.

*B2.* The Greek government system is highly centralised and as a result policies originate mainly in central government ministries. This is the reason why the main emphasis in this section is on the role of ministries, especially those which have particular influence on spatial development, above all *YPECHODE*, the Ministry of the Environment, Spatial Planning and Public Works.

*B3.* Section B is divided into subsection B(i) on policy institutions and subsection B(ii) on policy

instruments. The contents of subsection B(i) are as follows:

- Ministries                      Paragraphs B4-32  
(*YPECHODE*: Paragraphs B4-16)
- Regional agencies          Paragraphs B33-38
- Public sector organisations  
   Paragraphs B39-45
- Local authorities            Paragraphs B46-53
- Other organisations        Paragraphs B54-56

Certain organisations such as the Hellenic Industrial Development Bank, the Hellenic Tourism Organisation and the Organisation for the Master Plan and Protection of the Environment of Athens, known as the Athens Organisation, are presented separately (B40-45) because of their special role. The table in Figure B1 shows the main policy institutions and policy instruments. The structure of subsection B(ii) on planning instruments is explained in paragraphs B57-60.

LEVEL	PLANNING AUTHORITY	TYPE OF PLAN	AREA COVERED	POWER OF APPROVAL
National	Ministry of National Economy (YPETHO)	National five-year development programme, Last prog. 1983-87	Country	Parliament
		National plan for regional development financed through Community support framework (CSF)	Country	Council of Ministers (and European Council)
		National Spatial Plan (does not exist)	Country	National Council of Environment and Spatial Planning (does not function)
13 Regions (incl. Attica)	General Secretariat of Region (GSR)	Regional development programmes-L.1622/86. (do not exist)	Region	GSR and YPETHO
	YPETHO with GSR	Regional plans for regional development financed through CSF	Region	Council of Ministers (and European Council)
	Ministry for the Environment, Spatial Planning and Public Works (YPECHODE)	Regional Spatial Plans (do not exist)	Region	YPECHODE
54 <i>nomoi</i> (prefectures)	Prefecture	Prefectoral development programmes. Do not exist except in context of CSF	<i>Nomos</i>	Prefecture and GSR
	YPECHODE	Spatial plans at <i>nomos</i> level. (Do not exist)	<i>Nomos</i>	YPECHODE
Attica: 4 <i>nomoi</i>	"Athens Organisation"	Master plan of Athens	Attica (Greater Athens)	Parliament
Greater Thessaloniki	"Thessaloniki Organisation"	Master plan of Thessaloniki	Greater Thessaloniki, i.e. several municipalities	Parliament
Local	Local authorities or local authority associations	Local development programmes. Rarely available advisory documents	Local authority area	Local authority and prefecture
Local (statutory spatial plans)	Produced at the initiative of YPECHODE or local authority	General town plan (geniko poleodomiko or GPS)	At least one local authority (municipality or commune)	YPECHODE (decision of minister) (Binding for authorities)
		Town plan (schedio poleos). various cases	All or part of local authority	YPECHODE by presidential-decree or decision of prefect (binding for authorities and landowners)

**Figure B1: Policy institutions and policy instruments (plans)**

## B(i). Policy institutions

---

### National government

B4. The structure of government was explained in the general overview (paragraphs A39-45). The number of central government ministries fluctuates, but in the last few years the government was usually divided into 20 or 21 ministries. The recent creation of the Ministry of the Interior, Public Administration and Decentralisation (paragraph B20) and of the Ministry of Development (paragraph B23) has reduced the number of ministries. In this section, only the ministries with an important role for spatial development are presented. All the ministries have national responsibility, with the exception of the two regional ministries, i.e. the Ministry of Macedonia and Thrace and the Ministry of the Aegean.

Ministry of the Environment, Spatial Planning and Public Works (*Ypourgeoio Perivallontos, Chorotaxias kai Dimosion Ergon (YPECHODE)*)

---

B5. YPECHODE is the main policy institution for spatial development policy (see paragraph A7), with responsibility for the whole country. Some of its powers in the regions of Macedonia and Thrace have been transferred to the Ministry of Macedonia and Thrace.

B6. YPECHODE's main responsibilities are stated in L.1032/1980. They include the formulation of government policy on the environment, urban planning and housing, and the elaboration of regional spatial plans, urban master plans, statutory town plans and environmental protection programmes. Also, responsibilities which are carried out by the ministry's central or decentralised services and the agencies under its supervision. The powers exercised by ministerial decision, i.e. not requiring that a presidential decree be issued, are listed in PD 28/1993. The objectives of the ministry's present political leadership were mentioned earlier (paragraph A53).

B7. In addition to urban planning and housing, YPECHODE gradually absorbed responsibilities from other ministries, especially concerning the environment, industrial location, and historic sites. The ministry's responsibilities are described here by directorate, as determined in its internal charter. Those directorates responsible for environmental protection and regional spatial plan-

ning are placed under a Director-General for the Environment. Other directorates, with the exception of those in the Secretariat-General of Public Works, are placed under a Director-General for Town Planning.

B8. YPECHODE: The Directorate of Environmental Planning holds responsibility for:

- natural environment management and protection;
- ecosystem conservation;
- water quality and solid waste management;
- environmental legislation;
- environmental education;
- environmental impact studies, etc.

B9. YPECHODE: The Directorate of Air Pollution and Noise Control holds responsibility for:

- pollution measurement, evaluation and impact;
- noise abatement;
- vehicle and industrial emissions control;
- industrial location and environmental criteria;
- pollution control technology, etc.

B10. YPECHODE: The Directorate of Regional Spatial Planning (*Chorotaxia*) holds responsibility for:

- spatial policy on activity distribution, in relation to national development and investment plans;
- production of regional and ad hoc spatial plans (*chorotaxika schedia*);
- land-use classification and policy;
- transport, communication and energy networks;
- urbanisation and urban settlement policy;
- support to national sectoral programmes, etc.

The responsibility of producing a national spatial plan belongs to the Ministry of National Economy (YPETHO), although there are contradictory references in existing legislation (see also paragraph B63).

B11. YPECHODE: The Directorate of Urban Planning (*Poleodomikos Schediasmos*) holds responsibility for:

- coordination, supervision and guidance of agencies engaged in the production and

implementation of plans for urban centres or small settlements;

- revision of existing *schedio poleos*;
- approval (unless delegated) of general town plans (*genika poleodomika schedia*) and plans for zones of land development control (*zones oikistikou elenchou*);
- amendment of building regulations in *ektos schediou* areas;
- planning and regulation of development in historic, traditional and protected settlements and areas;
- guidance to agencies in charge of *praxeis efarmogis*, i.e. implementation plans (see paragraphs B108-112 in subsection B(ii)) and acquisition of land, etc.

B12. Other YPECHODE directorates include:

- housing policy;
- areal upgrading and renewal;
- building design and structure regulations.

B13. YPECHODE supervises the work of public agencies, such as:

- the public company for town planning and shelter (*Dimosia Epicheirisi Poleodomias kai Stegasis* or *DEPOS*) (see paragraphs B54 and D15-16);
- the Athens and Thessaloniki Organisations, of which the full titles are 'Master Plan and Environmental Protection Organisations' (*Organismos Rythmistikou Schediou kai Prostatias tou Perivallontos*) of Athens and Thessaloniki respectively (see paragraphs B43-44);
- the land registration and mapping organisation (*Organismos Ktimatografisis kai Chartografisis tis Ellados* or *OKCHE*) (see paragraphs A50, F84 and E23);
- the special fund for the implementation of master and town plans, known by its Greek acronym *ETERPS* (*Eidiko Tameio Efarmogis Rythmistikon kai Poleodomikon Schedion*) (see paragraph D19).

B14. Each regional general secretariat or prefecture has directorates placed under the control of YPECHODE. Consultative committees, called Councils of Spatial Planning, Settlement and the Environment (*Symvoulia Chorotaxias, Oikismou*

*kai Perivallontos* (*SCHOP*)), assist decision-making at all levels of the ministry's central and regional administration. There is a central *SCHOP*, regional *SCHOPs* and, at the *nomós* level, there are prefectural *SCHOPs*.

B15. The General Secretariat of Public Works (*Geniki Grammateia Dimosion Ergon*) functions within YPECHODE as an autonomous service under the same minister. The Secretariat deals with the construction of roads, seaports, airports, water supply and sewerage works, land improvement works, and buildings. There are separate directorates and services for road project studies, road traffic and road safety, the rehabilitation of earthquake victims and road projects in Attica (see also paragraphs D24 and B65).

B16. The General Secretariat of Public Works has the responsibility of supervising the public company *Attiko Metro* (see paragraphs B27 and F65) a legal person of private law (see paragraph A43), charged with the responsibility of planning and supervising the construction of the new Athens underground railway system.

Ministry of the National Economy (*Ypourgeoio Ethnikis Oikonomias* (*YPETHO*))

---

B17. YPETHO is the ministry responsible for economic policy (see paragraph A9). National development, public investment programmes, private investment incentives, national economic planning and regional policy are among its responsibilities. YPETHO supervises the work of the Centre of Planning and Economic Research (*Kentro Programmatismou kai Oikonomikon Erevnon* (*KEPE*)), which prepares five-year national development plans, regional development plans and other sectoral studies (see paragraph B61).

B18. YPETHO's Directorate of Regional Policy is responsible for policy formulation, coordination of the government's regional services, guidance and coordination of five-year regional development plans and operational programmes submitted to the European Union in the context of Community support frameworks, the management of funds of the European Regional Fund, etc.

B19. YPETHO's Development Directorate is responsible for the coordination and guidance of integrated development programmes, especially in the context of European Union policies, supervision of programme implementation, technical

and documentation support for the formulation of programmes, negotiations with the European Commission, etc.

#### Ministry of the Interior (*Ypourgeo Esoterikon*)

B20. The importance of the Ministry of the Interior is due to its powers of administrative and financial control over the prefectures and local government corporations, and to the technical support it provides, through the Directorate of Technical Services, to municipalities and communes. The Directorate of Planning and Decentralisation is responsible for overseeing the process of development planning undertaken by prefectures and regional secretariats and for assisting local authorities in the promotion of development actions. The Ministry of the Interior was recently incorporated into the new Ministry of the Interior, Public Administration and Decentralisation.

#### Ministry of Culture (*Ypourgeo Politismou (YPPO)*)

B21. YPPO is responsible for protecting the cultural environment and safeguarding the national cultural heritage. This includes monuments and their surrounding area. The central and regional services of the Directorate-General of Antiquities and Restoration are responsible for the administration and conservation of cultural assets and archaeological sites. There are 45 regional services across the country. The Minister for Culture is assisted by consultative councils, central and regional (see also paragraphs D38 and F87-90).

#### Ministry of Finance (*Ypourgeo Oikonomikon*)

B22. The Ministry of Finance is important because of its responsibility for property and transaction taxation, and for controlling public real estate. Policy and management regarding public land property is the responsibility of either the ministry's Directorate of Public Property or the Public Real Estate Company (*Ktimatiki Etaireia Dimosiou (KED)*), supervised by the ministry (see paragraph B54). The Directorate of Public Property is also responsible for the delineation and protection of the coast and seashore.

#### Ministry of Industry, Energy and Technology (*Ypourgeo Viomichanias, Energeias kai Technologias (YVET)*)

B23. YVET has two general secretariats, functioning as self-contained authorities. The General Secretariat of Research and Technology formulates policy on technological development and has recently embarked on a programme for the development of technology parks. The General Secretariat of Industry includes a number of directorates concerned with macroeconomic or sectoral industrial policy, and a Directorate of Industrial Development. The responsibilities of this directorate include the location of industry, the creation and operation of industrial estates, and the necessary acquisition of land by the Hellenic Industrial Development Bank (see paragraph B40). However, final decisions regarding industrial estates are made by YPECHODE. YVET was recently incorporated into the new Ministry of Development (*Ypourgeo Anaptyxis*), together with the Ministries of Tourism and Commerce.

B24. YVET includes some other directorates, the work of which impinges on spatial planning. For example the Directorate of Mineral Raw Materials Policy is concerned with mapping and fixing the boundaries of mineral extraction sites. The Directorate of Mining and Industrial Minerals designates mining areas and grants or withdraws permissions for the extraction of industrial minerals. The Directorate of Marble and Building Materials Quarrying has similar powers in its own field of responsibility. The Directorate of Water and Natural Resources formulates water management policy (see paragraph F79).

#### Ministry of Agriculture (*Ypourgeo Georgias*)

B25. The influence of the Ministry of Agriculture on spatial development is extensive, particularly because of its responsibilities regarding forests and woodlands, handled within the ministry by the General Secretariat of Forests and Natural Resources. The Directorate of Spatial Planning (*Chorotaxia*) and Environmental Protection is concerned with the location of agricultural activities, the spatial distribution of renewable and non-renewable resources, and the protection of soil and water resources from agricultural or external pollution.

B26. Forestry and forest protection and management is the responsibility of four directorates

in the Ministry of Agriculture, with licensing powers delegated to prefects in a number of cases. Responsibilities include forestry policy, development and forest land registration, land-use changes, fire protection, land registration, national parks, scenic forests, protected monuments of nature, biotopes and wetlands of scientific interest, leisure woodlands, protection of fauna and controlled game preserves, as well as the development of forest-based and mountain economies.

#### Ministry of Transport and Communications (*Ypourgeo Metaforon kai Epikoinonion*)

---

B27. The Directorate of Transport Development is responsible for planning future transport development and for setting the framework of future action for all transport agencies supervised by the ministry, including the Greek railways and bus operators. The management of road transport operators is supervised by the Directorates of Passenger and Commercial Transport. Other responsibilities of the ministry include civil aviation and airport planning. The transport companies of the Athens area are public agencies placed under the supervision of this ministry. They run buses, trolley buses and the single-line electric railways. Electric railways will be merged in due course in a single organisation with *Attiko Metro*, the company in charge of the underground train network, currently under construction (see paragraphs B16 and F65).

#### Ministry of Merchant Marine (*Ypourgeo Emporikis Naftilias*)

---

B28. The Directorate of Ports and Port Construction is responsible for formulating national policy on port development, making plans for the necessary port development projects, dealing with the designation of port zones and free trade areas, as well as the location of shipyards or ancillary industrial activities in port zones. The purely engineering aspect of port construction, as in the case of all public works, is handled by the General Secretariat of Public Works of *YPECHODE*. The same ministry has a joint responsibility, shared with the Ministry of Tourism (now with the Ministry of Development), for the development of nautical tourism, marinas and cruiser boat facilities.

#### Ministry of Tourism (*Ypourgeo Tourismou*)

---

B29. The Directorate of Tourism Policy produces short- and long-term tourism development programmes and so, from the viewpoint of spatial development, is this ministry's most important division. The ministry is also charged with the supervision of the Hellenic Tourism Organisation (*Ellinikos Organismos Tourismou (EOT)*) (see paragraphs B41-42). The Ministry of Tourism was recently incorporated into the new Ministry of Development (see paragraph B23).

#### Ministry of Macedonia and Thrace and the Ministry of the Aegean (*Ypourgeo Makedonias kai Thrakis* or *YMATH* and *Ypourgeo Aigaiou*)

---

B30. These are the only ministries with a sub-national areal responsibility. The first, which has its seat in Thessaloniki, covers 16 *nomoi*, belonging to three administrative regions (see map in Figure A4), i.e. (a) Eastern Macedonia and Thrace, (b) Central Macedonia, and (c) Western Macedonia. The Ministry of the Aegean, which has its seat in Mytilini (island of Lesbos), covers the *nomoi* of the administrative regions of North and South Aegean.

B31. The two regional ministries formulate plans and programmes for the development of their areas of responsibility and submit proposals to the government. Among the tasks of *YMATH* is to care for the economic, social, cultural and geographical reintegration of repatriated Greeks. On the whole the wording of the relevant legislation is sufficiently vague to deprive them of real decision-making powers.

B32. *YMATH* and the Ministry of the Aegean have joint responsibility, with the Ministry of National Economy (*YPETHO*), to extend the benefits of incentives legislation to individual private investment projects. *YPECHODE* transfers important powers to these ministries in their geographic areas of jurisdiction, concerning protected buildings or settlements, control of building activity, pending the elaboration of a town plan, designation of areas of outstanding natural beauty, and the protection of historic sites.

#### Regional government

##### Administrative regions

---

B33. As mentioned earlier (paragraph A42), the country is divided into 13 regions (see map in



Figure A4 and table in Figure A5) and an equal number of General Secretariats of Region (*Genikes Grammateies Perifereion*). The regional council, chaired by the General Secretary of the Region, plays an important role in connection with the elaboration and approval of annual and medium-term development plans (see subsection on policy instruments, paragraph B64).

B34. The regional councils:

- submit to the central government proposals for inclusion in the national, medium-term (usually five-year) development plan;
- formulate, in the context of the national plan, the medium-term regional development plans;
- set the framework for, and then approve, the medium-term development plan of the prefectures of their region;
- formulate the annual, regional development plans and then approve them, unless, under certain conditions, the decision is referred to the central government;
- under certain conditions, approve the annual development plans of the prefectures of their region, and, within limits, allocate public investment for prefectural or local projects.

B35. A Directorate of the Environment and Spatial Planning functions within each regional secretariat, as a regional, inter-prefectural service of YPE-CHODE. The exception to this occurs in Attica, where, taking into account the parallel existence of the Athens Organisation, the equivalent directorate is called Directorate of Urban Planning. In all cases, not just in Attica, decision-making powers are effectively restricted to the approval of building permit (*oikodomiki adeia*) departures in *ektos schediou* (out-of-plan) areas.

B36. With respect to spatial (urban or regional) planning, the above directorates in the regions:

- refine national spatial planning guidelines on spatial structure, land-use, infrastructure and settlement networks, town plans, housing and building regulations;
- collect information and produce special studies, to assist the regional spatial planning work of the central ministry.

With the exception of town planning, housing and building regulations, all these, essentially advisory, functions of environmental and spatial

planning, are outside the responsibility of the Directorate of Urban Planning in the region of Attica.

#### Prefectures (*nomarchies*)

---

B37. The administrative services of a prefecture, at the *nomós* level, were discussed in the general overview (paragraphs A8 and A41). They include a large number of sectoral directorates, among which of interest are the town planning and engineering services and a development programme service (*Ypiresia Programmatismou*). Within the *nomós* under his/her administration, a prefect (*nomarchis*) has important delegated powers with respect to the initial approval or amendment and revision of *schedio poleos*, presented in the subsection on planning instruments (see tables in Figures B4 and B5). A new law, in 1994, introduced prefectural self-government (*nomarchiaki aftodioikisi*), i.e. second tier local authorities, which took over the responsibilities of appointed prefects on 1 January 1995. Their powers are not fully finalised.

B38. The prefects also exercise delegated powers, transferred from ministries other than YPE-CHODE. The most important ones, from the viewpoint of spatial development, are mentioned here, classified according to ministry:

- from the Ministry of Finance: compulsory acquisition of land for agricultural land improvement projects and regional industrial development;
- from the Ministry of Agriculture: development licensing in woodlands for tourist or industrial development, sports grounds, educational or health care buildings, children's camps, cemeteries, monasteries, mining, and public works, as well as compulsory acquisition of land for agricultural land improvement projects;
- from the Ministry of Industry, Energy and Technology: compulsory acquisition of land for regional industrial development, concession of public land and permission to use coastal land for regional industrial development, and the licensing of industrial development;
- from the Ministry of Merchant Marine: designation of land in seaport zones to be used for public purposes, with the exception of land which belongs to port authorities.

## Government agencies and public sector organisations

B39. Certain public corporations, with the status of legal persons of private law (see paragraph A43), able to operate without the restrictions of the public sector and outside the main body of public administration, have nevertheless delegated powers of administration. These include the Public Power Corporation (*Dimosia Epicheirisi Ilektrismou (DEI)*) and the Agricultural Bank of Greece (*Agrotiki Trapeza tis Ellados (ATE)*). *DEI* (see also paragraph F78), by virtue of its extensive powers and enormous resources, by Greek standards, can have a serious impact on spatial development in geographical areas of lignite coal extraction and thermal or hydroelectric power production; as it has the monopoly and sole control of these activities. *ATE* still maintains limited responsibility for developing a policy of support for isolated rural settlements.

Hellenic Industrial Development Bank (*Elliniki Trapeza Viomichanikis Anaptyxeos (ETVA)*)

---

B40. The bank aims to promote national industrial and tourist development, mineral extraction and shipping, in accordance with government economic policy. *ETVA* extends credit, technical and management support to the private sector, takes part in large development projects, and secures finance for a variety of initiatives (see also paragraph B23). It has the power, under L.4458/1965 and L.742/1977, to establish and manage industrial estates (*Viomichanikes Perioches (VIPE)*). It may also promote industrial development in the country and its regions, in the context of existing spatial plans and programmes of development and environmental protection. 20 *VIPE* are already in operation, with several others in various stages of development (see paragraph B107).

Hellenic Tourism Organisation (*Ellinikos Organismos Tourismou (EOT)*)

---

B41. *EOT* is a legal person of public law (see paragraph A43), supervised by the Ministry of Tourism. Its aim is the promotion and development of the country's tourist potential (see also paragraphs B29 and F38). Among its responsibilities are:

- research in tourism development;

- architectural and engineering studies and supervision of tourist projects;
- supervision of tourist operator agencies and private tourist trade training schools;
- promotion of tourism;
- production of tourism development plans and national, regional or local spatial plans, giving spatial expression to tourism policy;
- promotion, jointly with other agencies, of policies for the protection of tourist resources and of cultural and natural goods.

B42. *EOT*, through its Directorate of Accommodation and Dining Premises, has the power to license hotels, camp sites and all rented tourist accommodation. It can also approve the suitability of a site for the construction of tourist facilities and the architectural, engineering and interior design and furnishing plans of these facilities. The approval of site suitability and of the necessary architectural plans is given on the basis of a set of specifications and criteria.

Organisation for the Master Plan and Protection of the Environment of Athens, or 'Athens Organisation' (*Organismos Rythmistikou Schediou kai Prostasias Perivallontos tis Athinas (ORSA)*)

---

B43. The Athens Organisation (*Organismos tis Athinas* or *ORSA*) is supervised by *YPECHODE* (see paragraph B13). According to L.1515/1985: 'The task of the organisation is to oversee the implementation and secure the realisation of the master plan (*rythmistiko schedio*) of the Greater Athens area, to formulate general town plans (*genika poleodomika schedia*) in Greater Athens, to see that they are approved, to make certain that they are in harmony with the master plan and the protection programme of the appropriate authorities, to monitor environmental quality, to draft specifications for environmental studies, to take care of the formulation and implementation of measures for the protection of the environment, and to control works and activities with environmental impacts.'

B44. The *rythmistiko schedio* of the Greater Athens area, which covers the entire area of Attica, was approved by law. The above area included, at the time of the 1991 census, 81 municipalities, of which the municipality of Athens was one, and 55 communes. Its population was slightly above 3.5 million. *Genika poleodomika*

*schedia* for these municipalities, produced by ORSA, are approved after an opinion expressed by its Executive Committee, and not, as in other *nomoi*, by the prefectural *SCHOP* (see paragraphs B13 and 14, B75 and F62).

B45. The administrative organs of ORSA are:

- a 35-member council, an advisory body overseeing the work of the organisation, and
- a seven-member executive committee, responsible for the administration of ORSA.

Apart from its own annual programme of activities, ORSA has to produce annual and five-year programmes of joint responsibility activities for each ministry or public sector agency, in collaboration with the ministry or agency concerned. A similar organisation exists for the Greater Thessaloniki area.

### Local government organisations

B46. These organisations were discussed in the general overview (paragraph A44). They include local authorities, called in Greece local self-government organisations (*organismoi topiki aftodioikisis* (OTA)). An OTA can be either a *dimos* (municipality) or a *koinotita* (commune). It is stated in Article 102 of the Constitution that the administration of local affairs is the responsibility of an OTA. However, the definition of local affairs is a matter of dispute, with a consistent tendency in government legislation and in court decisions to lean in favour of the central State in allocating responsibilities. Prefects used to exercise tight *ex ante* preventive (*proliptikos*) control and *ex post* repressive (*katastaltikos*) control over local authority decisions, to the great resentment of the latter. This situation changed with reforms introduced in 1994.

B47. The only explicitly and exclusively recognised local government responsibilities, within their territory, are those stated in the Municipal and Communal Code:

- construction and maintenance of water supply and sewerage networks and of municipal roads, squares and bridges;
- street cleaning and refuse collection;
- creation, construction and maintenance of municipal parks and gardens, municipal sports facilities, youth centres, kindergartens, and municipal or social benefit buildings;

- urban public transport;
- creation and maintenance of cemeteries;
- parking management;
- provision and maintenance of grazing pastures;
- trade fairs, if the local authority council so decides, or by decision of the prefect.

B48. Local authorities (OTA) can pursue and develop, if they so wish, other joint activities, which are not their exclusive responsibility; i.e. tourist developments, low-income residential areas, vacation housing, urban development projects, old-age homes, children nurseries, cultural centres (libraries, museums, theatres, etc.), irrigation and land-improvement projects, mineral springs, public baths, protection of natural and man-made environments, disaster protection, coastal and woodland protection, small industry parks, development of local natural resources, soft technology energy projects, fuel storage and supply, cultural, leisure and sports activities, and popular education.

B49. In the production and approval of statutory plans, the role of local authorities is mostly advisory, unless the power to revise a *schedio poleos* is specifically delegated by special presidential decree (PD) to a particular OTA. The same procedure is necessary to delegate to a local authority the power to issue building permits. While a *geniko poleodomiko schedio* or a *poleodomiki meleti* (under L.1337/1983) is in the process of production, local authorities can exercise the right of preemption (see paragraph B121).

B50. The elected municipal authorities are the municipal council, the mayoral committee (*dimarchiaki epitropi*) and the mayor (*dimarchos*), or, in the case of communes, the communal council and its chairman. Two or more local authorities have the possibility to set up a development association (*anaptyxiakos syndesmos*) for a variety of purposes. The institution of development associations is now being replaced by *symvoulia periochis* (area councils) grouping together a number of communes.

B51. Large municipalities are divided into municipal departments (*dimotika diamerismata*), with their own councils, to which specific administrative responsibilities are allocated. Further division can take place into neighbourhoods (*synoikies*), with their separate councils, at the initiative of the

municipal council. L.1337/1983 has also introduced the possibility of forming town planning neighbourhood committees (*poleodomikes epitropes geitonias*), which submit proposals to the neighbourhood council, the departmental council or the municipal council.

B52. Local authorities can establish corporations and foundations, functioning as legal persons of public law (see paragraph A43), to provide municipal, social or cultural services (health care, water supply, theatres, etc.). They can also set up, individually or jointly, companies under private law, for the purpose of planning or executing development projects.

B53. In every *nomós*, local authorities cooperate through a Local Union of Municipalities and Communes (*Topiki Enosi Dimon kai Koinotiton (TEDK)*). The equivalent at the national level is the Central Union of Municipalities and Communes of Greece (*Kentriki Enosi Dimon kai Koinotiton tis Ellados (KEDKE)*), chaired by the Mayor of Athens.

### Other organisations

B54. A number of public agencies or companies with considerable influence on spatial development have been mentioned already, while others will be briefly presented as implementation agencies, e.g. the Public Company for Town Planning and Shelter or *DEPOS* (see paragraphs B13 and D15-16) and the Public Real Estate Company (*Ktimatiki Etaireia tou Dimosiou (KED)*). *KED* (see also paragraph B22) has the responsibility of managing all State property and of selling or acquiring property, in order to serve the needs of government agencies or for the purpose of intervening in the operation of the property market.

B55. Several organisations are very active in voicing opinions on a number of issues related to spatial development, from the legalisation of unauthorised housing to the siting of specific facilities in city centres. These include professional chambers, especially the Technical Chamber (see paragraph A58), professional associations of architects, town planners, civil engineers etc., trades unions, mainly the Greek General Confederation of Workers (*Geniki Synomospondia Ergaton tis Ellados (GSEE)*), political parties, and increasingly various environmental organisations, Greek or international.

B56. With regard to project planning and policies aimed at determining the location of economic

activity, one should mention the influence of powerful lobbies such as the Confederation of Greek Industries (*Syndesmos Ellinikon Viomichanion (SEV)*) or Hotel Chambers (*Xenodochiaka Epimelitiria*), representing the tourist industry. Large construction firms, especially when linked with other business or media interests, are another powerful and controversial lobby, of growing importance. Of lesser prominence, because it is associated with small-scale and widespread economic interests, is the vast network of small building firms, professionals and middlemen, often involved in the illegal building trade, especially in the vicinity of large urban centres and tourist resorts.

## B(ii). Policy instruments

---

### Introductory comments

B57. The key role of the statutory *schedio poleos* was emphasised earlier in the general overview (paragraph A1). Out-of-plan (*ektos schediou*) areas are not covered and regulated by a town plan. The *schedio poleos* is the most important statutory policy instrument in the Greek planning system. For this reason it will be explained at some length (see paragraphs B91-107, diagram in Figure B3 and tables in Figures B4 and B5), with only a brief reference to some variations of its basic form as described in L.1337/1983.

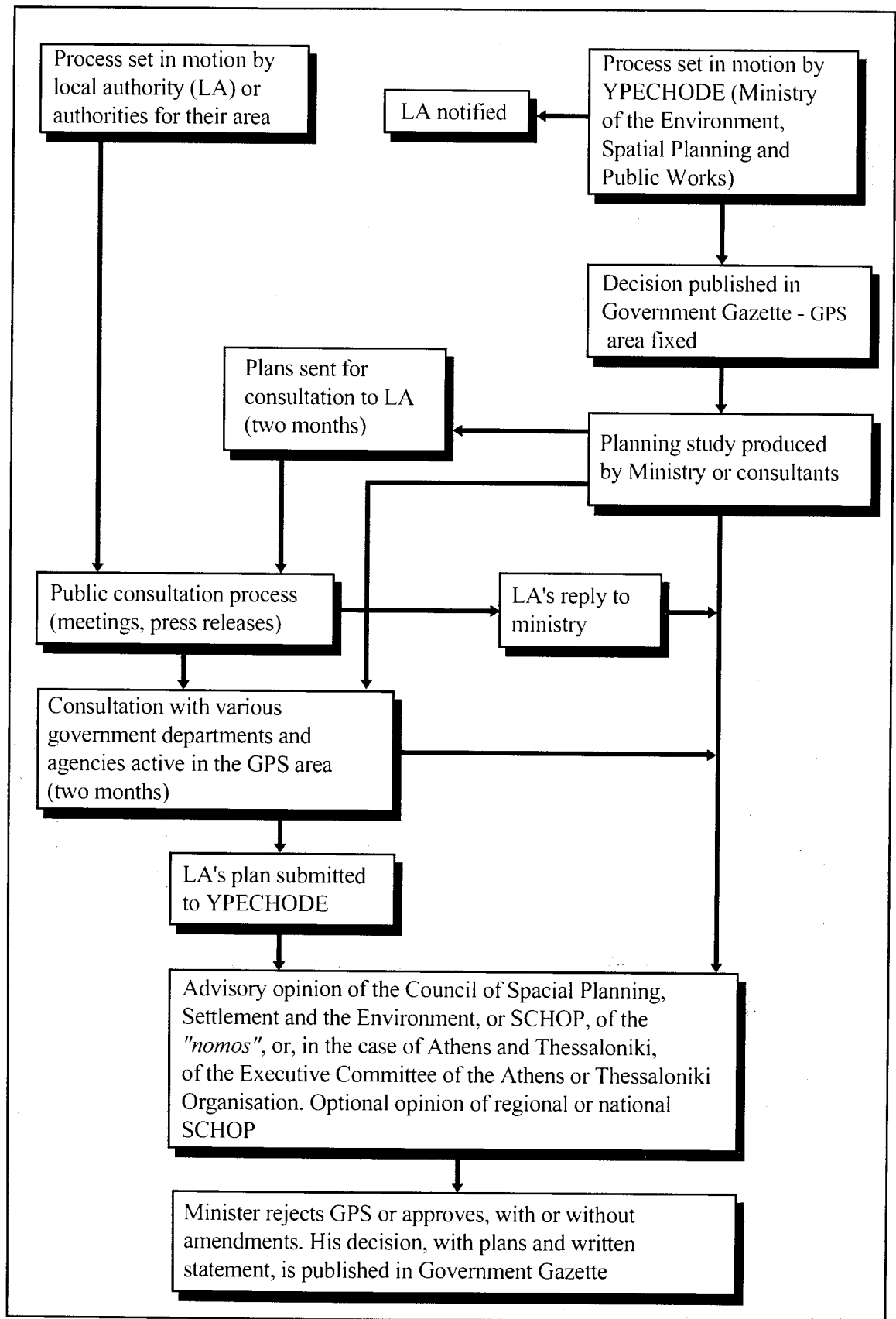
B58. For methodological reasons, national and regional planning instruments, i.e. national and regional economic development programmes and spatial plans (see table in Figure B1) are presented first. This is done in spite of the fact that spatial plans at these levels do not have the binding character of town planning statutory instruments and, in any case, are rarely produced. The master plans (*rythmistika schedia*) of the country's main cities, Athens and Thessaloniki, are also presented at the regional level.

B59. At the local level, *genika poleodomika schedia* or *GPS* (see paragraphs A3 and B78-90, table in Figure B1 and diagram in Figure B2) are presented before *schedia poleos*, because they should precede them in practice. The latter follow the provisions of *GPS*. After *schedia poleos* and their variations, reference is made to implementation plans (*praxeis efarmogis*), the purpose of which is to implement town plans on the ground (see paragraphs B11 and B108-109). This sub-

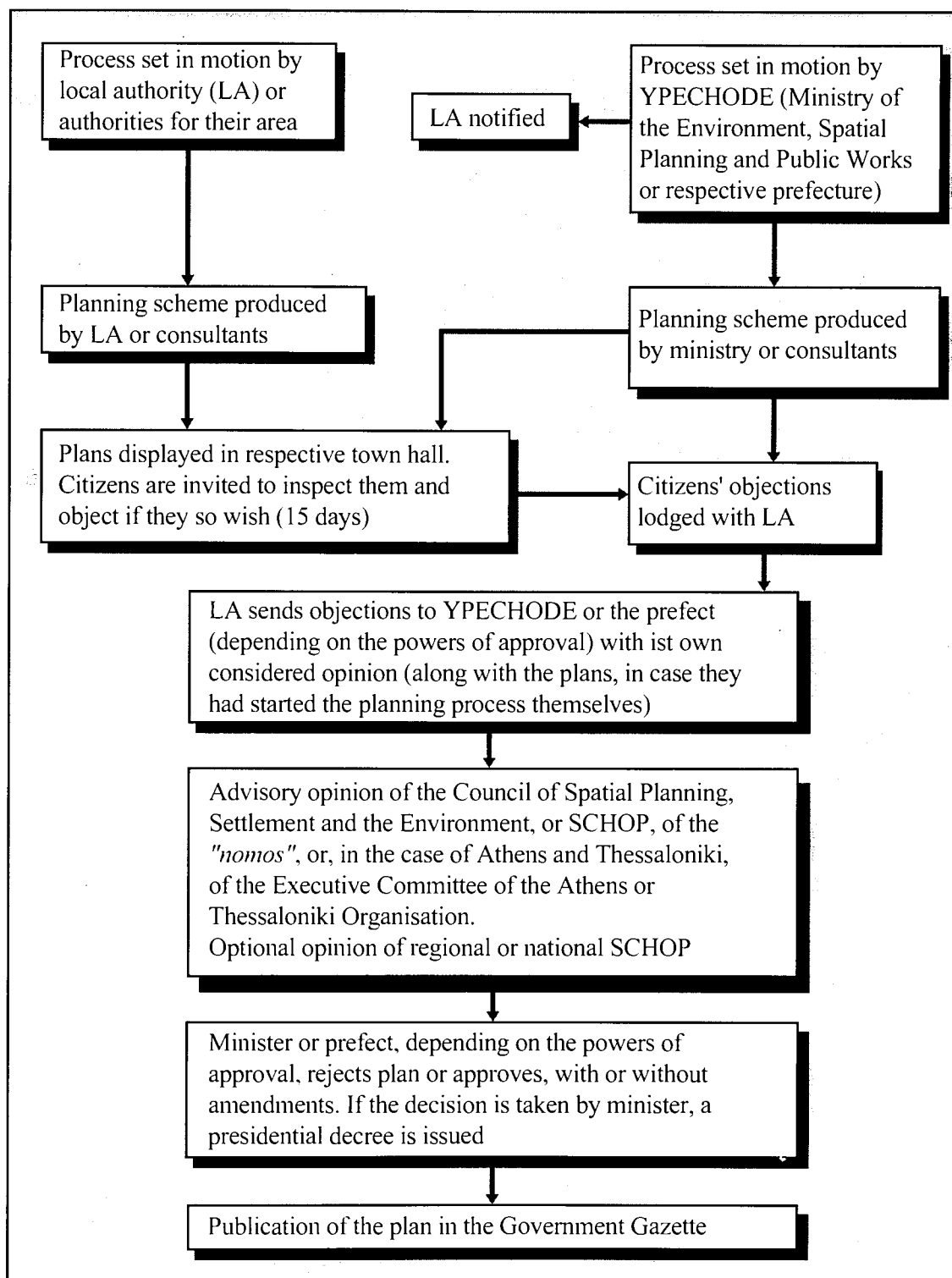
section on planning instruments concludes with a presentation of plans for special zones in urban areas, conditions in *ektos schediou* areas and certain instruments, which do not have the character of a plan.

B60. The contents of the subsection on planning instruments are as follows:

- |  |                    |   |          |
|--|--------------------|---|----------|
| • national plans                                 | Paragraphs B 61-63 | • general town plans<br>( <i>genika poleodomika schedia</i> ) | B 78-90  |
| • regional plans                                 | B 64-74            | • town plans<br>( <i>schedia poleos</i> )                     | B 91-107 |
| • master plans<br>( <i>rythmistika schedia</i> ) | B 75-77            | • implementation plans<br>( <i>praxeis efarmogis</i> )        | B108-112 |
|  |                    | • urban zones   | B113-115 |
|  |                    | • out-of-plan areas<br>( <i>ektos schediou</i> areas)         | B116-117 |
|  |                    | • other instruments   | B118-121 |
|  |                    | • development rights  | B122     |



**Figure B2: Geniko poleodomiko schedio (general town plan) - Planning process (as outlined in L. 1337/1983 - Situation as on 1 January 1994)**



Note: The process described here is that of the "*poleodomiki meleti*" (town planning scheme) and follows the provisions of L.1337/83, the main town planning act. Once approved, this scheme becomes the official "*schedio poleos*" (town plan), wich includes maps and a written statement specifying building conditions, for the purpose of development control.

**Figure B3: Schedio poleos (town plan) - Planning process**

Minister: Minister for the Environment, Spatial Planning and Public Works  
 Prefect: Appointed head of "nomos"

	Minister for settlements with popul. over:	Prefect for settlements with popul. up to:
GENERAL CASE		
Town plans for (a). integration of out-of-plan areas in the plan ( <i>entaxi sto schedio</i> ) or (b). extension of an existing town plan ( <i>epektasi schediou</i> )	2.000 (and in all settlements declared as "traditional")	2.000 (except "traditional" settlements)
SPECIAL CASES		
Plans of the compact core of small settlements (without plan), existing before 1923	5.000	5.000
Local plans in out-of-plan areas, to accomodate public or social benefit buildings or urgent housing programmes	5.000	5.000
Plans for rural settlements of the category mentioned in L.1337/1983, Article 38, known as "Article 38 settlements"	All settlements in Attica	All settlements outside Attica
Plans for municipalities and communes (or parts thereof) with delegated approval powers	Approval by local authority	
Plans for housing developments by building co-operatives	In all cases	
Plans for second home vacation areas, within zones of land development control (zones <i>Oikistikou Elenchou</i> )	In all cases	
Schemes of private land development ( <i>idiotiki poleodomisi</i> )	In all cases	

Note: Situation as on 1 January 1994

**Figure B4: Powers of town plan (*schedio poleos*) approval - Case of new plans or extensions of existing plans**



## National level

B61. National economic and social development plans (*ethnika schedia oikonomikis kai koinonikis anaptyxis*), usually five-year plans, known as *pentaeti*, i.e. quinquennials, are approved by parliament (see paragraphs A12 and D20-22, and table in Figure B1). They contain only broad directions on regional development and spatial planning. The responsibility for their production belongs to the Ministry of National Economy (paragraphs B17-19). Technical work is carried out in the Centre of Planning and Economic Research (paragraph B17), with the assistance of a large number of committees of experts.

*Example: National economic and social development plan for 1983-87*

B62. This is the last national plan, which was completed and approved in Parliament, both in a preliminary (November 1983) and a final form (December 1984). The preliminary report contains chapters on regional spatial development, housing and town planning, with general guidelines and objectives. The final report contains chapters devoted to each region, with objectives and suggestions for major projects, which are also classified by sector. Actual realisation of projects depends on investment allocations in the annual government budget (see also paragraph D22).

B63. *Schedia periferiakis anaptyxis* (regional development plans), with national and regional components, were produced for the purpose of negotiating with the European Commission the Community support frameworks 1989-93 and 1994-99 (see paragraphs A30-33 and D20-22). The national component of the second CSF 1994-99 contains a number of sectoral operational programmes on industry, culture and tourism, etc. Its regional component contains 13 regional operational programmes, known as *perifereiaka epicheirisiaka programmata* (PEP) (see also paragraph F90). Legislation requires the production of a national spatial plan (*ethniko chorotaxiko schedio*). No such plan exists at present, in spite of an effort to produce one in the 1970s, through the services of private consultants (see also paragraphs A10 and B10).

## Regional level

### Regional plans

---

B64. Existing legislation (L.1622/1986) demands a complete hierarchy of economic development programmes (*anaptyxiaka programmata*), i.e. national, regional, prefectural (at the *nomós* level) and local (at the municipal or municipal association level). They are produced erratically and their content is not binding (see table in Figure B1). As mentioned in the previous paragraph, only *schedia periferiakis anaptyxis* have been produced in the recent past, for submission to the European Union.

B65. Regional spatial plans were introduced by L.360/1976. According to this act, a regional spatial plan (*chorotaxiko schedio*) is a set of maps and documents expressing general principles and directions of spatial policy, in the context of social and economic development plans. The plan is accompanied by a regional spatial programme (*chorotaxiko programma*), indicating necessary actions, development phasing and sources of funding. These plans are national, regional and special, in the sense that they concern particularly sensitive areas in need of environmental protection (see also paragraphs B66 and E23). A new act is expected to replace L.360/1976 in the near future.

B66. Plans below the national level are the responsibility of YPECHODE (see table in Figure B1), but the only plans currently being produced are of the type of a special regional spatial study (*eidiki chorotaxiki meleti*), especially for environmentally vulnerable areas, to protect the environment and high-quality agricultural land (see paragraphs B65 and E23). Most of these studies focus on ecologically sensitive areas in mountains, islands, coastal zones or near inland waters and wetlands. The instrument used in these studies is the *zoni oikistikou elenchou*, discussed in the paragraphs on special zones, in this subsection (see paragraph B116, but also A4).

*Example: Special regional spatial study (eidiki chorotaxiki meleti) for the development of the Tavropos (Lake Plastira) area in the nomós of Karditsa*

B67. Basic information: This is an area of 29 000 hectares, of which 2 400 hectares are covered by

the Lake Plastira, an artificial reservoir, created by the Public Power Corporation (*DEI*), for a hydro-electric power generation project. The lake was to serve irrigation purposes as well. The official census population in 1991 was a little over 7000, but the estimated real population (1992) was about 3400, because urban residents born in a rural area tend to return to their native villages on the day of the census. At the time of the summer vacation the area, which includes 14 *koinotites* (communes), accommodates around 15000 people.

*B68. Description:* The area shows all the signs of social and demographic abandonment and decline. It is made up of backward agricultural and animal grazing communities. Its main economic activity is internal tourism, because it attracts a summer vacation population from the urban centres of the region, especially the town of Karditsa. The lake is seen by the local residents as an important asset for recreation.

*B69. Problems:* Apart from the problems of lack of economic development and employment, a major environmental problem is that the lake is now exclusively a water supply reservoir, serving the town of Karditsa and other townships. It is no longer used for irrigation or electricity production. Coastal recreational developments, which the residents are already promoting, cause immediate contamination risks. An association of local authorities manages water supply, but the lake still belongs to the Power Corporation.

*B70. Plan objectives:*

- environmental protection of the lake;
- protection of high-quality agricultural, forest and pasture land;
- encouragement of animal grazing and new cultivation;
- designation of areas of tourist activity and housing development;
- relocation of settlements threatened by landslides.

*B71. Agencies involved:*

- the plan was commissioned by the central services of *YPECHODE* to a firm of consultants (Theorema s.a.);
- agencies immediately involved: 14 local authorities (*OTA*) and the prefecture (*nomarchia*) of Karditsa;

- other agencies consulted: Public Power Corporation (*DEI*) and General Secretariat of the region of Thessaly.

*B72. Phases of the planning process:* The study was commissioned in 1991. It included three phases of analysis, preliminary proposals and final recommendations, each accompanied by public participation procedures, in accordance with the brief given by the ministry. The final plan was approved in 1994 by the advisory council of Spatial Planning, Settlement and the Environment, known as *SCHOP* (see paragraph B14) of the *nomós* of Karditsa. During the fourth and final phase a presidential decree was drafted, to designate a zone of land development control (*zoni oikistikou elenchou (ZOE)*), for the control of land development in *ektos schediou* areas.

*B73. Problems encountered:* The intentions of local communities for the development of the coastal zone and the objectives of environmental protection were in obvious conflict. This was a source of friction.

*B74. Plan implementation:* The plan will be implemented hopefully through the controls imposed by the designation of a *ZOE*. This is the responsibility of *YPECHODE*. Other complementary actions regarding economic development and environmental protection are expected from the prefectural services of the Ministry of Agriculture, regarding farming, forestry and fishing.

---

#### Master plan (*rythmistiko schedio*)

---

*B75. Master plans* or, if literally translated, 'regulatory' plans, are strategic plans, produced and approved by law only for the metropolitan agglomerations of Athens and Thessaloniki (see table in Figure B1). The Athens and Thessaloniki Organisations are responsible for these plans (paragraphs B13 and B43).

*B76. The objectives of the *rythmistiko schedio* of Athens can be summarised under the following headings:*

- urban spatial structure;
- environmental protection (woodlands, agricultural land etc.);
- protection of areas of natural beauty;

- protection of historic and cultural heritage;
- pollution abatement;
- upgrading of declining areas.

The Athens *rythmistiko schedio* is currently under revision.

B77. A *rythmistiko schedio* provides guidance for subsequent *genika poleodomika schedia* and a basis for the coordination of all ministry or public agency programmes within the plan area. L.1515/1985 offers authorisation for the issuing of presidential decrees and ministerial decisions for the implementation of the plan. Originally, the plan was produced by YPECHODE, but future revisions will be worked out by the Athens Organisation and recommended to the ministry by the organisation's Executive Committee (see paragraphs B43-45). Similar arrangements exist for Thessaloniki, under L.1561/1985.

#### Local level

General town plan  
(*geniko poleodomiko schedio (GPS)*)

---

B78. The GPS (see paragraph A3 and table in Figure B1) is a plan of general guidance, setting the basic directions of a settlement's future development. The *poleodomiki meleti* (one or several) that follows must adhere to these directions and all the provisions of the GPS of the area (paragraph A3). A GPS covers at least the area of one municipality or commune. The process of planning and approval of a GPS is shown in the diagram of Figure B2. A GPS is ratified by the Minister for YPECHODE through a simple *ypourgiki apofasi*, i.e. ministerial decision (see paragraph A12), and remains valid until revised by the minister.

B79. The GPS's objectives are:

- to set the planning framework for the development of the urban area concerned and for its equipment with utility and production infrastructure;
- to define land uses and average *syntelestes domisis* (see paragraph A46), i.e. floor-area ratios, for future land development;
- to indicate special zones within the plan area (see paragraphs B113-115), which are later approved by presidential decree.

B80. Unlike a *schedio poleos*, which results from a *poleodomiki meleti* (see paragraph B92), the GPS does not provide individual property owners detailed indications as to the plan's consequences for their property and its development potential. However, it has to be taken into account by:

- government departments and organisations, which have to adjust their actions and programmes to the plan;
- potential investors;
- landowners, but only with regard to broad land-use directions.

Although not detailed as a *poleodomiki meleti*, a GPS also grants development rights and possesses the properties of a rule of law.

B81. GPSs are produced by private consultants or, in exceptional circumstances, by government departments, in accordance with a government brief. Public participation must be secured (e.g. through public meetings) at the stage of plan production, but individual citizens have no opportunity for formal objections, as in the case of a *poleodomiki meleti*.

B82. The Council of Spatial Planning, Settlement and the Environment, known as SCHOP (see paragraph B14), of the prefecture has to express an advisory view, which in the case of Athens and Thessaloniki is expressed by the Executive Committee of the respective organisation (see diagram in Figure B2). Before final approval, consultation has to take place with the local authorities (OTAs) concerned, government departments and various agencies as specified in L.1337/83. The examples of the Kozani GPS and *poleodomiki meleti* presented here were selected because their implementation, unlike that of plans in other towns, proceeded at a relatively fast pace. It also led to the designation of a *zoni energou poleodomias* (operational planning zone), which is a rarely used instrument (see paragraphs B86 and B99). The particular features of the city of Kozani (see paragraphs B84-85) were an additional reason.

*Example: Geniko Poleodomiko Schedio (GPS) of the city of Kozani (nomós of Kozani)*

B83. Basic information: The GPS of Kozani covered the municipality of Kozani and seven adjoining communes, three of which were later incor-

porated into the municipality. The population of the municipality was about 31 000 in 1981, but only about 21 500 in 1961. During the decade 1971-81 it was growing at an annual rate of 2.7 %, an extremely high rate by the standards of the country. The municipality's area was 371 hectares. The population of the entire *GPS* area was about 40 000.

*B84. Description:* Kozani is an important administrative centre of a mining and industrial area, the capital of a *nomós* and of the administrative region of Western Macedonia. Kozani and one other town of the same *nomós* (Ptolemais) were the fastest-growing urban centres in Greece during the period 1961-81. The main economic activity in the area is lignite mining and power production in the thermal power stations of the Public Power Corporation (*DEI*).

*B85. Problems:* The problems identified in the plan area were:

- unauthorised land development;
- absence of official plans;
- poor social and technical infrastructure;
- shortage of housing and poor quality;
- air pollution;
- other environmental problems (disappearance of woodlands, etc.).

*B86. Plan objectives:*

- to legalise existing urban developments with appropriate land-use planning;
- to secure land for social facilities and for future urban expansion (230 hectares);
- to create a more functional urban structure;
- to protect the historic features of the city;
- to adopt innovative approaches of housing production including a new development of 5 000 inhabitants, in the form of a *zoni energou poleodomias* (*ZEP*), i.e. an operational planning zone (see paragraph 114);
- to improve the capacity of the municipality to manage the problems of the city;
- to accommodate the rapidly growing population of the city, expected to reach 37 000

in 1987 and 42 000 in 1992 (Note: In fact the population of the municipality of Kozani was still 32 000 at the time of the 1991 census);

- to designate a *ZOE* (see paragraphs A4 and B116) in the *ektos schediou* areas around the city.

*B87. Agencies involved:*

- The plan was commissioned by the prefecture of Kozani, through specially delegated powers from *YPECHODE*, to a firm of consultants (D. Stamatogiannopoulos and Associates). The project was supervised by the planning services of the General Secretariat of the region.
- Authorities directly implicated: Local authorities (*OTA*) in the plan area.
- Agencies consulted: Neighbouring local authorities, prefectural directorates, telecommunications Company, Commercial and Industrial Chamber, Technical Chamber, Trade Union Centre, etc. The Power Corporation (*DEI*) did not offer its views.

*B88. Phases of planning process:*

- The process included three phases, each accompanied by public participation procedures (public meetings for the city as a whole and for each neighbourhood, consultations with agencies, etc.).
- Work started in November 1984.
- First phase: one month; second phase: two months, followed by the statutory two-month period to receive views from various government agencies; third phase: one month, followed by approval of the prefectural *SCHOP* (see paragraph B14) of the *nomós* of Kozani.
- The ministerial decision approving the plan was issued late in 1985.

*B89. Problems encountered:* Initial project consultants withdrew from the project and consequently work started late, coinciding with work on the *poleodomiki meleti*, which in theory ought to wait until the completion of the *GPS*. These delays explain the compressed procedure for the production of the *GPS*.

#### B90. Plan implementation:

- Designation of a ZOE (see paragraphs B116-117). The necessary presidential decree was issued as late as 1991, because the initial draft was repeatedly amended and the amended version was rejected by the *Symvoulío Epikrateías* (see paragraph A17), when the text was checked for legality.
- Creation of the Kozani Development Company (*Anaptyxiaki Kozanis*), owned by local authority associations, to act as local government advisers.
- Creation of municipal companies for (a) construction and (b) water supply, sewerage, urban central heating.
- Creation of the Kozani Municipal Operational Planning Company (*Dimotiki Epicheirisi Energou Poleodomias Kozanis (DEPEPOK)*) to develop the proposed *zoni energou poleodomias* (see also paragraph D13).
- Creation of a planning office in the municipality.
- Development of the Kozani ZEP, a unique example so far in Greece, on municipal land (presidential decree issued in 1988, followed by very slow progress of infrastructure work). Ownership of land facilitated the designation. Fragmentation of land property and the cumbersome compulsory acquisition procedures involved usually deter authorities from using this instrument.
- Urban central heating for most of the town completed in 1993, with support from EU Valoren programme.

#### Town plan (*schedio poleos*)

---

B91. The *schedio poleos* was introduced in the general overview (paragraph A1). It is a generic term which covers a variety of plans described here, all of which are detailed zoning plans, local in their geographic coverage, drawn on a topographical map (scale 1:500 or 1:1000). These plans determine street alignments (*rymotomikes grammes*), building lines (*oikodomikes grammes*) and land-use designations, and are accompanied by a statement of building conditions (*oroi domisis*) (see paragraphs C10-11). These conditions

include minimum plot size and plot dimensions, maximum plot ratios, and the crucial floor-area ratio, known as *syntelestis domisis* (paragraph A46). The *schedio poleos* is a regulatory administrative act granting development rights (see paragraph A14).

B92. L.1337/1983 has introduced a type of plan called *poleodomiki meleti* (see paragraphs A2-3), which, after receiving the necessary approval, becomes the official *schedio poleos* (see paragraph A1). This plan can be produced either for the extension (*epektasi*), or revision (*anatheorisi*), of an existing *schedio poleos*. Hence its full title is *poleodomiki meleti epektasis i anatheorisis (PMEA)* (planning study for extension or revision). The *poleodomiki meleti* is the type of town plan which is mainly described here. Certain special cases of town plans will receive a passing mention. Revision of the *schedio poleos* in existing urban areas can take place under older legislation.

#### B93. The *poleodomiki meleti* aims at:

- defining land uses, in accordance with standard land-use categories, private development land and land for community use;
- determining the alignment of the basic infrastructure and transport networks;
- fixing the boundaries of planning units for the purpose of calculating the necessary social and community facilities, on the basis of given planning standards;
- securing, by means of the mechanism of land and financial contribution, in the form of a betterment levy (see below, paragraph B95), the necessary land and financial resources for the provision of social facilities and amenities;
- imposing conditions and quantitative restrictions of development, such as plot or floor-area ratios, etc.

B94. A *poleodomiki meleti* must abide by the provisions of the GPS, wherever the latter exist (see table in Figure B1). It has no time limit, but it can be revised at the initiative of either YPECHODE or the OTA concerned. After approval, it is mandatory for public authorities and private individuals. It provides detailed and specific land use and development guidance to government, public agencies, private developers and landowners.

(a) Approval by prefect (head of "nomos")

- i** Settlements of up to 5.000 population  
Unlimited power to amend plan and building conditions, with exceptions (see (iv) below)
- ii** Towns of between 5.001 - 20.000 population  
Power to amend plan and building conditions, with the following limitations:

  - ↳ The provisions of the statutory general town plan (*geniko poleodomiko chedio* or GPS) must be respected, especially those concerning permitted floor-area ratios (FARs)
  - ↳ No change of FARs or land uses is permitted along the trunk road network
  - ↳ In the case of absence of a GPS, the change of FARs is not permitted at all, in any part of the plan, except for the erection of public or social benefit buildings
  - ↳ Building conditions cannot be fixed or amended on sites destined for the erection of hospitals, higher education buildings, embassies or ministry buildings
  - ↳ The cases mentioned under (iv) are exempt from the powers of the prefects.
- iii** Towns over 20.000 population, including Athens and Thessaloniki  
Powers to amend plan and building conditions, with the following limitations

  - ↳ Limitations and restrictions mentioned above, under (ii)
  - ↳ The width of sections of the trunk road network cannot be reduced
- iv** The following cases are exempt from the powers of prefects

  - ↳ Plans of settlements designated as 'traditional'
  - ↳ Plans of settlements for which approval powers have been delegated to local authorities
  - ↳ The parts of plans containing special zones

(b) Approval by Minister for the Environment, Spatial Planning and Public Works

- i** All cases specially placed outside the powers of prefects
- ii** Amendment of town plans and building conditions in archaeological sites and in the coastal zone between Sounion and Vouliagmeni in the *Nomos* of Attica
- iii** Revision of existing town plans in urban problem areas under the so-called Article 13 procedure of L.1337/1983

Note: Situation as on 1 January 1994. Approval by minister involves issuing a presidential decree

**Figure B5: Powers of town plan (schedio poleos) approval - Case of plan revision**

B95. Landowners contribute part of their land and an additional money payment so that the necessary public space and land for social benefit uses is secured. This is a key element of town planning policy underlying L.1337/1983 and is based on Article 24 of the Constitution. Land contributions (*eisfores gis*) are realised through the implementation plan (*praxi efarmogis*) which follows the approval of the *poleodomiki meleti* for the extension (*epektasi*) of *schedio poleos* (see paragraphs B108-112). Therefore, land and money contributions are levied only after an *ektos schediou* (out-of-plan) area is legalised and brought within an official *schedio poleos*, to become *entos schediou* (see paragraph A1).

B96. A *poleodomiki meleti* is produced in accordance with a detailed government brief. Public participation procedures are observed, to give the opportunity to individual citizens to consult the plan and submit objections to the OTA (local authority) concerned (see diagram in Figure B3). The latter appends its own recommendation for acceptance or rejection and conveys the objections to the Minister for YPECHODE or the prefect (*nomarchis*), depending on who has the power of approval (see tables in Figures B4 and B5).

B97. The authority empowered to approve the plan has to seek the views of the OTA and of a large number of specified public agencies and ministries. The final approval is given either by the minister or the prefect, depending on the case (Figures B4 and B5). If a presidential decree is to be issued, its legality has to be checked in advance by a special section of the Council of State (*Symvoulío Epikrateias*) (see also paragraphs A17-18, B122, C30 and F55). The approval powers of elected prefects, heading the new *nomarchiakes aftodioikiseis* (see paragraph B37), is still an unresolved matter.

B98. The legal basis of the powers of approval of town plans is L.1337/1983, which reserves these powers for the Minister for YPECHODE. Powers of approval of both a GPS and a *poleodomiki meleti* can be delegated, under conditions, to prefects, or to local authorities, although delegation to the latter has taken place only to a limited extent. This situation will change gradually when powers are devolved to *nomarchiakes aftodioikiseis* (see paragraphs A34 and B37).

*Example: Poleodomiki meleti for the city of Kozani*

B99. Basic information: The summary of this study should be read together with the example of the *geniko poleodomiko schedio* of Kozani (paragraphs B83-90). The study's aim was to produce town plans for the areas of urban expansion of the city of Kozani, as proposed in the GPS, and for the revision of parts of the existing *schedio poleos*. The plan of the ZEP (*zoni energou poleodomias*) proposed in the GPS was prepared simultaneously, as part of the same project.

B100. Description: Apart from information given in the example of the GPS, it must be mentioned that the last official *schedio poleos* of Kozani had been published in 1929, when the city had a population of 6000. Development on the ground had no relationship with the official plan and an area of 80 hectares had been illegally developed.

B101. Problems: In addition to those mentioned with reference to the GPS and in the previous paragraph, the destruction of the town historic core should be emphasised.

B102. Plan objectives and agencies involved: As in the example of the *geniko poleodomiko schedio* (paragraphs B86-87).

B103. Phases of the planning process: Work started in September 1983, without the prior existence of a GPS, which was later commissioned to the same consultants. The first phase lasted for three months, but the second phase had to wait until June 1985, by which time work on the GPS had made progress. Several *poleodomikes meletes* were produced separately for each area of urban expansion, i.e. in the areas of *schedio poleos* extension (*epektasi*). They were approved by successive presidential decrees, at the initiative of the Minister for YPECHODE, during the period 1985-87. The revision plan, for which the responsibility lies with the prefect, is still pending.

B104. Problems encountered: The approval of the revision plan (*poleodomiki meleti anatheorisis*) was resisted by local interests. Political pressures increased the problems. One additional difficulty was caused by the delay in the commissioning of the GPS, which had to be produced under great pressure.

B105. Plan implementation: Implementation plans, i.e. *praxeis efarmogis* (see paragraphs B108-112), were mostly finalised during 1988 and 1989, with unusual speed, which is very rare for other municipalities. A minor implementation plan, the last one, was finalised in 1994. Land contributions (*eisfores gis*) have been already transferred to the municipality and the process has been completed.

B106. Certain special types of town plan (*schedio poleos*) deserve to be mentioned separately:

- plans for the extension of small settlements, with a population below 2 000;
- land development plans undertaken by building cooperatives;
- rural settlement plans, originally drawn and implemented in the past by the Ministry of Agriculture, in the context of programmes of rural settlement and land distribution to landless peasants;
- plans for second home areas (*paratheristiki katoikia*) within ZOE, for accommodating vacation and holiday housing;
- private land plans, i.e. schemes of private land development (*idiotiki poleodomisi*), for which a prior permission of development suitability for the area concerned is necessary;
- local (or spot) plans (*topika rymotomika*) in *ektos schediou* areas to accommodate public or social benefit buildings or urgent housing programmes;
- housing rehabilitation plans, produced in the past to provide shelter to special categories of homeless people;
- plans for industrial estates (*viomichanikes perioches* (VIPE));
- plans (rather simplified zoning maps) for the central area of small settlements existing before 1923 and still without an official plan.

Powers of approval for most of these cases are summarised in the tables of figures B4 and B5 (see also paragraph A16).

B107. In the specific case of industrial estates (*viomichanikes perioches* (VIPE)), as defined in L. 4458/1965, their location is determined by

presidential decree (see also paragraph D10). The plan of a VIPE, with its associated building conditions, is produced by the Hellenic Bank of Industrial Development, known as ETVA (see paragraph B40), or private consultants. It is then approved by presidential decree and has the status of *schedio poleos*.

#### Implementation plan (*praxi efarmogis*)

---

B108. The implementation plan is called in Greek *praxi efarmogis* (see paragraph B59), which means act or deed of implementation (of the *poleodomiki meleti*). It is a plan drawn on a land registration map, which includes property adjustments, to take account of land contributions (*eisfores gis*) (see paragraph B95). It is accompanied by tables of land and money contributions charged to each property, only in the case of a plan extension (*epektasi*). The *praxi efarmogis* does not contain new proposals, but rather adjusts those of the *poleodomiki meleti*, by taking into account the realities of land properties on the ground. Approval is granted by the prefect and is recorded in the appropriate land registration office.

B109. A *praxi efarmogis* is usually produced by private consultants in accordance with government standards. Property owners are given the chance to lodge objections. Building permits in an urban expansion area, with certain exceptions, can be issued only after the approval of the *praxi efarmogis* (see paragraph C 14).

B110. The mechanism of land contribution (*eisfora gis*) depends on whether the *ektos schediou* area, which is brought into the official *schedio poleos*, is densely or sparsely built. In the first case only land required for public space, i.e. for roads and squares, is acquired. In sparsely built areas land is also extracted to provide sites for social benefit buildings or uses.

B111. Land contributions, in the case of a *poleodomiki meleti epektasis* in sparsely-built areas, are determined in accordance with a graduated scale. They depend not on the size of the particular property, but on the total amount of land that the particular owner possesses in the area under integration in the *schedio poleos* (see also paragraphs B96 and E18). A money contribution is also charged, to be used exclusively for town improvements.



B112. There may be a surplus of land acquired in this way, after needs for public spaces and social benefit uses have been satisfied. If so, it can be used to compensate landowners whose land has been completely taken for road building and other purposes. It may also be used to satisfy similar needs in other areas, not within the limits of the same *poleodomiki meleti*, but within those of the parent *geniko poleodomiko schedio*.

### Special urban zones

---

B113. Special zones, designated in a GPS, either signify a particular mode of development (e.g. through regulation of building conditions, land re-adjustment or operational planning) or provide the framework for the offer of development incentives. Another example of special zone are the zones of controlled development (*zones elenchomenis anaptyxis* (ZEA)), for controlling the development of areas of economic (e.g. industrial) activity, in *entos schediou* or *ektos schediou* areas. The presence of such activity requires large-scale town planning or traffic management interventions. All these zones should not be confused with the zones of land development control, known as ZOE (paragraph B116), or the zones of floor-area ratio purchase, known as ZAS (paragraph 119).

B114. The purpose of a zone of urban land re-adjustment, known as *zoni astikou anadasmou* (ZAA) is urban development through the unification of land property titles and the subsequent redistribution of new titles of the same value, after public spaces and amenities have been secured. The purpose of an operational planning zone, known as *zoni energou poleodomias* (ZEP) (see paragraphs A69, B86 and B90), is total renewal and redevelopment, which is undertaken by a special operational planning company. Original real estate owners receive property of the same value, after reconstruction has taken place. Both ZAA and ZEP require the production of a layout plan, which is approved by presidential decree. The purpose of a zone of regulatory building conditions (*zoni kanonistikou oron domisis* (ZKOD)) is obvious and does not essentially differ from that of normal *schedio poleos*.

B115. The designation of a zone of special grants (*zoni eidikon enischyseon* (ZEE)) implies that housing development in that area, by public or municipal agencies, constitutes social benefit (*dimosia ofeleia*) and therefore land can be compulsorily acquired and special funding attracted.

The designation of a zone of special incentives (*zoni eidikon kinitron* (ZEK)) implies the use of special town planning or financial incentives for town or neighbourhood centre redevelopment. Both ZEE and ZEK are designated by presidential decree or in the decree approving the *poleodomiki meleti* of the area.

### Out-of-plan (*ektos schediou*) areas

---

B116. Development in out-of-plan areas is regulated as indicated in the general overview and is further explained in the section on Regulations and permits (see paragraphs A4, A46 and C49-53). An important instrument for regulating land development in these areas is the zone of land development control (*zoni oikistikou elenchou* (ZOE)). The plan produced for a ZOE contains broad land-use designations and building conditions in out-of-plan (*ektos schediou*) areas (see also paragraphs A4 and F51). The plan of a ZOE is approved by presidential decree.

B117. The objectives of a ZOE plan are:

- to impose conditions of development in areas outside a statutory *schedio poleos*, around towns and cities, and, in particular, to control the subdivision of land;
- to designate and protect, as the case may be (a) nature and landscape protection zones, and (b) zones for the development of productive activities in manufacturing, quarrying, mining, tourism or agriculture.

The maintenance of subdivision limitations is the responsibility of the authorities, but also of notaries, drawing up transaction deeds, and of land registrars.

### Non-plan procedural policy instruments

---

B118. These are instruments devised to further the realisation of policies which do not take the form of a plan regulating a specific geographical area. Such is the case of the procedure of transfer of development rights, i.e. of the possibility to transfer from one property to another the unused increment of the floor-area ratio (FAR), known in Greek as *syntelestis domisis* (see paragraphs A46 and C11), when the use of this increment is not permitted, e.g. to protect a listed building. This procedure is known as *metafora syntelestou domisis*, i.e. transfer of the floor-area ratio.

B119. It is possible to designate a zone of FAR purchase (*zoni agoras syntelestou* (ZAS)), where a developer can make use of a FAR transfer, in the form of a legal title purchased from a real estate owner who sold his available FAR increment.

B120. Horizontal building co-ownership (*synid-ioktisia*) and the exchange-in-kind (*antiparochi*) building procedure make it possible for a landowner to enter into an agreement with a developer to have a condominium building constructed on his land and to receive part of the building in return (see also paragraph A22).

B121. The right of pre-emption (*dikaïoma protimisis*), can be exercised by central or local government in areas for which a *geniko poleodomiko schedio* is being produced. The authority which holds the right of pre-emption can substitute itself forcibly in the place of the potential buyer and force the seller of a piece of property to sell it to the authority at the same price. It is not compulsory acquisition, but rather compulsory substitu-

tion, which can become an important instrument of land banking.

---

#### Development rights

---

B122. The existence of development rights is confirmed by the granting of a building permit (*oikodomiki adeia*). The building permit (see paragraphs C1-2) is an individual administrative act (*atomiki dioikitiki praxi*) (see paragraph A14), which is enforceable (*ektelesti*) and can be annulled by the Council of State (*Symvoulío Epikrateias*) (see paragraphs A17-18 and B97). The development right confirmed by the permit is granted in existing statutory plans, mainly the *schedio poleos* (see paragraphs B91 and B93), but also the GPS and ZOE plans, indeed in all plans containing building regulations and conditions. In the absence of a statutory plan containing building conditions (*oroi domisis*), i.e. in *ektos schediou* areas, development rights are granted in statutes of nationwide application (see paragraphs C49-53).

# C. Regulations and permits

## Overview

C1. The centrepiece of spatial development control in Greece is the *oikodomiki adeia* or building permit (see paragraphs C12 and B122) and the largest part of this section is devoted to this. In the overview, the question of regulations and permits is introduced with a general section on building law and the general building regulations law, known as *genikos oikodomikos kanonismos* (GOK) (see paragraph A2).

C2. The contents of the paragraphs of this section are as follows:

- Building law and town planning regulation

Paragraphs C 3-11
- Building permit

C12-29
- Appeals

C30-32
- Other permits

C33-42
- Exceptions — departures

C43-46
- Enforcement

C47-48
- Out-of-plan (*ektos schediou*) areas

C49-53
- Unauthorised use and development

C54-57
- Examples and illustrations

C58-67

## Building law

C3. Building law regulates the erection of buildings and other structures on parcels of land. The main statute of building law is the *genikos oikodomikos*

*kanonismos* (see paragraph A2) contained in L.1577/1985. GOK defines the terms, restrictions and conditions for the development of any construction and stipulates that: 'Every building or installation must (a) with respect to the relationship and composition of volumes, elevations and visible parts, satisfy the requirements of aesthetics, both as an isolated building or installation and in relation to its building block, and (b) be integrated in the natural and residential environment, so as to ensure the best possible living conditions, in the context of the objectives of town development and protection of the environment'.

C4. GOK includes town planning regulations (*poleodomikos kanonismos*) and building construction regulations (*ktiriodomikos kanonismos*). The latter are further expanded in a ministerial decision (*ypourgiki apofasi*) regulating matters concerning the structure and functions of buildings, with the aim of:

- improving the comfort and health of residents and neighbours;
- improving the quality, safety, visual appearance and functionality of buildings; and
- protecting the environment, saving energy and promoting research and production in the building sector.

The ministerial decision includes a classification of buildings and spaces according to use and prescribes space standards of necessary floor-space per person.

## Town planning regulations

C5. The *poleodomikos kanonismos* applies to *entos schediou* (within-the-plan) areas (see para-

graph A1), with only some of its clauses applying to *ektos schediou* (out-of-plan) areas and to settlements existing before the 1923 act, which are still without a plan.

C6. Issues dealt with in the *poleodomikos kanonismos* include:

- control of requirements that buildings and other installations must comply with;
- role of the committees of town planning and architectural control (*epitropes poleodomikou kai architektonikou elenchou* (EPAE));
- the designation and control of settlements (*oikismoi*) of historic or architectural and aesthetic importance as traditional (*paradosiakoï*) (see also paragraph F94).

C7. A presidential decree has been issued, in which building conditions for *paradosiakoï oikismoi* are specified (minimum plot size and dimensions, maximum floor-area ratio, maximum number of floors etc), architectural design features are defined depending on the architectural style of the area, and the conditions requiring EPAE control are determined. Building conditions vary between the central core and the peripheral parts of the settlement, e.g. the floor-area ratio (*syntelestis domisis*) is 0.80 and 0.50 respectively. Noxious industries or workshops are not allowed.

C8. Further decrees can be issued for individual traditional settlements, with building conditions which differ from those of the general decree. In accordance with GOK, individual buildings or even parts of buildings can be declared as protected buildings (*diatiritea ktiria*), with a ministerial decision, which sets the terms of protection. The decision is posted on the building and those concerned are notified, to give them the chance to object to the minister.

C9. In the case of protected settlements or buildings, granting building permits can be suspended or any construction and repair works prohibited for a year, until a plan or building regulation, as the case may be, is prepared. Applications for demolition, repairs or extensions are referred to the EPAE. A special decree deals with the restoration, repair or reconstruction of protected buildings, in case of damage, deterioration or disfigurement.

The Minister for YPECHODE has issued instructions containing criteria for the designation of protected buildings (see also paragraph D37).

## Building conditions

C10. The GOK, in its section containing the *poleodomikos kanonismos*, provides general guidance on building conditions. This is refined and rendered more specific in individual town plans (*schedio poleos*) or, in the case of *ektos schediou* areas, in statutes of general application.

C11. With regard to building conditions (see also paragraph B91), particular sections of the *poleomikos kanonismos* deal with:

- plot size and buildable plots (*oikodomisima oikopeda*), considered as whole (*artia*), i.e. adequate for the purpose of construction;
- the permitted *syntelestis domisis* (see paragraphs A46 and B118), i.e. floor-area ratio (FAR) and the parts of a building which enter into the calculation of the ratio;
- plot ratios, i.e. permitted plot cover (*kalypsi oikopedou*);
- the place of the building in a building plot and its volume and shape, an issue which produced a great deal of controversy and the annulment of the original GOK clause by the Council of State (*Symvoulío Epikrateias*);
- the permitted volume coefficient (*ogkometrikos syntelestis*);
- permitted building heights and the inclusion of the building in a fictitious building envelope (*ideato stereo*);
- balconies, overhangs, open and semi-open building parts, street arcades, advertisements and signs;
- unoccupied spaces (*akalyptoi choroï*) in building plots and their unification in blocks designated as active or operational (*energo oikodomiko tetragono*).

Further reference to some of these building parameters is made in the paragraphs on the *oikodomiki adeia* (building permit).

## Main permit

---

### The building permit (*oikodomiki adeia*)

C12. According to GOK, in any area, *entos* or *ektos schediou*:

'A building permit, by the competent town planning authority, is required for the execution of any work of construction in or out of a settlement. Such work includes in particular excavations and earthworks, scaffoldings, and the erection, repair, arrangement and demolition of buildings and ancillary structures. The building permit for a building or installation is deemed to include earth-banking, the necessary excavation for foundations of buildings or installations, as well as the construction of fences, septic tanks and underground water tanks'.

C13. The plans and diagrams submitted with the application for a building permit must prove that the rules of hygiene, safety and aesthetics are respected and that the planned structure is in harmony with the area's town planning. Hence, it has been argued, the building permit is the ring linking town planning and building law, since it is issued only when the work envisaged by the plans accords with both town planning and building regulations.

C14. The *oikodomiki adeia* should not infringe the provisions of the area's *schedio poleos*. In spite of the link between a building permit and the *schedio poleos* of the area in question, the permit remains essentially a building permit, and not a planning permit. Given the enormous delays in the process of finalising the *praxeis efarmogis*, YPECHODE allowed its services to grant permits even before finalisation, provided the respective plots faced already constructed streets or squares. It is also possible for landowners to seek an *atomiki* (individual) *praxi efarmogis*.

C15. The use of the building is itself approved by the authority granting permission. The use mentioned in the building permit cannot be altered, unless a revised permit is issued, even if the building is located in an *ektos schediou* (out-of-plan) area or a pre-1923 settlement. Such an alteration makes the building, or part of it, an unauthorised (*afthaireti*) and hence illegal, structure.

C16. A precondition for issuing an *oikodomiki adeia* for a variety of buildings (residential buildings, offices, hotels, cinemas and theatres, restaurants, hospitals, educational buildings, sports facilities, industries, etc.) is the provision of parking space in the building or in another nearby building or the payment of a charge, making possible the provision of public parking spaces. The amount of parking space is determined by applying standards related to the building's floorspace. Standards vary according to location and use.

C17. In the case of non-residential buildings, e.g. industrial plants, hotels, educational premises, etc., granting a building permit is impossible without prior consent of the authority responsible for licencing the respective activity. Hence, the building permit is the final approval required before a building is constructed and then used for a particular purpose.

C18. When an existing building changes use and is to be used for a purpose involving an activity, which requires the consent of the authorities (e.g. industrial), this consent is refused if the original building permit was issued for a different use. The design and equipment of non-residential buildings and premises and the licencing procedures of the respective firms are regulated in presidential decrees and ministerial decisions, issued at the initiative of the competent government ministries.

### Application for the permit

---

C19. The procedure for applying for and obtaining a building permit in any area, whether covered by a statutory *schedio poleos* or not, is presented in the diagram of Figure C4. Applications are submitted to the prefectural (*nomarchiakes*) services of the Ministry of the Environment, Spatial Planning and Public Works (YPECHODE) or to municipalities, with the delegated power to grant building permits. The documents and plans which must be attached to the application appear in the table in Figure C1. Certain financial charges have to be incurred by the developer or property owner before an application is submitted (see table in Figure C2).

C20. As mentioned in the previous paragraph, to obtain a building permit, the prior consent is required of a number of government authorities (see table in Figure C3). In many cases this con-

sent takes the form of an operation licence, e.g. for an industrial plant or hotel. In others it guarantees either the protection of the environment or the safety of residents and workers. A large number of developments cannot be granted a building permit, unless a siting consent (*proegkrisi chorothetisis*) and an 'approval of environmental conditions' are issued first, following a *meleti perivallontikon epiptoseon*, i.e. an environmental impact study (see paragraph C34).

C21. Among documents attached to applications, property titles must be submitted in certain circumstances. In urban areas, the applicant must obtain from the local authority or the prefecture (*nomarchia*) a certificate stating the altitude at the level of the pavement kerb (*stathmi pezodromiou*), from which building heights are measured.

C22. Detailed specifications exist for all necessary site surveys and architectural, structural and engineering project studies, accompanying an application. Specifications are also available for all project studies, for either buildings or infrastructure works and networks. Special regulations exist on particular infrastructure networks and their connections with buildings, e.g. in the Athens area, the water supply network or the sewer network. Special installations are regulated in separate statutes or ordinances, as in the case of fire protection (*pyroprostasia*).

C23. Advance control (*proelenchos*) can be requested by the developer or property owner, but it is not compulsory. It is however desirable, from the applicant's point of view, if it is considered important to have the building conditions confirmed. This is so especially in dubious cases, e.g. with respect to the spaces included in the floor-area ratio (*syntelestis domisis*) and the permitted land occupation or cover (*kalypsi oikope-*

*dou*) or when it is necessary to confirm the validity of broad design choices, with respect to the building's siting and envelope (*ideato stereo*).

C24. In case advance control is requested, the authorities are obliged to reply, by taking into account only the regulations in force and not any intended or anticipated revisions of regulations. The document issued by the authorities is not a building permit, but has the status of an 'enforceable administrative act' and could therefore be considered as a sort of outline permission. If building conditions are amended subsequently, the applicant could arguably submit a building permit application based on the outline permission, bearing in mind the qualification mentioned in the following paragraph.

C25. The life of an *oikodomiki adeia* is three years or, in the case of tourist or industrial buildings above a certain size, six years. The validity of the permit can be extended for three years or even indefinitely, if the loadbearing structure has been completed. When building conditions are changed and made less favourable for properties for which a building permit had been issued earlier, the validity of the permit depends on whether the presidential decree or prefectural decision makes an exception for permits already issued. If such an exception is not made, the permit remains valid only if the loadbearing structure is already complete.

C26. The Minister for *YPECHODE* can suspend the procedures of issuing building permits and/or ban all building work for up to 12 months, while a *geniko poleodomiko schedio* is being prepared. He can also ban all building work for a period of up to two years if it is deemed necessary, in order to produce a new *poleodomiki meleti* or a special building regulation for the protection of the cultural heritage.

**Figure C1. Table: Documents and plans submitted with application for a building permit**

- |  |
|--|
| <ol style="list-style-type: none"><li>01. A topographical site plan</li><li>02. A land occupation plan for the building plot</li><li>03. Architectural plans</li><li>04. Structural engineering plans and calculations</li><li>05. Thermal insulation plans and calculations</li><li>06. Plumbing and drainage plans and calculations</li><li>07. Electrical and mechanical engineering plans and calculations</li><li>08. Necessary statements of consent from other government departments</li><li>09. Building cost estimates and documentary proof of payment of taxes and fees</li><li>10. Developer's or property owner's statements of work commission for project planning and superintending and architects's or engineers' statements of acceptance.</li></ol> |
|--|

**Figure C2. Table: Financial charges for obtaining a building permit**

- |  |
|--|
| <ol style="list-style-type: none"><li>01. Charges on the property owner in the form of contribution paid:<ul style="list-style-type: none"><li>— to the treasury,</li><li>— to local authorities, and</li><li>— to the engineers' insurance fund</li></ul></li><li>02. Engineers' fees charged on the property owner and calculated in accordance with the code of engineers' fees</li><li>03. Deductions from engineers' fees paid in the form of contributions to the Technical Chamber of Greece, the engineers' insurance fund and the National Technical University of Athens</li><li>04. Insurance contributions paid by the holder of the permit, developer or landowner to a variety of insurance funds (e.g. of building workers)</li></ol> |
|--|

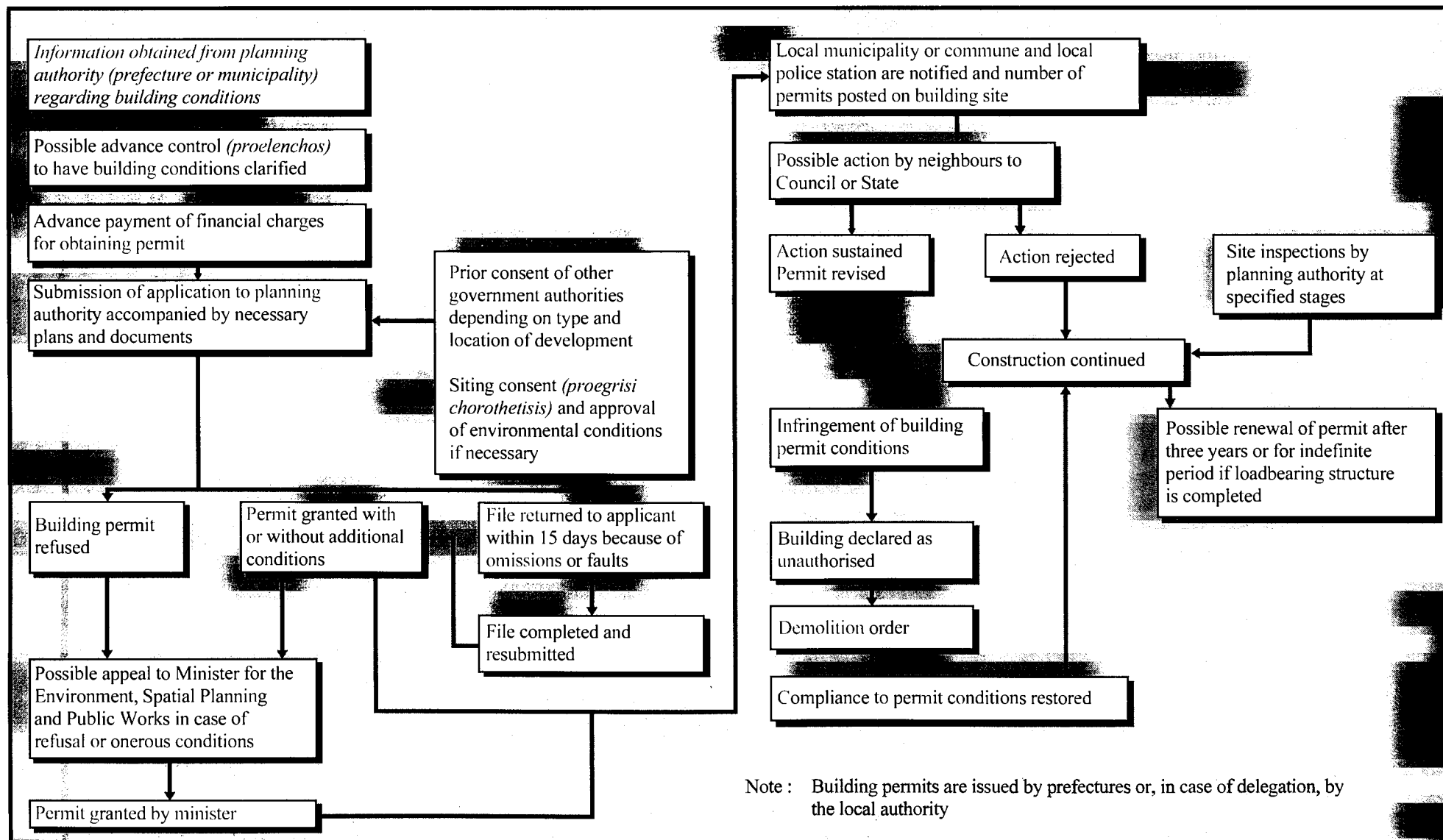
CATEGORY OF BUILDINGS	CONSENTING AUTHORITY
<i>Consents needed because of use and size</i>	
Over 2.500 cubic metres	Power Corporation
Cinemas and theatres	Ministry of Public Order
Garages	Ministry of Transport (also Industry if repair work is involved)
Industrial plants and workshops	Ministry of Industry (also Civil Defence for emergency shelters)
Cowsheds, poultry farms	Ministry of Health
Hospitals, clinics	Ministry of Health
Sports facilities	General Secretariat of Sports
Educational buildings	Ministry of Education
Hotels, tourist premises	Hellenic Tourism Organisation
<i>Consents needed because of location</i>	
Near airports	Civil Aviation Service
On municipal or communal roads	Road designation order by prefect
Near railway line	Greek Rail
On private streets, within town plan	Street designation order by prefect
On coastal land parcels	Ministry of Finance, Public Property Directorate (shore line certificate)
On streams and water courses	YPECHODE* or municipality
In or near archacological sites	Ministry of Culture
Near national roads	YPECHODE
In out-of-plan areas	Ministry of Agriculture (local forestry service) and Ministry of Finance, Public Property Directorate (shore line certificate)

\* Ministry of the Environment, Spatial Planning and Public Works.

**Figure C3: Consent of government departments necessary for obtaining a building permit**



Figure C4: Process for obtaining a building permit



## Processing a permit

---

C27. Processing an application (see diagram in Figure C4) for a building permit should take no more than 15 days, unless the planning authority is not satisfied with the documents and plans submitted, in which case the file is returned to the applicant who has three months to put it right. The authority can make corrections on the plans. When the permit is granted the local municipality and the local police station are notified.

C28. Site inspections by the planning authority are necessary at the completion of the loadbearing structures and at the completion of all building work. An inspection at the beginning of building work is necessary in the case of traditional settlements (*paradosiakoi oikismoi*). Inspections are also carried out if the authority has received information that the actual construction violates the approved plans.

## Conditions relating to the permit

---

C29. Conditions normally concern permitted land use and the provision of parking space. Particular uses can be allowed only for a limited fixed period. Planning authorities have very limited discretionary power, unless a case for a departure can be made, because they are bound by the existing *schedio poleos* or by building regulations for *ektos schediou* areas.

## Rights of appeal (main permit only)

---

C30. Disputes between citizens and the authorities are resolved on the basis of statutes both of a general nature and of relevance only for town planning and spatial development. Appeals are allowed both to the competent Minister for YPECHODE and to the courts, even to the Council of State (*Symvoulío Epikrateias*) (see paragraphs A17-18 and B97). On a general level, administrative appeals against acts of a prefect (*nomarchis*), on town planning and building issues, are made to the Minister for YPECHODE, according to L. 3200/1955 on administrative decentralisation. This is a case of what is called 'special (or ad hoc) administrative appeal' (*eidiki dioikitiki prosfygi*), in response to which the minister can only examine the legality of the prefect's acts.

C31. A separate appeal procedure is that stipulated in the *genikos oikodomikos kanonismos*,

namely that the implementation of its provisions is in the power of the local town planning authority and that any dispute arising in this process is resolved ultimately by the Minister for YPECHODE, on the advice of the Central Council of Spatial Planning, Settlement and the Environment or SCHOP (see paragraph B14). Here, the minister can enter into the essence of the issue.

C32. The local town planning authority is the prefectural (*nomarchiaki*) service of YPECHODE or the local authority (OTA), acting under delegated powers. It is to be noted that ad hoc administrative appeals under L. 3200/1955 can be made against the decisions of local authorities too. A petition can be made to the Council of State (*Symvoulío Epikrateias*) to annul a building permit. Alternatively, the case can be taken to the civil courts.

## Other permits

---

C33. As mentioned earlier, the prior consent of a number of government departments, through their regional services, or local authorities, is needed before a building permit is granted. These consents depend on the use of the building concerned, its size or its location, in relation to its environment. They are listed in the table of Figure C3. In a number of cases, particularly if a departure from regulations is considered, and always in the case of a traditional settlement (*paradosiakos oikismos*) or when the building will be facing important open spaces and arteries, the view of the local EPAE (paragraph C6) is requested. In the case of renovation or restoration of a protected building, a certificate from the Ministry of Culture is required.

C34. Under L.1650/1986, the European Union Directives 84/360/EEC of 28 June 1984 and 85/337/EEC of 27 June 1985, and a joint ministerial decision (*koini ypourgiki apofasi* (KYA)), a procedure has been instituted which requires, in the case of major developments, the submission of an application to obtain a siting consent (*proegkrisi chorothetisis*) and then an approval of environmental conditions (*egkrisi perivallontikon oron*), judged on the basis of the development's anticipated environmental impact. This procedure is a prerequisite for the granting of a building permit (see also paragraphs A45, C20, F30 and F51).

C35. For the administration of the procedure of environmental conditions, developments are classified into three categories A.I, A.II and B. Category A.I includes:

- oil refineries;
- power stations and steel mills;
- asbestos mining and processing plants;
- motorway and sea port construction, etc.

C36. Category A.II includes, among others:

- agricultural land adjustment schemes and a large number of agricultural operations;
- mining operations and energy works;
- metallurgy;
- manufacturing plants in a variety of sectors;
- industrial estates;
- underground or overground passenger railroads;
- pleasure boat marinas;
- hotels, etc.

Category B includes all those works and activities, which cannot be classified under A, but require an operation licence or an installation permit.

C37. Developments classified under A require a full environmental impact study (*meleti perivallontikon epiptoseon*), if such a study is deemed as necessary by the authorities at the stage of granting a siting consent (*proegkrisi chorothesis*). Those under B require simply the filling of a special questionnaire. A siting consent is granted by the Minister for YPECHODE only for type A developments.

C38. Following the siting consent, the approval of environmental conditions for the type A development in question is given in a joint decision of the Minister for YPECHODE and of the minister with responsibility in the field of the particular development (e.g. Minister for Industry for industrial developments, Minister for Agriculture for agricultural projects, etc.). In the case of type B developments, environmental conditions are approved by the prefect (*nomarchis*) of the *nomós*, where the development is located.

C39. Applications are submitted to the competent authorities (increasingly the prefects), to obtain consent, which allows entrepreneurs planning a private productive investment to enjoy available incentives (*kinitra*) or grants (see paragraphs A15,

C42, D8-9, D20 and F30). The legal framework is to be found in the so-called 'development law' (*anaptyxiakos nomos*), i.e. L. 1892/1990, as amended in 1994 (see paragraph F69).

C40. Productive investments include:

- building construction or repairs;
- acquisition of buildings in industrial estates (VIPE);
- production equipment acquisition;
- transport equipment acquisition;
- construction of workers' housing;
- warehouse or depot construction;
- restoration of protected buildings for use as hostels;
- construction of marinas, etc.

C41. The firms which can request to be included in the provisions of the law include:

- manufacturing and mining firms;
- agricultural firms;
- tourist or energy production firms;
- technical assistance centres set up by cooperatives;
- newspaper firms;
- energy or mining research centres;
- hospitals and clinics;
- engineering companies;
- convalescence homes, etc.

These firms should not be public. All these lists are simply indicative.

C42. Industrial incentives (*kinitra*), under L. 1892/1990, include grants, loans, interest rate subsidies, tax rebates and accelerated amortisation of capital. Incentives are graduated according to the zone of the country, which is divided into five incentive zones (see map in Figure C5). A different division into zones applies in the case of tourist investment incentives. Applications for inclusion in the provisions of the law are submitted to the Ministry of National Economy or its services in the regional general secretariats. Information on the areas contained in each zone is given in the section on agencies and mechanisms for development and conservation (paragraph D9).

## Exceptions

---

C43. Exceptions from the normal procedures of building regulations are made in the cases of church buildings of the Greek Christian Orthodox Church, but not for those of other denominations, and also of works and installations in civil airports, and of military works and installations. Minor building work is exempted from the need to obtain a building permit.

C44. In the land zone of sea ports, all buildings are public. Their use and management is the responsibility of the port authority (*limenarcheio*). The location of new buildings is fixed in a decision of the *nomarchis*, but building conditions and limitations are determined by presidential decree. Therefore, in this case, there is no exception from normal procedures.

C45. Buildings erected by government departments, public corporations or other legal persons of public law, local authorities, etc. are not exempted from the need to obtain a building permit.

## Departures from regulations

---

C46. In the case of buildings used for health care, education and welfare services or in the case of public sports facilities, departures are possible from the rules of the *genikos oikodomikos kanonismos* (GOK). In the case of non-residential buildings, referred to in the GOK as special (*eidika*) buildings, i.e. buildings the main purpose of which is not residential, departures are allowed regarding the height of ancillary structures, such as chimneys, water tanks, silos, etc., or the number of basements excluded from total permitted building floorspace. These departures are within the approval powers of prefects. Departures are also possible in the case of industrial plants in operation, for the purpose of adding structures necessary for pollution abatement and environmental protection. The addition to the permitted value of the *syn-telestis domisis* or floor-area ratio (FAR) of a building of a transferred FAR increment (see more on this procedure in paragraph B118) is a departure from the norm and requires issuing a presidential decree.

## Enforcement procedures

---

C47. The enforcement procedure of labelling a building or part thereof as unauthorised (*afthaireto*), of informing the owners and contractors, and subsequently of demolishing the offending structures is set out in a presidential decree (see also paragraph C54). Following a site inspection by the planning authority, a site inspection report is posted on the illegal structure. Copies are submitted to the local municipality, for display in the town hall, and to the local police station, which should take immediate steps to stop any further building work.

C48. The affected parties can lodge an objection with the planning authorities. If the objection is rejected, the decision, which amounts to a demolition order, is final and demolition can take place within 10 days. If the infringement of building regulations is discovered during construction, demolition can be ordered immediately. In practice, demolition is rarely ordered and new waves of unauthorised structures (*afthairetes kataskeves*) appear every year. The authorities seem to be hardening recently in their attitude to illegal builders, by resorting to demolition more frequently.

## Out-of-plan (*ektos schediou*) areas

---

C49. The procedures for obtaining a building permit in *ektos schediou* areas are the same as those in force for *entos schediou* (within-the-plan) areas. As a result, the procedures and conditions of granting a permit are valid in out-of-plan areas as well. Nevertheless, the legal framework defining building conditions differs in this case (see also paragraphs A4, A46 and B116).

C50. Development rights exist in *ektos schediou* areas, for which a building permit can be granted on the basis of general building conditions, e.g. for a small house or for simple structures related to agricultural activity. Finally, there are development rights for special uses in these areas, for which building permits can be granted, with conditions, which depart from the general rule of legislation covering *ektos schediou* areas.

C51. Special building conditions apply in *ektos schediou* areas of Attica, effectively the area covered by the *rythmistiko schedio* (see paragraphs B75-77) of Athens. Severe restrictions on further industrial development have been imposed in Attica since 1984. Attica was divided into areas which are (a) exclusively residential, (b) residential, mixed with other uses, (c) used for not particularly noxious economic activities, (d) used for noxious economic activities, and (e) not included in the previous categories.

C52. The statutes for *ektos schediou* areas stipulate first a general set of rules and building conditions (*oroi domisis*) for small houses and simple structures, i.e. a minimum acceptable size (4 000 m<sup>2</sup>, i.e. approximately 1 acre) and minimum dimensions of land parcels. Possible departures depend on location (e.g. on roads of certain categories) and on the date of land subdivision, from which the parcel in question was formed. The maximum building height is 7.50 m (two floors). For residential buildings, floorspace cannot exceed 200 m<sup>2</sup>.

C53. The building conditions (*oroi domisis*), which depart from the general rule, for non-residential buildings in *ektos schediou* areas, concern the following categories:

- (a) Agricultural, stock-farming, poultry-farming and hydroponics buildings, slaughterhouses, agricultural warehouses and silos, fertiliser tanks and hothouses.
- (b) Pumping stations, water tanks, wells.
- (c) Industrial plants and warehouses.
- (d) Educational buildings, boarding houses, charitable foundations.
- (e) Hospitals and clinics.
- (f) Offices and shops.
- (g) Tourist premises (hotels, motels, hostels, furnished apartments, camp sites).
- (h) Sports facilities.
- (i) Churches.
- (j) Community medical practices.
- (k) Public utility stations and installations (electricity, telecommunications, water supply).
- (l) Television and radio stations and transmitters.

(m) Urban transport buildings in Greater Athens (vehicle and rail coach depots, repair workshops, warehouses, offices, etc.).

(n) Vehicle engineering control stations (known as *KTEO*).

(o) Commercial depots and storage premises.

For each of these categories, a set of building conditions are specified.

## Unauthorised use and development

C54. Unauthorised (*afthaireta*) buildings (see also paragraph C47) are a major problem for Greek town planning and for political authorities. There has been an attempt in L.1337/1983 to draw a line between illegal building activity before 1983 and that which was expected in the future, with the intention of putting an end to it. An elaborate procedure was established, not for the first time, for the conditional legalisation of existing, unauthorised buildings, exempted from demolition.

C55. In theory, unauthorised structures are demolished and a fine is imposed on the owners. Fines are also imposed on the building contractors and the superintending engineers, who may be deprived of their professional licence provisionally or permanently. Unauthorised structures cannot be provided with electricity, telephone connection, or water supply and sewerage services, unless the respective authorities receive a certificate from the planning authorities, that a legal building permit has been granted.

C56. Special protection against illegal building activity is provided in Greek town planning legislation for the seashore (*aigialos*) and the coast (*paralia*). The seashore is the land zone which is washed by large, but not rare, waves. It is therefore a zone determined by physical phenomena and not by human judgement. Its limit is drawn on official maps, ratified by the Ministry of Finance. All property on the seashore is public.

C57. The *aigialos* is protected to ensure freedom of movement along the coastal zone and easy communication between land and sea. When the protection of the *aigialos* is not sufficient for the satisfaction of this objective, then the *aigialos* is extended inland, by decision of the Minister for Finance, by a further zone, called *paralia*, which can be up to 50 m wide. On it building construction is not allowed. Once the *paralia* is de-

terminated, all structures on it are compulsorily acquired by the State. The use of both the *paralia* and the *aigialos* can be permitted under special conditions. In *ektos schediou* areas, whatever the width of the *paralia*, all buildings must be placed at a distance of 30 m from the *aigialos* line, with certain exceptions. L. 1337/1983 places under further protection a 500 m zone. Fencing within this zone is demolished if it prevents access to the seashore over lengths of more than 350 m. or is constructed without authorisation.

## Examples and illustrations

### Commercial development

#### C58. Project profile

Name of development: Soto Centre.  
 Type: Commercial building in high-class area of central Athens (Tsakalof Street, Kolonaki).  
 Developer: D. Sotovikis.  
 Method of development: Construction by developer and sale of shops.  
 Plot area: 380 m<sup>2</sup>.  
 Floorspace: 1 368 m<sup>2</sup>.  
 Area covered: 266 m<sup>2</sup>.  
 Floor-area ratio (*syntelestis domisis*): 3.6 (no transfer of floor-area ratio).

#### Land ownership

Two separate plots, looking onto two parallel streets, were purchased by developer and joined into one. The developer became the sole owner. Two old buildings were demolished.

#### C59. Permits

- Advance control (*proelenchos*) was requested before the final application for a building permit.
- First a building permit was obtained for one plot, then it was extended to the other plot, and finally an additional permit was obtained for extra building height.
- The whole process started in 1987 and took about 18 months.
- No environmental impact assessment was required. Only a report by consulting engineers was submitted stating that the project was not causing environmental problems.
- Certificates were obtained from the Public Power Corporation (*DEI*) stating that there

was no need for a substation, from the Town Gas Company about the gas grid, and from the municipality of Athens, on the level of the pavement kerb.

- The architectural plans were approved by the Committee of Town Planning and Architectural Control (*EPAE*).
- The final permit was issued by the Athens town planning office. It had to be extended once.

#### Budget

The project cost was about GRD 1.5 billion. The building permit charges, without consultants' fees, did not exceed GRD 4 million.

#### Operation

The centre opened in 1992.

### Housing development

#### C60. Project profile

Name of development: Xenia.  
 Type of development: Complex of 17 villas in an expensive area near Athens (Kefalari, Kifisia).  
 Developer: D. I. Papakrivopoulos & Co.  
 Method of development: Construction by developer and sale of dwellings to final owners.  
 Plot area: 5 229 m<sup>2</sup>.  
 Floorspace: 3 137 m<sup>2</sup>.  
 Area covered: 1 707 m<sup>2</sup>.  
 Floor-area ratio (*syntelestis domisis*): 0.6 (no transfer of floor-area ratio).

#### Land ownership

There were seven properties and five owners. All titles were acquired by developer, who offered 'exchange-in-kind' (*antiparochi*) to the original owners.

#### C61. Permits

- The building permit was obtained without problems from the prefecture of Eastern Attica in October 1988. It was extended once.
- Permits were obtained from the water supply and sewerage company of the Athens area for banking works in a stream and from the prefecture for fencing.
- A certificate was obtained from the Public Power Corporation that no substation was required.

- The plans were approved by the Committee of Town Planning and Architectural Control (EPAA).

#### Budget

- Total project cost: GRD 750 million.
- Charges for obtaining building permit: GRD 5.8 million (GRD 2.9 million without consultants' fees).

#### Operation

Use of the houses started in 1991.

#### Problems

There has been some negative reaction from neighbours, who were of the view that construction had taken place on a segment of the street.

### Industrial development

#### C62. Project profile

Name of firm: Intracom s.a.

Type of development: Industrial plant (electronics), near Paeania, Attica.

Location: *Ektos schediou* area.

Method of development: Purchase of land and construction for own use.

Plot area: 32 000 m<sup>2</sup>.

Floorspace: 10 000 m<sup>2</sup>.

Area covered: 6 400 m<sup>2</sup>.

Floor-area ratio (*syntelestis domisis*): 0.9.

#### Land ownership

Land owned by firm.

#### C63. Permits

The application for a building permit was submitted in July 1990. The permit was issued in September 1990 by the Town Planning Office of Markopoulo, a branch of the prefecture of Eastern Attica. A departure was approved, because of the limitations for industrial development in Attica. The operation licence was granted by the Ministry of Industry in 1992.

#### Budget

Total project cost: GRD 2 billion.

#### Operation

The plant started functioning in 1992.

### Hospital development

#### C64. Project profile

Name of development: Iatriko Athinon.

Type of development: Private general hospital in the suburb of Marousi, near Athens.

Method of development: Purchase of land and construction for own use.

Owner: Iatriko Athinon s.a.

Plot area: 5 190 m<sup>2</sup>.

Floorspace: 14 000 m<sup>2</sup>.

Area covered: 40 %.

Floor-area ratio (*syntelestis domisis*): 2.4 (an additional FAR increment was acquired and transferred to the building, through the purchase of a FAR title).

#### Land ownership

Land acquired by the firm.

#### C65. Permits

The application for a building permit was submitted in July 1991 and the permit was issued by the Municipality of Amarousio (Marousi) in September 1991, after approval of the plans by the Committee of Town Planning and Architectural Control (EPAA). The Ministry of Health gave the necessary consent. An old building was incorporated into the new structure.

#### Budget

The total project cost was GRD 3 billion.

#### Operation

The operation of the hospital started in 1992.

### Tourist development

#### C66. Project profile

Name of development: Kerkyra (Corfu) Tourist Village.

Type of development: 45 furnished time-sharing bungalows and 25 hotel suites, in Kerasia, Kerkyra.

Location: Out-of-plan (*ektos schediou*) area.

Owner: Kerasia Beach s.a.

Method of development: Purchase of land and construction for own use.

Plot area: 40 000 m<sup>2</sup>.

Floorspace: 8 000 m<sup>2</sup>.

Area covered: 15 %.

Floor-area ratio (*syntelestis domisis*): 0.2 (no FAR transfer).

Land ownership

Land owned by the firm.

#### C67. Permits

The building permit was issued by the Kerkyra prefecture in May 1990, following a consent received from the Hellenic Tourism Organisation (EOT) and a siting consent from the Ministry of the Environment, Spatial Planning and Public Works (YPECHODE). Other consents were received from the local forester, the Archaeological Service, the Public Power Corporation, the local commune (for road access, water supply and refuse collection) and the Engineering service of the prefecture (for

banking works in a local stream). A certificate had to be obtained concerning the seashore (*aigialos*) and the coast (*paralia*). The plans were approved by the Committee of Town Planning and Architectural Control (EPAE).

#### Budget

The total project cost was GRD 1.2 billion. A loan and a grant were obtained, amounting to 42 % of the cost, through the procedures of existing regional incentive legislation.

#### Operation

The complex has not yet opened.



## D. Agencies and mechanisms for development and conservation

---

### Overview

---

*D1.* The implementation of spatial development policy and planning is in the hands of those institutions which also formulate policy. There may be minor exceptions, in the case of agencies which serve ad hoc purposes and policy areas, but their overall impact and their share of total development is extremely limited. This is not surprising considering the concentration of powers in central government and its appointed regional authorities, notably the prefects (*nomarches*) until 1995 (and probably the regional general secretaries in the future). This situation could change with the new *nomarchiakes aftodioikiseis* (see paragraph B37).

*D2.* A second important reason is the absence of major urban development projects and the preponderance of small developers in the private, and extremely fragmented, spatial development market, who normally deal with the development of single small properties. When it comes to putting on the ground major development projects involving construction, the public sector is practically limited to public works, e.g. road or bridge building. Large-scale urban renewal projects are absent. Important public sector residential developments are very limited and private projects of even a modest size are very rare.

*D3.* A useful distinction has to be made between the urban scale and that of the broader, regional spatial units, coinciding roughly with the *nomós* or the region. A further distinction is between types of implementation. In theory, policy implementation proceeds through (a) direct investment

and action, (b) control and prohibition, and (c) encouragement and incentives. It is rather through the third alternative (c), that spatial policy implementation at the regional scale takes place in Greece. However, the spatial effects of type (a), resulting mainly from construction of regional transport infrastructure, should not be underestimated, bearing in mind the large projects financed out of the second CSF for 1994-99.

*D4.* On the urban scale, implementation takes the form rather of control and prohibition, without ignoring large projects in progress in Athens. Having said that, it is necessary to remember that the basic weaknesses of the Greek planning system are: (a) the poor capacity to implement policy, when a policy exists; (b) the weak connection of what is ultimately executed with any definable and consistently pursued policy; and (c) the inability of the State and its agents to identify, adjust and regulate the factors determining economic, social and spatial developments (see also paragraph E6).

*D5.* In view of the shortage of urban spatial development projects, emphasis shifts to implementation mechanisms rather than implementation agencies. Here again, these mechanisms are more often than not development controls and licensing procedures, or at best incentive systems. A number of them have been introduced in other sections. In this section, agencies and mechanisms have been grouped under standard headings and an attempt is being made to avoid repetition, since some of them could be classified under several headings. Given the lack of clarity in policy formulation and the difficulty of identifying implementation outcomes, which should be recorded in Section F, there is a certain amount of overlap between Sections D and F.

## D(i). Development

---

### Regional economic development

D6. Regional economic development is the responsibility primarily of the Ministry of National Economy, mainly because of its control over public investment, through the separate public capital budget (*proypologismos dimosion ependyseon (PDE)*). Budget allocations are assigned to the State organs authorised to order disbursements, i.e. to the main paymasters (*kyrioi diataktes*), who include the President of the Parliament, the ministers and the *nomarches*.

D7. The disposal of funds out of the *PDE* (see also paragraph F68) is the main mechanism of development policy implementation and makes the ministries and prefectures (*nomarchies*) the most important implementation agencies. Under the new regime of elected *nomarchiakes aftodioikiseis* (paragraph B37) at the *nomós* level, it is possible that an increased role will be given to the appointed general secretaries of regions. A further reason for the importance of *PDE* and of the agencies, which draw funds from it, is the fact that in the last few years, given the shortage of available resources, virtually the totality of *PDE* is earmarked as the national contribution to projects included in the European Union's Community support frameworks (CSFs) for Greece.

D8. Regional development incentives are an important tool for implementing regional spatial policy, mentioned already in other sections (see paragraphs C39-42, F69). The questionable effectiveness of these instruments and their failure to achieve their limited policy directions has been documented particularly with respect to L. 1262/1982 which remained in force for almost a decade.

D9. As mentioned earlier, the country is divided by L.1892/90, which was amended in 1994 (L. 2234/94), into five zones, i.e. A, B, C, D and Thrace (see map in Figure C5) for the purpose of administering the system of industrial development incentives:

Zone A The least favoured zone, in terms of incentives:  
The mainland of Attica, i.e. roughly Greater Athens, with the exception of the Lavrion area.  
Greater Thessaloniki.

- Zone B More favoured than zone A:
- *Nomoi* or parts thereof, which are adjacent to Attica, where Athens is located, and Thessaloniki.
  - *Nomoi* containing large urban centres, like Patras, Volos, Larisa and Irakleio.
  - District of the town of Rodos, on the island of the same name.
- Zone C Areas not included in the other zones, with incentives more favourable than those of zone B, but less favourable than those of zone D.
- Zone D The most favoured of zones A-D:
- East Aegean islands, with the exception of the district of the town of Rodos.
  - Western part of the Peloponnese.
  - Northern frontier zone within 20 kilometres from the border.
  - Three isolated and mountainous *nomoi*.
  - The district of the declining industrial town of Lavrion (Attica).
- Thrace Separate, privileged status for this area (three *nomoi*) in north-east Greece.

The division differs in the case of tourist investment incentives.

D10. The policy of industrial estates, known as *viomichanikes perioches (VIPE)* (see paragraph B107) has been used extensively for the purpose of implementing regional development policies. The agency in charge of developing industrial estates is the Hellenic Industrial Development Bank (*ETVA*) (paragraph B40). Industrial incentives are especially favourable for firms deciding to locate in a *VIPE*. The concept of industrial parks (*viomichanika parka (VIPA)*), as an upgraded form of *VIPE*, has been introduced in the *rythmistiko schedio* of Athens, while industrial workshop parks (*viotechnika parka (VIOPA)*), have also been designated in a number of plans. Technology parks (*technologika parka*) have been developed so far in five cities in collaboration with universities and research centres (see also paragraph F26).

### Local economic development

D11. Local economic development is a recent concept in Greek legislation, administration and planning policies. Implementation of development policy with a local dimension is taking place through the execution of public works out

of the prefectural or municipal investment programmes. Additional powers, with a more specific development content, were given to local authorities. A special development programme for local government, known by its Greek acronym *EAPTA* (*Eidiko Anaptyxiako Programma Topikis Aftodioikisis*), co-funded by the European Union, gave further opportunities for local government to finance local development projects. Of special importance was the creation of support agencies, offering consultancy services to local government.

*D12.* The *Agrotiki Trapeza Ellados* (*ATE*) (Agricultural Bank of Greece) plays key role in the field of local, rural economic development. *ATE* has a *sui generis* position in the Greek banking system. It is an autonomous, social benefit banking organisation, with the monopoly of rural credit and the clear aim of assisting the development of the rural sector (see also paragraph F11). Of particular interest for local economic development is the policy of promoting agro-tourism in rural areas. Also important is the role of the Hellenic Organization of small and medium-sized manufacturing firms and handicrafts, known as *EOMMECH* (*Ellinikos Organismos Mikromesaion Metapoitikon Epicheiriseon kai Cheirotechnias*), which provides loans, grants, borrowing guarantees, services, consultancy advice and training to small firms and their staff.

## Urban regeneration

*D13.* The absence of large-scale urban renewal programmes has been pointed out already. Municipalities have now greater powers to prepare development programmes, but face difficulties in handling large developments. The only major housing development undertaken by a municipality under the provisions of L.1337/1983 on operational planning zones (*zones energou poleodomias*) is a project of the Municipality of Kozani in western Macedonia, which established its own municipal construction company. The project was hampered for years by bureaucratic, financial and legal difficulties (see paragraphs B86, B90 and B114).

*D14.* Housing schemes in suburban locations are not in themselves projects of urban regeneration or renewal, but they are mentioned here since they constitute the only available examples of planned urban development. In addition, they have, at least in the Thrace case, a regional development objective. The projects in Thrace were

developed by the *Ethnoktimatiki* operational planning company (*etaireia energou poleodomias* (*EKTENEPOL*)), a subsidiary of the National Mortgage Bank of Greece (*Ethniki Ktimatiki Trapeza tis Elladas* (*EKTE*)). They aimed at developing sites of 130 and 190 hectares respectively, for projected populations of 14 000 and 19 200, a target which was not reached. The sites were developed as *zones energou poleodomias*.

*D15.* The main housing agencies in Greece are the public company for town planning and shelter (*Dimosia Epicheirisi Poleodomias kai Stegasis* (*DEPOS*)) and the autonomous workers' housing organisation (*Aftonomos Organismos Ergatikis Katoikias* (*AOEK*)). *AOEK* has built and made available to contribution-paying workers low-income housing in a large number of medium and small residential estates (see also paragraph F12).

*D16.* *DEPOS* (see also paragraphs B13 and B54) was established in 1976. Its aim is to provide affordable housing, or to create favourable conditions to this end, in a satisfactory residential environment in all parts of the country, urban or rural, for persons of low and medium income or wealth. In general, to create satisfactory town planning and residential conditions, in the context of the housing, spatial or social, policy of the State. *DEPOS*'s record is limited in size, but it has created precedents of some importance by tackling pilot projects, in which legal, procedural and funding problems were solved, as in a renewal project in Tavros, Athens, jointly developed with the local municipality.

*D17.* The industrial district of Elaionas in Athens is an urban renewal project of unusual complexity and size (870 hectares). A plan was produced and approved recently by presidential decree. A special development agency has been created for the area, under the name 'Renewal and management of the Elaionas district in Attica, Société Anonyme', known with the initials *ANEL*, from the words *Anaplasi Elaiona* (*Elaionas renewal*). The agency is not yet operational and its structure and statute are under revision (see also paragraphs F19, F46, F98, F100 and F102).

*D18.* The Elaionas district has been designated both as a *zoni elenchomenis anaptyxis*, i.e. zone of controlled development (paragraph B113) and as a *zoni agoras syntelestou* (paragraph B119), i.e. zone of floor-area ratio purchase. Indeed, the

purpose of legislating the special urban zones (paragraphs B113-115), was to make possible the process of upgrading urban problem areas. Equally, this is the aim of procedures stipulated in the *genikos oikodomikos kanonismos*, such as the use of unoccupied spaces in urban blocks or the redevelopment of urban blocks designated as 'active' (see paragraph C11).

D19. Urban development and renewal projects can be financed from the Special Fund for the Implementation of Master and Town Plans (*Eidiko Tameio Efarmogis Rythmistikon kai Poleodomikon Schedion (ETERPS)*), supervised by YPECHODE (see paragraphs B13 and E18). Its aims are: (a) the funding of plan implementation, and (b) the acquisition of necessary land for future needs. A number of charges, fines and contributions are paid into *ETERPS*.

### Public sector development policies

D20. Government policy on development (see paragraphs F66-73) normally appears in five-year development plans (see paragraph B61) and in regional development plans, now effectively incorporated in the procedure of negotiation and approval of the European Union's Community support frameworks (CSFs) (see paragraphs A30-33 and B63). There is no national five-year plan currently in the process of execution (see paragraph B61). The second CSF has a life span of five years (1994-99). In the short run, government development policy finds expression in the annual budget, which is voted in Parliament as a formal law (see paragraph A12) and in tax laws. The statute considered to be the best indication of the Government's approach to development, is the law which specifies the State's support to productive activities in the form of grants, loans and incentives, known as *anaptyxiakos nómos* (see paragraph C39).

D21. Credit is an essential instrument of development policy and it is operated by specialised banks, such as the Agricultural Bank of Greece (paragraph D12), the Hellenic Industrial Development Bank (paragraph B40), the National Mortgage Bank (paragraph D14) and commercial banks. The most important commercial bank is the National Bank of Greece (see also paragraph F17), with a subsidiary specialising in industrial credit, the National Investment Bank of Industrial Development, known as *ETEVA* (see also paragraph F11). However, other organisations are

also involved in the extension of credit, e.g. *EOMMECH* (see paragraph D12).

D22. Development policy extends to a broad spectrum of sectors and it is impossible to cover the full range here. A clear indication of these sectors is given in a national five-year development plan of the period 1983-87 (see paragraph B62). In its second part, it deals with the main factors affecting social and economic development, classified under human resources, research and technology, administrative reform, fiscal policy, and credit policy.

D23. With regard to spatial development, reference has been made already to 'non-plan, procedural policy instruments' (paragraphs B118-121). Included among them were public sector procedures such as the right of pre-emption and the transfer of development rights which is in fact transfer of an unrealised part of the floor-area ratio (*metafora syntelestou domisis*). Other procedures affecting spatial development include the freezing or suspension of granting building permits, the ban on building work and the limitations on land subdivision. Such limitations may be imposed in a *zoni oikistikou elenchou* (see paragraphs B116-117).

### Major infrastructure

D24. Major infrastructure projects are financed through the Public Investment Programme, known as *PDE* (paragraph D6), and increasingly out of the European Union's second Community support framework. Responsibility for public infrastructure lies with the General Secretariat of Public Works of YPECHODE (see paragraph B15), with the exception of certain public corporations, of which the Public Power Corporation (*DEI*) is the largest (see also paragraph F78). Public works are regulated by a separate body of legislation, currently under revision.

D25. The government is implementing a programme of 13 major infrastructure projects, which include:

- (i) water supply for Athens;
- (ii) Acheloos River diversion for power generation and irrigation;
- (iii) new Athens airport at Spata;
- (iv) Rio-Antirio bridge linking the Peloponnese with central (*Stereá*) Greece;
- (v) Egnatia motorway, linking the Adriatic coast with the Turkish border, via Thessaloniki;

- (vi) north-south motorway, an extension of the trans-European motorway (Patras-Athens-Thessaloniki-northern frontier);
- (vii) Stavros-Elefsis urban motorway, which bypasses central Athens;
- (viii) Aktion-Preveza underwater tunnel;
- (xix) Thessaloniki underground railway;
- (x) Natural gas pipeline;
- (xi) biological treatment plant for the Athens area;
- (xii) biological treatment plant for Thessaloniki;
- (xiii) underwater road bypass, under Thermaikos Bay, in Thessaloniki.

A substantial part of these projects will be financed from the second CSF (see also paragraphs on transport, the environment and waste management in section F).

D26. A major project which is already under construction is the Athens underground railway. Planning, managing and supervising the construction of this project is the responsibility of a special agency set up in the legal form of a 'société anonyme', under the name *Attiko Metro* (see paragraphs B16 and F65). A separate agency has been created to handle the new airport project.

### Partnerships

D27. Partnerships between the public and private sector in projects of urban development and renewal do not exist given the absence of major projects in this field. Also the reluctance of the government to facilitate the involvement of private firms in substantial land-development schemes. Partnerships, although not necessarily with the participation of private firms, can take the form of an operational planning company (*etaireia energou poleodomias*), for the development of a *zoni energou poleodomias* (see paragraph B114). The participation of a government department, local authority or DEPOS (paragraphs D15-16) is compulsory. Public-private cooperation is actively invited in the case of large infrastructure projects.

### Tourism development

D28. Tourism development is exclusively private, although the funds channelled into it are often public through the system of regional development incentives. Control of tourist development is the responsibility of the Hellenic Tourism Organi-

sation (paragraphs B41-42) and of the town planning authorities, prefectures or municipalities, through the normal building permit procedures. However, it is doubtful whether tourist policy has had any substantial impact on the spatial distribution of tourism development, either through the procedures of regional incentives, or through building control and the procedure of the siting consent (see paragraph C34). Tourism policies are discussed in paragraphs F32-39.

### Rural development

D29. The question of rural development was dealt with in the section on local development (paragraphs D11-12), in which reference was made to the Agricultural Bank of Greece and to local authorities (OTA). The key role of agricultural cooperatives is a subject in itself and it is impossible to deal with it here. It could be pointed out that the problems of rural development can be found mainly in the primary sector's slow modernisation and in its structural weaknesses. The protection of agricultural land is discussed in paragraphs F85-86.

### Special agencies

D30. Ad hoc agencies for the development of major infrastructure projects can be created and have been created in the past. The innovation of an urban renewal agency, for the development of the industrial district of Elaionas, has been mentioned earlier (paragraph D17). In the field of land development and spatial planning it is worth mentioning the National Foundation for the Reception and Rehabilitation of Repatriated Greeks (*Ethniko Idryma Ypodocheis kai Apokatastasis Palinnotounton Omogenon Ellinon (EIYAPOE)*), set up to address mainly the problem of settlement of former Soviet citizens of Greek origin from the Black Sea region, who were settling in Greece for the first time (see also paragraphs E19, F1 and F13).

## D(ii). Protection of the environment and conservation

---

### Countryside conservation

D31. Some of the basic statutes concerning countryside conservation were mentioned under 'Environmental policy' in the general overview

(paragraphs A25-27). The protection of forests and agricultural land is of basic interest here (see paragraphs F42-44 and F82-86). According to L. 998/1979 on the protection of forests and forested areas, they both constitute a national asset, and hence their protection is an obligation of State agencies and citizens alike. The law makes a distinction between forests (*dasi*) and forested areas (*dasikes ektaseis*), which are further subdivided according to use and utility on one hand, and location on the other. Their protection is the responsibility of forestry authorities.

D32. Forests destroyed by fire cannot be subdivided and then sold for 30 years after the fire and have to be compulsorily reforested. Buildings cannot be erected on forest land after a fire. The statutory *schedio poleos* cannot be extended into forests or forested areas, while parks and coppices in urban areas can never change use. Forests of special beauty or scientific interest can be designated as national parks (*ethnikoi drymoi*), scenic forests and protected monuments of nature.

D33. A separate law deals with pastures and forested areas. It was criticised on the grounds that it did not offer adequate protection to woodlands converted into pastures. With regard to the protection of agricultural land, the minister for YPECHODE is authorised by law to designate zones for the development of productive activities, i.e. for exclusive agricultural or industrial use. This instrument can be used in connection with plans for a zone of land development control, known as ZOE (see paragraphs B116-117).

### Environmental conservation

D34. Sensitive ecosystems, especially wetlands, and wildlife are protected under national legislation, which incorporated international conventions into Greek law. This is the case with the 1971 Ramsar (Iran) Convention on wetlands and the Convention on the protection of European natural environments and wildlife. Current policies were formulated in this context (see paragraphs F40-55, especially F49-50).

D35. L.1650/1986 (see paragraphs A25-27) on the protection of the environment protects natural habitats and formations, national parks, natural landscapes and isolated elements and areas of ecodevelopment. According to this law, particular areas can be designated as zones of special environmental support (*zones eidikis perivallon-*

*tikis enischysis*), when urgent problems justify it and specific measures of protection are required. Protection is also provided through the procedures of the siting consent, described in the subsection on planning instruments (paragraph C34). Problems however exist, associated with the complexities of this procedure and the skills required.

### Coastal planning

D36. The protection of coasts and the sea shore was dealt with in the section on regulations and permits, under 'unauthorised use and development' (paragraphs C56-57). Specially related to this problem is town planning legislation on second home areas, mentioned in the subsection on planning instruments, among special types of *schedio poleos* (paragraph B106). Coastal areas are the main focus of the *eidikes chorotaxikes meletes* and of the use of the instrument of *zoni oikistikou elenchou* (see paragraphs B66, B116-117 and F51).

### Urban conservation

D37. Architectural control of buildings and control of development in historic or vernacular settlements were mentioned in the section on regulations and permits, and in particular in the paragraphs on the *poleodomikos kanonismos* (paragraph C6) and on other permits, required before a building permit is issued (see also paragraphs C33 and F88). Traditional settlements (*paradosiakoi oikismoi*) are the main focus of urban conservation policy. Statutory planning and building permit procedures in these settlements are different from normal procedures (see tables in Figures B4 and B5 and paragraphs C7-9, C28 and C33). An instrument which was designed for the purpose of protecting listed buildings from development is the *metafora syntelestou domisis* (transfer of development rights) (see paragraph B118). Traditional settlements (whole settlements or parts thereof) are an integral part of cultural heritage and policies for the latter's protection are largely directed at their conservation (see paragraphs F87-94).

### Monuments

D38. The role and responsibilities of the Ministry of Culture and of its regional services, with regard to the protection of monuments, were discussed in the section on policy institutions (paragraph B21). Policies for the protection of national heritage are presented in paragraphs F87-94. Ar-

archaeological sites and ancient monuments present the authorities with complicated problems, given their age and exceptionally large numbers (see paragraph F92). The main statute on the protection of antiquities dates from 1932. According to it, all the ancient objects, movable or immovable, in any part of the national territory or in any national, municipal, church or private property, in rivers or lakes or at the bottom of the sea, belong to the State. Repairs or maintenance of any building older than 1830 or designated as a listed building requires the prior approval of the Ministry of Culture. Developments in or near archaeological sites require a similar consent (see also paragraphs E22 and F88, and table in Figure C3).

## Resource planning

*D39.* The management of water resources is the responsibility of the Ministry of Industry, Energy and Technology, known as *YVET*, mentioned in the subsection on policy institutions (paragraph B23), and is regulated by L.1739/1987 (see also paragraphs F79-81). The country is divided into 14 water regions. Mineral resources are equally the responsibility of *YVET* and their extraction is regulated by the Mining Code. Lignite coal extraction, used almost exclusively for power generation, is the responsibility of the Public Power Corporation (*DEI*) (see paragraphs B39 and F75-78). Policy on other natural resources is discussed in Section F (paragraphs F74-86).





## PART II: POLICIES

### E. Overview of policies

---

#### Components of spatial planning policy

---

E1. In the last decade of the century Greece finds itself caught between competing pressures. On the one hand, the country needs to fight economic stagnation and modernise its economic and political structures. On the other hand it needs to face the environmental, cultural and educational consequences of the course of economic development it has been following in the post-war years. Structural modernisation and environmental and cultural conservation would have been easier and probably less costly, if they had been undertaken as a policy of learning, preservation, prevention and mitigation. As it happens, they now have to be undertaken in an environment of recession and slow growth, with far more pressing needs to restore, recreate and rescue. They have to be undertaken in the face of a society accustomed to socially costly practices and individual privileges, which is also deeply affected by the materialistic model of an advanced consumer society. However, there is also an increasing awareness of the cost of environmental degradation, cultural disorientation and inadequate knowledge. Historically, this twin challenge coincides with the country's membership of the European Union, which accelerates the pressures and places them in the context of European dimensions and priorities.

E2. In practice, the goals into which these pressures are translated can be described by key terms like:

- competitive economy, growth, structural modernisation (the 'economic-structural' aspect);
- environmental and cultural values, quality of life, knowledge (the 'environmental-cultural' aspect).

Current European thinking, encapsulated in the concept of sustainable development, fits this situation, not because it offers an explanatory tool to interpret the Greek dilemma, but because it implies policy approaches which are totally consistent with the practical issues facing the country.

E3. The stark necessity to act with equal urgency on both the economic-structural and the environmental-cultural sides is reflected in the text of the current regional development plan (*schedio periferiakis anaptyxis (SPA)*) of the country, for the period 1994-99 (see also paragraphs A30-33 and B63), as submitted to the European Union. This resulted in the second Community support framework (CSF), with its accompanying operational programmes for the same period, as approved by the European Commission on 13 July 1994. However, these texts also reveal the ultimate supremacy of the economic-structural objective. The immediate problems of output decline, unemployment, deficits, falling real incomes and associated social unrest, take precedence over the environmental-cultural objective. The latter receives some recognition in the CSF chapter on the quality of life and the respective operational programmes.

E4. The presentation of policies in Part II, Section F, of this report, follows a common basic structure: content, context and implementation mechanisms. Within content and mechanisms, an attempt is made, wherever applicable and feasible, to distinguish between policy levels: European Union (or transnational), national, regional and local. In each policy area (e.g. housing, industry, etc.) the presentation starts with one or more paragraphs on content, explaining what the poli-

cies are, as well as existing trends. The paragraphs on context explain the framework and conditions on which policy is formulated, and the problems and needs it tries to respond to. The factors that influence or determine policy are also discussed under context. Determining factors emanating from European Union policies are sometimes presented in a separate paragraph. Policy implementation mechanisms and the actors and agencies involved in shaping policy or its implementation and monitoring are grouped together.

E5. The paragraphs on the environment and transport policy areas include separate text on the urban environment or urban transport, in both cases mainly focusing on Athens. They are dealt with as part of the local policy level. The paragraphs on natural resources do not follow the structure of those on other policy areas. They are simply divided into four parts, each on a different type of resource.

E6. The sources of information of this presentation are diverse, and policies often had to be pieced together from a variety of documents. The main difficulty here lies in the fact that sectoral policy is not usually conceived, designed, even less stated, and finally implemented and monitored, in a comprehensive way. Policy statements do not normally make clear the expected results, in terms of which policy success or failure is to be evaluated. Implementation results are poorly monitored and documented (see also paragraphs D4-5). What is more, the spatial import and potential effects of sectoral policy are rarely made clear. Hence, the presentation of sectoral policy in section F suffers from this disadvantage, particularly in the paragraphs on implementation (see paragraph F5). Unavoidably the emphasis in these paragraphs is on implementation procedures and agencies rather than on outcomes. Overlaps with Section D could not be avoided, but they are kept to a minimum. A useful source of information on policies is the text of the second Community support framework 1994-99 with its accompanying operational programmes, and the *schedio periferiakis anaptyxis* (SPA) for the same period on which the CSF was based (see paragraph A30). These documents express official policy but implementation of the CSF is still under way and suffers from unavoidable delays. It is too early to attempt an assessment of results. The spatial effects of the first CSF 1989-93 are only now being studied.

## Priorities at national, regional and local levels

### National level

---

E7. The main directions of national development policy as stated in the *schedio periferiakis anaptyxis* (SPA) for 1994-99 are:

- creating preconditions for the integration of the country in the European economic and monetary union (EMU); to maintain a satisfactory rate of economic development, avoid social repercussions (e.g. higher unemployment), and escape the serious problems that widening the divergence with European economies entails;
- the orientation of Greek development policy towards a new role in the Balkans and the eastern Mediterranean;
- enhancing the attractiveness of the national territory as a place where foreign and domestic investment initiatives will locate in the future;
- long-term economic stability, especially in relation to other EU countries;
- higher fixed capital formation, in infrastructure and productive capital, as a percentage of GDP;
- development of national manufacturing industry and improvement of its competitive strength;
- effectiveness of formal educational and vocational training and re-training systems;
- effectiveness of State administration.

### Regional level

---

E8. At the regional level the directions of SPA are the following:

- balanced distribution of economic activity and population for economic, social and national reasons;
- protection and improvement of environmental conditions;
- effective use of development potential in all regions;

- narrowing of interregional economic inequalities, within reasonable limits;
- relief to areas and population groups, adversely affected by the present economic conjuncture.

In terms of broad regional groupings, the official regional development plan sets the following priorities for each regional category:

- Athens and Thessaloniki, the two main urban agglomerations, where living standards are relatively high and economic activity, decision-making power and skilled labour force are overwhelmingly concentrated. These are accompanied by unemployment, social problems and environmental decline, which are likely to be exacerbated by further growth, unless material and social infrastructure is improved.

Priority: Amelioration of living and environmental conditions and modernisation of productive potential to create employment and make better use of human resources.

- Mainland Greece, with the exception of the two largest urban centres, suffering from economic duality, the dominance of a low-productivity primary sector, and the absence of dynamic economic activities.

Priority: Better conditions for the attraction of economic activities and economic base diversification, especially in manufacturing, within strict environmental protection limits.

- Islands (Crete, Ionian, South Aegean), characterised by low unemployment rates, economic dynamism (especially in tourism), rising living standards and trends towards a healthier economic structure. They are essentially the only locus of economic development in the 1980s and 1990s, having been the regional problem areas of the 1960s.

Priority: Maintenance of development momentum, strengthening of competitiveness, diversification of economic base and expansion of other sectors, avoiding risks of instability, with a parallel emphasis on environmental protection.

#### Local level

---

E9. In the 1994-99 SPA, policy on the environmental-cultural aspect of development, on local

land use and on urban development is dominated by three considerations:

- the degradation of the natural environment, especially around cities and industrial centres, in tourist coastal zones and islands, in ecologically sensitive areas and along transport corridors;
- the serious environmental crisis in major cities, where pollution, congestion and uncontrolled development have dramatically lowered the quality of life;
- the erosion of traditional culture, the assault on cultural goods and the growing difficulty to protect the immense Greek cultural heritage, for the benefit both of the Greeks and for the rest of humanity.

Environmental, town planning, and heritage policies are designed to make an admittedly modest contribution towards improving the situation in all three areas, in conditions of financial restraint and, often negative social inertia and trends.

#### External factors

E10. Greek policy has to reckon with two dominant external factors: EU membership and developments in eastern Europe and, to a lesser extent, the eastern Mediterranean. These factors are tangible, but there are other less tangible social and behavioural influences, which are triggered by the massive expansion of telecommunications, electronic mass media and tourism. Social perceptions of living standards, mode of behaviour and personal aspirations have been radically altered in the last 30 years, during which employment in agriculture as a percentage of the active population has halved.

E11. European Union policy is having a serious impact on domestic policy, more so on economic policy than on spatial policy, although it may be said that the effects on the latter are bound to emerge more slowly. The influence on economic policy is incorporated in the convergence programme (*programma synglisis*) for the Greek economy for the period 1994-99, designed to bring the economy closer to satisfying the EMU macroeconomic criteria (see also paragraphs A23, A30, F22 and F68). In this programme the emphasis for the years 1994-96 is on fiscal management, to reduce public sector deficits, while relying on public investment financed through the CSF to promote demand and raise employment and production. The years 1997-99 are the de-

developmental stage of the programme, which is expected to accelerate the growth of GDP and real incomes. The CSF is expected to underpin the development objective of the convergence programme, by providing assistance to increase competitiveness, develop the product quality, technology, research and knowledge activities in the economy, and modernise infrastructure.

*E12.* New infrastructure financed through the CSF includes selected large transport and energy projects. This is the most direct influence of the EU on spatial development in Greece. The development of transport corridors such as the W.-E. Egnatia motorway is part of the trans-European networks programme. The CSF influences Greek spatial planning policy at national and regional levels. In this sense it implies a national spatial plan, of which it takes the place, and is endorsed by the EU.

*E13.* Developments in eastern Europe open new opportunities for economic cooperation between Greece and the countries of this area. In the long run this is likely to have serious spatial effects and transport links will play a decisive role. A more immediate and dramatic impact is the inflow of repatriated Greeks from the republics of the former Soviet Union and of economic migrants, mostly illegal, from Albania.

#### Transnational initiatives

*E14.* Greece has no internal European Union borders on its land frontier and this limits the scope of cross-border initiatives involving other members of the EU. In addition, outstanding issues in external relations with Greece's northern and eastern neighbours have not contributed in the past to effective cross-border initiatives of any significance, with the possible exception of energy management. Political normalisation, cooperation in banking and trade, which is already under way, private initiatives, and EU programmes such as Interreg, Phare and Tacis will gradually change this situation. Spatially, transport is a key factor. The construction of gas and oil pipelines through the territory of Greece's northern neighbours and into Greece is another development of great importance.

#### Balance of regional development

*E15.* Some of the Greek regions are among those with the lowest income per capita (p.c.) index in the European Union. Restoring a territorial balance in the distribution of economic activity

and population and making better use of the resources of backward regions is among the objectives of the current *schedio periferiakis anaptyxis*. Sectoral policy, e.g. in industry or tourism, is heavily oriented towards providing the necessary assistance, but increasingly this concern is balanced by the objective of competitiveness, market orientation, innovation and introduction of new products and technologies. Regional policy becomes less a policy of social welfare, and more a policy of creating a sound economic base, able to withstand competition in the single European market. This is seen both in the operational programmes of the Community support framework and in new legislation on economic development incentives.

#### Area revitalisation

*E16.* The decline of old manufacturing, mineral extraction and energy production centres is an old problem for the industrial countries of western and northern Europe, but is a fairly recent phenomenon in Greece, with the exception of very localised occurrences in the past. Important industrial towns, from some of the largest Greek cities (e.g. Patras or Volos) to medium-sized centres, like Kozani, and townships in the vicinity of Athens (Lavrion) or island towns (Ermoupolis in Syros), now suffer from high unemployment and plant closures. The Community support framework, in its sectoral and regional operational programmes, includes measures to inject new activities into the economy of these centres, while special incentives exist in the context of recent legislation.

*E17.* Old towns, especially historic settlements, with ageing building stock and particularly poor infrastructure, have suffered environmental decline and loss of their traditional architectural character. In a large number of places the situation cannot be retrieved. The absence of open space and social and cultural facilities is the legacy of poor local government finances, which, in the past, have made it impossible to secure land for public use. Current policy on the urban environment, as explained in the appropriate section (see paragraph A53), includes the following policy areas:

- land management in suburban areas and in tourism or leisure zones;
- renewal of city centres, especially in historic settlements;
- urban improvement programmes;

- planning and improvement of economic activity zones.

*E18.* Land and money contributions from properties integrated in town plan extensions (see paragraphs B96 and B111) have generated important funds, used by local authorities in urban improvement programmes. The central government also uses a town planning fund, known as *ETERPS* (see paragraphs B13 and D19), into which substantial payments are being made, e.g. from the legalisation of unauthorised buildings and other sources. Some major renewal projects, e.g. the unified land planning and management of the capital's archaeological sites or the renewal of the industrial Elaionas district in Athens (see paragraph D17), are included as individual projects in the environment or regional operational programmes of the second CSF.

### Management of urban systems

*E19.* The balanced distribution of population has been, and still is, a key policy of Greek spatial planning. Proposals for a less top-heavy urban hierarchy, with a better network of regional and local centres, have been part of all national and regional plans in the past. It is doubtful whether government policy has ever had any effect, which market forces undoubtedly had. The development of a large energy production complex in the Kozani and Ptolemais area is an exception, in the sense that public sector action brought about a sharp population increase in these towns in the 1950s and 1960s. However, the transport infrastructure projects, currently being financed under the arrangements of the CSF, can have a serious impact on population distribution and urban growth. A special effort is being made to reverse depopulation trends in particular regions, e.g. in Thrace, involving the policy of encouraging the settlement of Black Sea Greeks, from the former Soviet Union (see also paragraph D30).

*E20.* On a more local scale, town planning instruments are being used with an increasing sense of urgency to control the dispersal of development over rural land. This effort involves the completion and implementation of town plans for all urbanised areas, with parallel policing of unauthorised building. The objective is to reach an equilibrium, which will allow demand to be satisfied by a supply of urban land already within the boundaries of official town plans. *Ektos schediou* areas will be regulated by the designation of a number

of zones *oikistikou elenchou*, which are being gradually extended, albeit at a slow pace. The production of a strategic spatial plan for the Greek territory, now being initiated in the context of the activities of the EU Spatial Development Committee, will hopefully offer guidance and coordination to disjointed regional planning exercises.

### Environmental protection

*E21.* Greece has a great wealth of environmentally sensitive landscapes of great value (see paragraphs A25-27). A large number have received official designation (national parks, wetlands, wildlife ecosystems) either under domestic legislation or in the context of international conventions (e.g. the Ramsar Convention). Effective protection is difficult and clearly inadequate, which is also the case with all the Greek coasts, whether they have a special ecosystem value or not. The 1994-99 operational programme for the environment contains policies for their protection. The use of the instrument of *zoni oikistikou elenchou* provides a means for securing a legal status for protected areas. However, the problem will not disappear until enforcement becomes far more effective.

*E22.* Cultural assets are even more difficult to protect. Greece has approximately 25 000 declared archaeological sites and the number of individual monuments might be as high as 400 000 if a proper record is ever made (see also paragraph D38). Official designation does not offer sufficient protection, since very few sites are adequately guarded. Present policy includes programmes for recording, researching, uncovering, maintaining, restoring and protecting monuments (see also paragraph F88). It also includes a policy which integrates sites and monuments into the urban environment and brings modern men and women closer to their cultural heritage. Further, in the operational programme on tourism and culture, a deliberate effort is being made to link these two and use tourism as a medium for making Greek culture, a valuable European resource, more accessible to the visitor.

### Rural areas and the countryside

*E23.* Natural ecosystems are not the only threatened resource in non-urban lands. Important resources include valuable agricultural land, water resources, industrial forests and pastures, which are themselves in competition or constitute a threat to natural ecosystems. Spatial planning is slowly

coming to grips with these problems. One approach is to establish, wherever necessary, *zones oikistikou elenchou* (see paragraphs A4 and B116-117), i.e. zones of land development control, through a series of special spatial plans (*eidikes chorotaxikes meletes*), of which a large number were financed from the EU Envireg programme (see also paragraphs B66-74). Delays are caused by the absence of land registration maps. The programme of national land registration (see paragraphs A50 and F84), now included in the second CSF is for this reason the most important policy for future effective land use control. The land registration and mapping organisation (*Organismos Ktimatografisis kai Chartografisis tis Ellados*) is coordinating this programme (see paragraph B13), but a special agency has been formed to implement it.

### The issue of a global planning approach

E24. The Greek spatial policy-making system suffers from a dispersal of responsibilities, which is the direct outcome of the history of Greek administration and the competition between government departments. It is of course a moot point whether consistency in spatial policy is ever achieved in any country, even where there is a long tradition of a hierarchy of geographically nested plans or of acceptance of common values and rules. But in Greece, the situation is made more serious by the fact that it is a country small in size, richly endowed with sensitive landscapes, of which its coasts are the best example, and with a vulnerable, often very old, cultural heritage.

E25. One of the greatest problems with Greek planning is the confidence gap between the public and the State and the almost instinctive resistance of the former to any action initiated by the latter. Experience shows that the State is rarely consistent in its actions and that therefore resistance, overt or covert, is usually effective. However, Greek society and economy is rapidly growing into a more complex, integrated and open system, while European Union membership is laying wide open, often in a socially disruptive way, the isolated, inward-looking enclaves of social, economic and administrative life. The old, admittedly inefficient and unproductive, equilibrium is challenged, but with it are challenged social relationships, which were more human, than they would be under a well-regulated, managerially-oriented system.

E26. It is against this background that the question of the possibility of comprehensive planning

has to be approached. Undoubtedly, present policy-making does not add up to a global planning approach and it is questionable whether going through the motions of formulating and implementing regional development plans or strategic plans of the national territory will bring about this approach. What is required is a change in mentality, inspired by a development conscience, based on a set of values, which escape the old 'traditional' parochial syndromes, but also avoid the anonymity of planned societies, managed by faceless bureaucracies.

E27. In the short term, important steps towards coordinated and socially convincing spatial planning include:

- increased consistency of policy-making, by relying more on dialogue and communication between political camps, government departments and between them and the public;
- sustained opposition to private interests undermining socially agreed policy;
- elimination of the demoralising effect of reversal or gradual, unacknowledged abandonment of policy;
- continuous explanation and popularisation of the nature of policy.

E28. And, at a more practical level:

- increased coordination between economic and spatial policies and plans, e.g. industrial policies and regional spatial planning;
- coordination between environmental policies, where the proliferation of agencies is particularly damaging;
- creation of machinery ensuring coordination at the highest possible level, possibly involving the re-activation of the National Committee on Spatial Planning and the Environment, created by law in 1976 (L. 360/76) and presently lying dormant;
- acceleration of procedures to complete land registration and to cover the national territory with basic land-use plans;
- substantial increase of enforcement powers;
- provision of intensive training programmes for government officials, professionals and university teachers, accompanied by the opportunity of mutual exchange of views and experiences.

## F. Policies

---

### Housing

---

#### Content

*F1.* Housing policy is formulated at the national level, although there is no comprehensive, nationwide housing strategy. There is no European Union policy affecting this sector. Regional and local authorities have not developed housing policies of their own. They have been recently empowered to engage in housing construction, but in practice there is no housing policy at the regional or local level. National housing policies do not have an immediate transnational impact across the frontier with neighbouring countries. However, a policy of transnational nature provides first hospitality, in transit centres, then temporary accommodation, in reception settlements with mobile homes, and finally permanent residence to repatriated Greeks, especially from the former Soviet Union. Settlement is directed to northern Greece, particularly Thrace (see also paragraphs D30 and F13).

*F2.* The Constitution (Article 21) makes it a State responsibility to care for the provision of housing to homeless or inadequately housed households. This is difficult in practice and is inadequately discharged. The vast majority of households rely on private savings to either employ professional builders and have their own house constructed, or acquire an apartment in blocks of flats erected by small-scale developers. The practice of constructing unauthorised first or second homes without a building permit is widespread, but the government is intensifying its efforts to put an end to it.

*F3.* Housing policy has always centred on the supply of housing credit, with minimal involve-

ment of the public sector in direct construction of dwellings. In the 1980s there was greater public activity in the housing sector, but it returned towards even smaller involvement than that of earlier periods, as a result of the economic recession and the tight economic policy of the late 1980s and 1990s. The liberalisation of credit regulations, introduced by the Bank of Greece in 1985, seriously affected the housing credit policy of the banks and credit agencies involved.

*F4.* Government policy in the field of housing falls into the following categories:

- (a) mortgage loans, usually to special categories of borrowers (civil servants, farmers, etc.), from specialised credit institutions, but also increasingly from commercial banks;
- (b) social housing construction, especially for private sector employees or those of public sector agencies, other than civil servants, making use of employers' and employees' contributions;
- (c) public welfare housing construction, either, on a negligible scale, for special categories of disaster victims and very low-income homeless households, or for repatriated Greeks, mainly from the republics of the former Soviet Union;
- (d) rent control, which is gradually being relaxed, in the context of a policy of market deregulation;
- (e) tax rebates and subsidies, e.g. on real estate transactions for first time buyers, loan interest rates, parental legacies, etc.;
- (f) land policy, in the form of land-use plans, such as the *geniko poleodomiko schedio* and the more detailed *poleodomiki meleti*.

*F5.* None of these policy areas has been comprehensively designed. They rather grew gradually in a piecemeal way through the addition of concessions to particular groups for social reasons or of acquired privileges (e.g. housing credit, social housing construction and tax rebates). In other cases they were devised in response to special circumstances, e.g. disasters or inflow of refugees. The absence of an overall policy conception and clear policy statement makes difficult the assessment of implementation (see also paragraph E6). In the section on mechanisms, discussion focuses rather on allocation of responsibilities and agencies involved (see paragraph F10).

### **Context**

*F6.* Domestic factors only determine housing policy. Private investment in housing serves, apart from the need for shelter, as an inflation-proof outlay of private savings and, frequently, as a convenient use of undeclared and untaxed income. Recently introduced tax policy makes the declaration of the origin of income used for the construction or acquisition of dwellings compulsory. The state of the economy, i.e. the existence of inflationary pressures or of symptoms of recession, has always been the main criterion for deciding housing credit policy, regulated by the Bank of Greece. The building sector, with a large workforce directly or indirectly employed in the construction industry, is used as a means of stimulating or reducing demand and, therefore, of 'heating' or 'cooling' the economy. Recent trends towards greater liberalisation in the economy, where European Union policy is of course influential, will probably reduce the excessive use of this policy instrument in the future.

*F7.* Housing policy is determined by political expediency, in addition to economic factors. Land-use policy in particular, which affects the right to obtain a building permit, has a clear political importance. Governments usually tend to respond to popular pressures by legalising unauthorised dwellings, without prior appropriate planning of the respective areas of illegal building activity. Current policy is to accelerate the integration of these areas into official town plans, within limits dictated by environmental considerations, and, at the same time, tighten the control of illegal construction.

*F8.* Housing policy at present is hampered by existing trends towards market liberalisation, bud-

get deficits and excessive government borrowing, economic stagnation, extensive unauthorised building activity, and environmental degradation, especially in suburban areas of second homes, in the vicinity of large cities. The context in which housing policy is formulated, even in its present modest form, also includes increasing symptoms of social exclusion, affecting minority groups, such as old people, low-income households, people outside the net of social protection, or foreign migrants. Like unemployment, homelessness and exclusion from housing markets are growing and becoming serious as Greek society is changing and traditional social protective mechanisms are weakening.

*F9.* If present trends continue, the availability of private savings for housing construction will probably be adversely affected by current stabilisation policies, implemented as part of the programme towards convergence of the European economies. Low-income groups will tend to find institutional arrangements for access to housing finance totally out of their reach. Tighter control of unauthorised development is becoming inevitable for environmental reasons, in accordance with EU environmental policies. Private housing developments on a scale similar to those of more developed economies seem slow to materialise in Greece and are unlikely in any case to be accessible to low income households. Control over the rental sector is being relaxed, with unpredictable consequences and the level at which the market will stabilise is likely to exclude these households. A national housing strategy will have to be devised.

### **Mechanisms**

*F10.* The absence of a long-term, comprehensive housing strategy makes any reference to policy implementation questionable (see also paragraph F5). Existing taxation, credit and housing construction mechanisms are rather established administrative practices, perpetuated as a matter of routine, with small fluctuations depending on short-term social or economic policy considerations. To the extent that these fluctuations can be said to reflect short-term housing policy, such policy is implemented through a variety of agencies and procedures, operating at national level. In the following paragraphs brief reference is made to these agencies, responsible for policy areas mentioned in paragraph F4, in the same order. The role of local authorities and agencies is virtually non-existent. Power has been given to



municipalities to set up construction companies, which is a possibility which they are only now beginning to exploit in exceptional cases, as e.g. in the case of the operational planning zone or *zoni energou poleodomias* (see paragraph B114) of the town of Kozani (see paragraphs B86 and B99).

F11. Housing credit is extended by:

- the *Tachydromiko Tamieftirio* (Post Office Savings Bank) and the *Tameio Parakata-thikon kai Daneion* (Consignations and Loans Fund) to civil servants and other public sector employees;
- the *Agrotiki Trapeza tis Ellados* (Agricultural Bank of Greece) to farmers affected by natural disasters and other special conditions;
- the *Ethniki Ktimatiki Trapeza tis Ellados* (National Mortgage Bank of Greece) and the *Ethniki Stegastiki Trapeza tis Ellados* (National Housing Bank of Greece), the two specialised housing credit banks (see also paragraph D21), to a variety of borrowers, either in the form of free loans with a negotiable interest rate, or in the form of loans on the basis of past savings deposits;
- the commercial banks, after the 1985 liberalisation of the credit system, when the Bank of Greece allowed all banks to grant loans on a negotiable interest rate, following European Union directives (see Presidential Decree 474/19.3.85).

No more than 15% of owner-occupier households are covered by housing credit provisions, while credit to construction firms is virtually absent.

F12. Social housing construction is undertaken by the Autonomous Workers' Housing Organisation (*Aftonomos Organismos Ergatikis Katoikias* (AOEK)). AOEK is the only housing agency, which handles funds of some importance, made up of employers' and employees' contributions (see paragraph D15). It provides dwellings in specially built housing estates, grants low-interest loans jointly with the National Mortgage Bank, or provides interest-free loans for the completion or modernisation of dwellings owned by the beneficiaries. Since 1989, it has been able to take part in joint projects with other agencies, subsidise mortgage repayment instalments or the rent paid by its beneficiaries living in rented accommodation, let out its housing stock, and invest its funds

in a special revolving fund for future lending. The other agency, which is active in the field of social housing, the Public Company for Town Planning and Shelter (*Dimosia Epicheirisi Poleodomias kai Stegasis* (DEPOS)), has not so far made a serious impact (see also paragraphs B54 and D15-16).

F13. Public welfare housing construction is mainly in the hands of the National Foundation for the Reception and Rehabilitation of Repatriated Greeks (*Ethniko Idryma Ypodocheis kai Apokatas-taseos Palinnostounton Omogenon Ellinon* (EIYAPOE)), responsible for the accommodation and integration into Greek society of repatriated Greeks (see paragraph D30), and of the Ministry of Health, Welfare and Social Insurance. The latter's programmes are declining in importance, since even in the case of disaster victims, the normal practice is to operate a loan system on favourable terms.

F14. Rent control is exercised by the Ministry of Commerce. It has a long and controversial history, but, according to current policy, is due to be phased out by 1997, in the context of the market liberalisation policies of the European Union. Tax exemptions are the responsibility of the Ministry of Finance which, jointly with the Ministry of National Economy, controls the supply of credit, in the context of monetary policy. It is also the government department responsible for issuing government securities, the attractiveness of which has diverted private funds away from housing investment, as a result of the government's high borrowing requirements.

F15. Land policy, exercised through the production and implementation of town plans, is the responsibility of the Ministry of the Environment, Spatial Planning and Public Works (*YPECHODE*). This ministry also controls the location of all public housing projects and is in charge of the production and implementation of social housing projects of other ministries. Town plans are extensively discussed in the section on policy instruments.

## Commerce

---

### Content

F16. The location of commercial activity is directed by town plans (*genika polleodomika schedia* and *poleodomikes meletes*) as part of land-use

policy (see paragraphs B59, 78, 91-92). All *genika poleodomika schedia* designate areas for wholesale and retail trade. No special policy exists for developments in *ektos schediou* (out-of-plan) areas. Building conditions are of course a matter of the presidential decrees of nationwide application for such areas. So far there has not been an explicit or indirectly discernible national or regional policy on wholesale or retail trade which could be easily identified and described. Implementation is therefore hard to document (see comments in paragraph E6). European Union policies had no impact in this sector. In spite of the key role of the Ministry of the Environment (YPECHODE) in the approval of land-use plans, commercial location policy is determined by considerations at the local level.

F17. Two innovations are being proposed in the operational programme for industry for 1994-99, in the context of the second CSF: creation of (a) two or three trade, trans-shipment and warehousing parks, including one in Attica, near Athens, and one in northern Greece, offering a broad range of services, and (b) at least one free trade and manufacturing zone in northern Greece. A major warehousing centre is in the process of construction in western Attica, by the Privileged General Warehousing Company of Greece s.a. (*Pronomiouchos Anonymi Etaireia Genikon Apothikon Ellados (PAEGAE)*) a subsidiary of the State-owned National Bank of Greece (*Ethniki Trapeza tis Ellados*).

F18. The current programme of the Ministry of the Environment (YPECHODE) for Greater Athens, entitled 'Attica SOS', sets a target of creating three wholesale zones around Athens. One will be linked with the sorting station of Greek Rail in western Attica, near the industrial town of Eleusis, on the Thessaloniki-Athens line. Detailed designations will be dealt with in the appropriate zones of land development control (*zones oikistikou elenchou*), mentioned in paragraph B116. The location and appropriate local planning of large shopping centres or multiple stores is still inadequately handled in the Athens area. Some of these developments have made extensive use of the *metafora syn-telestou* procedure, that of transferring the available floor-area ratio (FAR) increment from other properties (see paragraph B118). This has been frequently resisted in court. Attempts are also made to control open air trading, mostly an activity of the shadow economy of the commercial sector.

## Context

F19. The property development sector is extremely fragmented and retail commercial premises are normally provided in conjunction with housing accommodation or offices in individually constructed blocks. However, there has been an increasing tendency recently, particularly in and around Athens, towards the development of shopping centres or individual mega-stores, involving a small number of developers or foreign commercial chains. The complexity of development and planning procedures, the fragmentation of land ownership, the availability of finance, the underdevelopment of the rental sector and the absence of a mature property management business activity impose severe limitations on the commercial land development sector. The inadequacy of advance road and engineering infrastructure is visible in the areas of new developments. The authorities have not yet come to grips with the problem and the latent demand for suitable land, which simultaneously responds to, and shapes the changing pattern of consumer demand. A real business war is being waged between supermarket chains, multiple stores and cash and carry shops. In the framework of the European single market the establishment of commercial firms will be intensified, causing more pressure for large tracts of land to be made available to major commercial users.

F20. Wholesale trade suffers from a deplorable shortage of warehouses, e.g. in Athens, where the situation is particularly critical, available premises are scattered throughout the urban fabric, mixed with a variety of other uses. PAEGAE (see paragraph F17) owns a number of such depots. They are often associated with small road transport firms, operating in cramped conditions in areas with poor infrastructure, as in the Elaionas district of Athens (see paragraph D17).

## Mechanisms

F21. The government department in charge of sectoral policy is the Ministry of Commerce, which has a limited role in spatial and location policies. Such policies are the responsibility of the Ministry of the Environment (YPECHODE) and its regional services and are discharged locally through the production and implementation of plans, i.e. *genika poleodomika schedia* and *poleodomikes meletes*. Therefore, implementation of commercial location policy remains a matter of implementation of local plans. The role of

local authorities is circumscribed by the limitations of their planning powers. They have powers with regard to local markets. The role of the Ministry of Commerce is likely to grow in importance after the creation of a single large Ministry of Development, incorporating the old Ministries of Commerce, Industry and Tourism, with extensive powers in competition control and consumer protection, is approved (see paragraphs B23 and B29). The intention of the old ministries was always to increase their role in the planning, creation and management of industrial and business parks and to promote the idea of private management. As to warehousing, agencies which are active in this field have been mentioned already.

## Industry

---

### Content

F22. At the European Union level, the opening up of the European single market is the most important single pressure being put on Greek firms and the Greek Government to modernise the structure of industry. State aid, through direct public ownership of ailing industries, is no longer a feasible alternative, given the government policy to reduce budget deficits and place public spending under control, following the convergence programme (*programma synglisis*) agreed with the European Union (see paragraph E11). The EU policy on the environment is also affecting domestic industrial location policies, since the approval of environmental impact statements is now a precondition of building permits and operation licences. Greek policy for industrial development is now intimately linked with the implementation of the second CSF for the period 1994-99 and its operational programmes on industry, technology and the environment.

F23. The core of current national policy on industrial development is to increase the competitiveness of Greek industry and to base future development on new comparative advantages. Emphasis is placed on the role of producers and human capital and on the importance of knowledge, talent and adaptability. The 1994-99 *schedio periferiakis anaptyxis* of the country links the competitive strength of industry with the introduction of new technologies, a more favourable business environment, better infrastructure and the creation of networks. In addition

to the goal of competitiveness, it specifies the following future directions:

- qualitative improvement of production;
- incorporation of environmental goals;
- structural improvements with special sectoral programmes;
- support for small and medium-sized industries;
- assistance to declining areas.

Industrial policies are not yet formulated at regional or local level.

F24. Current national policy is given expression in the second CSF for 1994-99 and in particular the operational programme on industry, divided into five sub-programmes, as follows:

- Infrastructures: product quality, industrial estates and enterprise zones, industrial areas in decline, exports.
- Private investment: large-scale investments, regional incentives, selected projects (aluminium, gold, combined heat and power).
- Industrial modernisation: technology, competitiveness, eco-products, industrial safety.
- Small and medium-sized firms: finance and institutional innovations, information, management, subcontracting, handicrafts.
- Human capital: training, management plans.

F25. In this report, it is the spatial content of the operational programme which will be considered. The programme envisages a reorganisation of the industrial estates system; to improve the quality of management with the creation of local management companies, to restructure spatial distribution and to supply better infrastructure for environmental protection. The possibility of private free trade and manufacturing zones has been mentioned in the section on commerce. Concerted action, in conjunction with regional operational programmes, will be taken to upgrade infrastructure in declining industrial areas.

F26. A policy of selective support to a small number of technology parks in important urban centres, other than Athens, is being pursued, combined with a policy of a network of technology innovation centres in Athens itself (see paragraph D10). In the capital, control of industrial development will continue for environmental reasons, in spite of growing indications that it is stifling much needed investment. However, the situation in At-

tica, which suffers from serious unemployment, is expected to improve with a policy of better management of existing clusters, as, for example, in the Elaionas district (see paragraph D17), promotion of industrial parks to attract dispersed industry, and incentives for environmentally clean, high technology developments.

## Context

F27. A great deal of the manufacturing sector's present difficulties is explained by the chronic weaknesses of the Greek economy, briefly outlined in the section on economic development policy. Greek manufacturing grew rapidly in the 1960s and 1970s, but did so in an environment of State protection, which in the long run undermined its competitive strength. In the 1980s, the sector entered a period of stagnation and low investment returns, with the result that in the last few years fixed capital formation, as a percentage of value added, fluctuates at levels below those of the early 1980s. The volume of industrial production is roughly equal to that of the late 1970s and manufacturing firms have sharply declined in competitiveness in the domestic market. Debt and reliance on imported technology are disturbingly high. Industrial credit is very expensive for the borrowers and uncertainty over future demand and government policy creates an unstable business environment.

F28. The geographical pattern of industry is marked by extreme concentration in Athens and Thessaloniki, with severe problems affecting their operations, especially in the capital. In the rest of the country industry is more dispersed and hindered by inadequate transport facilities, infrastructure and service support. The industrial estate (VI.PE.) network proved ineffective, but remains a useful basis for more rational spatial organisation. Serviced land suitable for industrial development and clear planning and building regulations are two important requirements from the point of view both of serious investors and of environmental protection. The latter suffers badly in conditions of poor planning control, which allows polluting and frequently unlicensed activities.

F29. Industrial development is often resisted by local groups, partly as a result of past bitter experience. This resistance is however becoming a serious problem for the future, making a coherent industrial area policy even more urgent. Growing unemployment is particularly high in areas of industrial decline, including important in-

dustrial centres, such as Patras, Volos or Kozani. This constitutes a major threat to Greek society and economy at present and for the rest of the 1990s,

## Mechanisms

F30. The main mechanisms for implementing spatial industrial policy formulated at the national level, most of which are described in the section on the planning system, are:

- the siting consent procedure (*proegkrisi chorothesis*), based on environmental legislation and EU regulations, involving the submission of environmental impact statements (see paragraph C34);
- regional incentives (*kinitra*) legislation (see paragraphs C39 and 42);
- infrastructure development, funded by the government and increasingly through the CSF (see paragraph A30);
- assistance programmes to industrial areas in crisis, also integrated in the CSF;
- industrial estate development (see paragraphs B40 and D10) and support for technology parks;
- designation of industrial development areas in *genika poleodomika schedia* (GPS) or *zones oikistikou elenchou* (ZOE).

Monitoring of development takes place through records of investments supported by regional incentives, statistics of demand for land in industrial estates and statistics of permits and operation licences. At the European Union level the progress of projects funded through the CSF is also monitored by the European Commission.

F31. The Ministry of Development, into which the old Ministry of Industry has been incorporated, and the Ministry of the Environment (YPECHODE) are the main government agencies concerned with the spatial development of industry and are likely to remain so. Power may shift towards the former, if policies contained in the current operational programme for industry are implemented. It is too early to assess the implementation of this programme. Among other actors involved in the process of industrial policy implementation the Confederation of Greek Industries (SEV) and the General Federation of Trades Unions (GSEE) are the main pressure groups. An important role is played by some of the regional federations or unions, especially in the large cities, e.g. the Fed-

eration of Industries of Athens and Piraeus, the Federation of Industries of Northern Greece and Trades Unions Centre of Athens. The Hellenic Bank of Industrial Development (ETVA) has been the agency in charge of the creation and management of the industrial estates network in the country, but present policy is to move towards decentralised, locally-based management companies. At the regional level, the regional general secretariats have not reached the point of managing and implementing their own industrial policy. At the local level, the role of local authorities has been extremely limited so far, except in acting as a pressure group resisting developments, in alignment with various environmental pressure groups.

## Leisure and tourism

---

### Content

*F32.* At the European Union level the realisation of tourism policies in Greece and the setting in motion of the implementation mechanisms mentioned below, is dependent on national and EU co-funding through the operational programme on tourism and culture of the second CSF. In tourism, liberalisation policies and the equalisation of capital movement conditions in the context of a single market have clearly influenced Greek policy. The same can be said of European policies in other sectors; e.g. policies expressed in the fifth action programme on the environment, have found their way into policy-making on tourism in relationship with sustainable development. Greece is anxious to emphasise this link and the European Council of Ministers for the Environment has adopted it as a cornerstone of a European approach to tourism. The connection now being made between tourism, the natural environment and culture, has a European dimension, in the sense that the premise of Greek policy is that the heritage of Greek nature and culture is an invaluable European asset, a point to be repeated in the appropriate sections.

*F33.* National tourism policy has moved from an emphasis on the attraction of large numbers of tourists to an emphasis on:

- improving the competitive edge of the sector;
- upgrading the quality of its product and its content of domestic added value;
- reducing dependence on mass tourism;

- lengthening the tourist season;
- enhancing and protecting tourist resources, natural or man-made, and, above all,
- linking tourism and cultural heritage policies in a single policy bundle (see section on heritage).

*F34.* Regionally, present national policy tries to strike a balance between favouring peripheral or marginal areas, which have negligible tourism development, but considerable potential; and encouraging already developed areas to upgrade, differentiate and refine their tourist product. Priorities include areas where existing or anticipated development threatens the natural environment, especially coastal zones, and the Greek authorities have supported a European action programme on coastal management. At the regional or local level, the respective authorities have not so far developed independent policies.

### Context

*F35.* The precarious nature of the balance of payments in the Greek economy has caused the pressing need for foreign exchange earnings throughout the post-war period. This was, and still is, the reason for the importance of tourism. This pressure is always present, but conditions have changed. The annual number of tourists is now roughly equal to the country's population (approximate number of annual tourist arrivals: 10 million). Tourism accounts for about 10 % of GDP, which is a record figure in the EU, the number of tourists keeps growing, but incomes from tourism decline, as a result of lower spending per tourist. Environmental conditions have deteriorated in a number of tourist destinations, from Athens to islands most popular with tourists. Tourist infrastructure and facilities have not kept pace with changing demand patterns, especially of a more sophisticated nature. Mass tourism tends to dominate the market, hence the dependence of the sector on large tour operators.

*F36.* The problems identified in the operational programme on tourism and culture, which makes part of the second CSF, include:

- inadequate all-purpose or special infrastructure;
- competitive weakness of a large number of tourist firms;
- short tourist season;

- dependence on mass tourism and tour operators;
- narrow range of tourist origins (approximately 90 % European);
- regional imbalance of development and excessive saturation of certain areas;
- low expenditure per head of tourist;
- environmental impact, intensified by seasonal pressures and congestion;
- absence of modern training programmes for tourist personnel.

### Mechanisms

F37. Policy objectives will be pursued at the national level through the following mechanisms:

- development incentives, as specified in recent appropriate legislation, with increased emphasis on competitiveness, product quality, natural or cultural resource protection and facilities which widen the range of tourism services;
- specific incentives for the modernisation of existing important facilities, the creation of 'integrated tourism development areas' (*perioches olokliromenis touristikis anaptyxis (POTA)*), selected tourist infrastructure projects, including transport or harbour facilities, and new investments in established tourism and leisure zones or in buildings of traditional architecture;
- public investment, combined with funding from the second CSF to develop special forms of tourism, e.g. ecological, cultural, mountain or nautical tourism, as well as conventions, health or religious tourism, and to create the abovementioned integrated areas.

F38. Established control procedures are used to steer development in desired directions or prevent environmentally damaging projects, i.e.:

- licensing procedures of the Hellenic Tourism Organisation (see paragraph B41) for tourist accommodation and other facilities (e.g. marinas);
- ad hoc licensing procedures for special leisure facilities, such as casinos (L. 2206/94, FEK 62A/94);
- the siting consent procedure (see paragraph C34) of the Ministry of the Environment (*YPECHODE*), to control environmental impacts;

- town planning controls in accordance with land-use plans, such as *genika poleodomika schedia* (paragraph B78), plans for zones of land development control, known as *ZOE* (paragraph B116), and plans for second home areas (paragraph B106).

Some of these controls are operated at the regional or rather *nomós* level, when the necessary delegation of powers exists (see also paragraph D28).

F39. The key actors involved in implementing tourism policy are national authorities. The Ministry of Tourism was until recently the policy-making agency in central government. It is now part of the new Ministry of Development (paragraph B29). It supervises the Hellenic Tourism Organisation (*EOT*), which is charged with the promotion and development of tourism. In relation to the ministry, *EOT* has a rather executive role. Hotel chambers are the main pressure group, with a great deal of influence particularly in tourist regions, such as Crete. *YPECHODE*, as in the case of industrial developments, controls location through the siting consent procedure.

## Environment

### Content

F40. The edifice of Greek environmental policies is largely founded on European Union policies and programmes. The basic law on environmental protection (L.1650/1986) brings EU Regulation (EEC) No 85/337 into the Greek statute book, including the procedure of environmental impact assessment. Many EU regulations and directives on wildlife, flora and fauna, ecosystem protection, waste management, industrial gas emissions, etc. have a direct impact on Greek policy, in spite of undoubted problems of implementation and monitoring. The adjustment of Greek institutions, legislation and procedures to EU regulations is a major policy goal in itself, in spite of obvious difficulties arising out of rigid practices and administrative inertia. The fifth environmental action programme provides guidance to all current policy efforts towards sustainable development. European Court rulings and European Parliament communications offer arguments in the public debate on environmental issues.

*F41.* The importance of EU financial support through the Community support framework or the Cohesion Fund, and the principle of joint planning of sectoral and regional operational programmes constitute the most immediate influence of the EU on national decision-making in the environmental field. The balance of resource allocation in these programmes is profoundly affected and major projects, such as the diversion of the Acheloos river, come under the direct scrutiny of the Community administration. Particular Community initiatives, such as Envireg, were also instrumental in promoting national environmental protection initiatives. Programmes on telematics or remote sensing and satellite mapping (e.g. Corine) will gradually make a serious impact on environmental monitoring procedures. At the urban level, programmes such as URBAN or that of 'Neighbourhoods in crisis' deserve to be mentioned, as encouraging pilot applications.

*F42.* Certain current policy initiatives are of a transnational character. The country's northern border zone contains inland water or mountain ecosystems of international importance, which require joint action and management with neighbouring countries. Such is the case with the Prespa (*Prespansko*) lakes, the rivers Aoos (*Vijose*), Axios (*Vardar*), Strymon (*Struma*), Nestos (*Mesta*) and Evros (*Marica*), and the Rodopi mountain range. Equally in need of concerted action are the problems of sea-water pollution associated with navigation from the Adriatic to the Ionian Sea through the Straights of Otranto and from the Black Sea to the Aegean through the Dardanelles. The operation of nuclear power stations using obsolete technology in Bulgaria is also a source of serious concern.

*F43.* National environmental policy is an important element of the second Community support framework, currently being implemented in cooperation with the European Union for the period 1994-99. As stated in the CSF, the adopted strategy is based on:

- effective prevention;
- fighting of pollution at its source;
- the 'polluter pays' principle;
- environmental conservation and, wherever necessary, protection.

The main goal is qualitative, and in certain cases quantitative, environmental improvement, and the rational management of environmental resources

and factors. More detailed objectives include (see also paragraph D25):

- setting up environmental monitoring and control mechanisms;
- action aimed at implementing EU directives on (a) liquid effluents, urban and toxic wastes, and drinkable water, and (b) air quality, soil protection, the protection of birds and industrial accident prevention;
- supporting Community actions towards more effective spatial planning and forest and ecosystem protection.

*F44.* Environmental policy is further elaborated in the operational programme for the environment of the second CSF, in terms of specific measures. These measures are to be implemented at the regional or local level, but they are still part of national policies. The proposed measures are grouped as follows:

- environmental quality monitoring and control of projects and activities;
- management of the man-made environment, i.e. protection, pollution abatement, upgrading and rational management of environmental agents, which include water, soil, air, ecosystems, wastes, noise, radiation, vibration, hazards, spatial and urban structure and town planning;
- upgrading, preservation, protection, qualitative improvement and rational management of the natural environment and of natural resources;
- protection, upgrading, amelioration and modernisation of infrastructures, plans and plan implementation, at the level of urban and regional spatial planning, in accordance with the principles of sustainable development;
- ad hoc confrontation of environmental problems, especially of atmospheric pollution, in specific cities and areas of the country;
- ad hoc confrontation of environmental problems, requiring intersectoral cooperation, such as those involved in the use of fossil fuels and problems of industrial accidents and work safety.

*F45.* At the local level, reference should be made to urban policy. The priorities of central government policy were already presented in the overview of the planning system (see paragraph A53). Urban development is included in the sec-

ond of the five development directions (or axes) of the current Community support framework. The Athens and Thessaloniki underground railways are part of the national component of the CSF (see paragraph D25), but other urban development measures are included in the regional component, i.e. in the regional operational programmes of the CSF.

F46. The magnitude of urban problems in Greater Athens, for which responsibility is effectively shared between the Ministry of the Environment and the Athens Organisation (see paragraphs B43-45), justifies an outline of policies for the capital:

- Spatial restructuring:
  - reinforcement of supra-local centres;
  - internal decentralisation of urban functions;
  - creation of infrastructure for a modern economic metropolis;
  - enhancement of cultural assets of pan-European importance;
  - selective renewal interventions at strategic points;
  - protection of natural environment and open spaces in and around the city.
- In particular:
  - (a) Renewal projects
    - comprehensive land-use organisation of historic sites, to integrate into a single space all areas of archaeological interest in Central Athens (see also paragraph F89);
    - reorganisation and protection of peripheral urban space, through appropriate land-use control mechanisms.
  - (b) Natural environment protection
    - protection and reforestation of surrounding mountains;
    - protection and environmental enhancement of water streams;
    - restoration of old disused quarries;
    - land-use control and protection of coastal zones;
    - individual projects (ecological park, sports and arts park).
  - (c) Restructuring of production spaces
    - renewal of industrial Elaionas district (see paragraph D17);
    - organisation of industrial parks;
    - organisation of wholesale and cargo centres.

F47. Policies directed at reducing pollution, improving waste management and planning a more efficient transport network are outlined in the appropriate sections. Flood control projects were recently initiated in the light of serious floods in Athens. Policies to mitigate the impact of seismic episodes, by identifying areas of seismic vulnerability associated with land-use and urban structures, are being studied by the Organisation of Seismic Disaster Planning and Protection (*Organismos Antiseismikou Schediasmou kai Prostatias* (OASP)).

## Context

F48. An overall judgment on the quality of the environment in Greece must acknowledge positive aspects. However, there are ample signs of rapid environmental deterioration in the country, which is expanding at a worrying rate, due to delayed development and urbanisation of parts of the national territory. This has placed environmental protection issues at the top of the political agenda and has led to extensive public outcry and pressure group mobilisation. Disasters directly linked to poor environmental management have become more frequent and the image of the inefficient State, an undoubted reality but also a facile excuse for social inaction and individual irresponsibility, has been magnified.

F49. The Greek territory contains a great diversity of valuable ecosystems at close proximity, which makes them especially sensitive. This is due to the climatic variations and the physiography of the terrain. This diverse environment is inhabited by an exceptionally large number of plant and animal species, of which an important number are endangered. The country has more than 400 ecosystems of national importance, of which about 30 % are threatened, while a large number are suffering gradual degradation. Some 46 % are mountain systems, 33 % inland water systems and 21 % are coastal or island systems. These ecosystems include 10 designated national parks and 11 wetlands of international importance, protected under the Ramsar Convention (see also paragraphs D34-36). There are two sea parks, in the northern Sporades islands and in the Bay of Lagana (Zakynthos island), breeding ground of the *Caretta caretta* sea turtle. In the case of the latter, official designation is still awaited.

F50. Natural ecosystems suffer from intrusion and pollution, produced by manufacturing and



energy production plants, mining and quarrying, transport, agriculture and urban development. Problems associated with urban, industrial or agricultural wastes and effluents are mentioned in the section on waste management and pollution.

## Mechanisms

F51. Implementation of environmental policies at the regional level relies primarily on:

- designation of protected natural ecosystems, national parks, etc.;
- land-use control in designated zones of land development control, known as *ZOE* (see paragraph B116);
- protection of forest land, through the appropriate forestry legislation, especially of burned forest areas;
- siting consent procedures (see paragraph C34), involving submission of environmental impact statements;
- use of incentives to achieve relocation of offending activities.

F52. In view of the shortcomings of effective policing and enforcement procedures, there is clearly need for better enforcement. At the local level, implementation mechanisms include town planning procedures and the enforcement of pollution controls for industrial emissions and wastes, building heating and vehicle emissions. Building of infrastructure, such as waste and sewage treatment and recycling plants, water purification plants and transport facilities, is an important instrument of environmental improvement, which figures prominently among projects included in the second CSF and those financed by the EU Cohesion Fund.

F53. Environmental monitoring, as mentioned already, is the object of the first of the sub-programmes of the current operational programme for the environment. Nevertheless, it is an area where substantial progress has been made, especially with respect to air, water and noise pollution. A monitoring programme has been in operation in Athens for 20 years, offering information both for long-term planning and day-to-day management, particularly at the time of severe pollution episodes. Existing machinery will be modernised with the introduction of more sophisticated information technology and the cre-

ation of a body of environment inspectors. Separate arrangements apply to the monitoring of environmental hazards (fires, earthquakes). The improvements of these arrangements is the object of sectoral operational programmes.

F54. Many central government ministries have an important role in the environmental field, which is not surprising given the broad range of concerns. These range from the protection of natural habitats and industrial or traffic pollution abatement to the mitigation of industrial accidents and the improvement of living environment. The most important of these ministries is of course the Ministry of the Environment, Spatial Planning and Public Works (*YPECHODE*), but agriculture, industry, health, labour, interior and even public order are closely involved. The main weakness of the system is in the role of decentralised services, an area where current reforms at the level of second-tier local government should produce a new situation. In certain fields, such as forest management, decentralised agencies, within the prefectural structure, already had substantial powers before recent reforms. First tier local authorities (*organismoi topikis aftodioikisis*) play a very limited role in the protection of the natural environment, with some interesting exceptions, such as the environmental monitoring programme of the municipality of Elefsis. At the local level, these authorities should play a greater role, but even in town planning the balance of decision-making power is still on the side of central government. In the two main metropolitan centres of the country, the Athens and Thessaloniki Organisations hold very important powers of planning, implementation and environmental protection.

F55. The environmental lobby has grown enormously in recent years. The presence of Greek sections of international organisations, e.g. Greenpeace and the World Wildlife Fund, constitutes an important force, but there are also national and local organisations, which are very active. Professional organisations often have a key role in organising protest. The Council of State (*Symvoulío Epikrateias*) is an even more formidable force (see paragraphs A17-18, B97, B122 and C30). Its rulings, which have overturned administrative acts regarding major public works, town plan extensions or individual building permits, constitute a major influence on government decision-making and, in the case of large projects, on European Commission attitudes.

## Transport

---

### Content

*F56.* The policies adopted by the Greek Government are consistent with European Union policy with regard to trans-European networks and the aim of cohesion. Funding for investment in transport projects, contained in the current government programmes for this sector, is provided by the Community support framework 1994-99, the Cohesion Fund and the EU initiative Interreg, on the development of border zones. The importance attached to the new Athens airport, but also to that of Thessaloniki, is another example of planning in line with the EU policy of creating a denser transport network between important European economic centres.

*F57.* Apart from the influence of EU policies, other general political and economic considerations at a transnational level are of equal weight in determining transport policy. The political crisis in the Balkans forced Greece into seeking alternative, and far more expensive, routes for its export-import trade, and provided more urgency to the policy of the western gate to the Adriatic Sea. On the other hand, economic cooperation and exchange opportunities with eastern Europe and the Black Sea countries add importance to an 'eastern' strategy, which is beginning to receive attention, albeit to a more limited extent, given the scarcity of investment resources.

*F58.* National policies are stated in the 1994-99 Community support framework for Greece. The first of the five development objectives of the CSF is to reduce the country's peripherality in the European context and to promote greater internal integration, through the development of major transport infrastructures. The goals of the operational programme on roads, seaports and airports refer to the expansion, development, and improvement of:

- transport services;
- international connections and the satisfaction of EU and other international demands;
- internal connections aiming at regional development and economic cohesion;
- safety conditions in transport;
- intermodal coordination.

The same goals apply in the case of the railways, dealt with in a separate operational programme, although in their case the main aim is to increase their share of total transport services.

*F59.* The basic spatial concept of the approach adopted in the CSF, with respect to the transport system at national and regional level (see also paragraph D25), includes the:

- construction and/or completion of two motorways along the south-north and west-east corridors;
- improvement of the railway line along the first of these corridors;
- upgrading of two 'western gate' ports and, to a more limited extent, of three ports on the eastern coast;
- construction of the new Athens airport at Spata.

*F60.* The south-north corridor links the three largest urban centres of the country (Patras, Athens, Thessaloniki) with Evzoni, on the northern border, hence the name '*PATHE* motorway'. The west-east corridor, that of the Egnatia motorway, which takes its name from the old Roman Via Egnatia, links the western gate port of Igoumenitsa with Thessaloniki, Kavala, Alexandroupolis and the Turkish border, at Kipi. The two western ports are Patras and Igoumenitsa, and those on the eastern coast are Kavala, Alexandroupolis and Volos. The main Greek port is of course Piraeus, part of the Athens agglomeration.

*F61.* At the local level, reference should be made to two major urban transport facilities singled out in the CSF, i.e. the underground train networks for Athens and Thessaloniki. Of these, only the Athens metro is in a stage of construction, involving two lines (north-south and east-west), in addition to the old existing line, which runs only partially underground. The project is expected to contribute to environmental objectives by reducing traffic pollution and congestion.

*F62.* With respect to the capital of the country, the policy which both the Ministry of the Environment (*YPECHODE*) and the Athens Organisation (see paragraphs B13 and B43-44) are pursuing is to create peripheral highways. These will relieve through traffic pressures and contribute to the overall improvement of the infrastructure,

needed by a modern metropolis. These projects include:

- the bypass road linking the industrial area of Elefsis to the north-west with the new Spata airport to the east of the city and, further, with the industrial township of Lavrion at the tip of the Attica peninsula;
- a peripheral artery around Hymettus mountain to the east of Athens;
- a tunnel under Hymettus to link the new airport area on the east of the mountain with the Saronikos Bay coast on the west;
- a suburban overground train line east of Hymettus, along an old disused line, linking the northern suburbs of the capital with Lavrion;
- an urban tramway line in central Athens.

Priority urban transport projects in other cities include bypass roads and, in the case of Thessaloniki, the western access from the north-south motorway of the country.

## Context

F63. The context in which current policies were formulated, and the issues they had to respond to, are determined by the problems resulting from poor:

- connections between north-west and west of the country and north-east and east and also between north-west and north-east on one hand and the central developed corridor of the country on the other;
- road safety;
- rail network condition and service quality;
- seaport infrastructure;
- connections between mainland Greece and islands and between islands;
- airport infrastructure, safety and air traffic control;
- urban traffic conditions, especially in Athens;
- shipment conditions of Greek exports, especially of perishable agricultural produce, at very high cost.

These problems have to be seen in the context of the wider political issues discussed earlier, but also in that of economic conditions. These demand the initiation of large projects, capable of

reviving an economy in recession and of absorbing badly needed foreign exchange funds.

## Mechanisms

F64. The key implementation mechanism is the public works procedures, for the construction of roads, railway lines and transport terminals. Urgent streamlining of these procedures is under way, to iron out difficulties inherent in past practices and to bring them in line with EU guidelines. The large number of construction firms lead to excessive fragmentation of projects and excessively low bids, when tenders are invited for the execution of projects. Special arrangements have been agreed between the EU and the Greek Government regarding project management. The new Athens airport at Spata has been the object of separate arrangements and ad hoc legislation went through parliament to ratify agreements between the Greek Government and an international consortium which will develop the airport. Ad hoc legislation also regulates the construction of the Athens metro, to ensure that normal bureaucratic obstacles are overcome.

F65. The most important government department involved in the provision of national and regional urban transport infrastructure is the Ministry of the Environment, Spatial Planning and Public Works (YPECHODE), and in particular, the General Secretariat of Public Works and its regional directorates. The organisation of Greek Railways (*Organismos Sidirodromon Ellados* (OSE)) is responsible for the rail network. Large State companies, e.g. OSE or Olympic Airways (*Olympiaki Aeroporia*), but also regional and urban road transport operators are supervised by the Ministry of Transport. Road construction in urban areas is the responsibility either of prefectures or local authorities, depending on the type of road. The Athens single line, underground train is the responsibility of the Athens-Piraeus Electric Train Company (*Illektrikoi Sidirodromoi Athinon-Pireos* (ISAP)). The management of the new underground train project has been undertaken by the company *Attico Metro* (see also paragraphs B16 and D26), under ad hoc legislation. The two agencies will be merged into a single company after the completion of the phase now under construction, which includes two additional lines. Bus services in Athens are managed by the Organisation of Athens Urban Transport (*Organismos Astikon Syngoinonion Athinon* (OASA)).

## Economic development

---

### Content

F66. European Union policy determined the policies incorporated in the Community support framework 1994-99, which are in line with the EU White Paper on development, competition and employment. Large projects which are integrated in trans-European networks and the pursuit of macroeconomic stability are expected to create an attractive climate for investment. Industrial development and vocational training policies will contribute to the creation of jobs, while those in the sectors of the environment, urban development (including the Athens and Thessaloniki underground trains) improve the quality of life. Adherence to the objectives of economic and monetary union made it necessary for the European Union and Greece to agree on a convergence programme, as a precondition for the approval of the CSF.

F67. At the national level the main short-term target of economic policy is to put public finances in order, through tight fiscal management, control of public demand, reduction of public sector deficits and the elimination of tax evasion. In the long run, the main aim is to raise productivity and improve competitiveness. In an economy used to State protection of economic activity, privileges and exemptions of all sorts, these are difficult tasks (see also paragraphs D20-22).

F68. Reference has been made (see paragraphs E11 and F22) to the 1994-99 convergence programme (*programma synglisis*) of the Greek economy. Government policy is to satisfy the criteria set by the European Union for economic and monetary union, namely fiscal deficit, public debt, rate of inflation and level of interest rates. The convergence programme includes a variety of measures aiming at fiscal adjustment, such as widening the tax base, which seems to elude successive administrations, and wiping out the overgrown shadow economy. Longer-term structural policy is based on the Community support framework and the national public investment programme (*proypologismos dimosion ependyseon* (*PDE*)), with an emphasis mainly on infrastructure projects and on raising manpower quality (on *PDE* see also paragraph D6).

F69. Recent legislation on development and investment incentives reflects current official policy,

especially in connection with regional development and spatial investment distribution. As mentioned in the section on industry, the main goal is higher competitiveness. State incentives (see also paragraphs D8-9) are now based on criteria of competition prospects (L. 2234/94). Incentives include capital grants, interest rate subsidies, tax rebates and accelerated amortisation. Business proposals qualifying for support cover the full range of economic activity. Support is also provided to technological innovations and research, environmental protection technology and energy conservation (see also paragraph F97). The structure of incentives is now designed to steer development to growth areas and industrial concentrations, rather than to loosely defined, broad regions. There is no independent policy making at the regional level.

### Context

F70. The less-developed Member States of the European Union will face severe competition, which they were not used to in the past, as a result of the European single market. The outcome of the GATT negotiations over the future of world trade adds further difficulties. Among the EU countries, Greece has the added disadvantage of relative geographical isolation and great distance from the more developed countries of the Union. The opening of east European economies is likely to divert investment interest, which would otherwise turn to Greece.

F71. Greece is the EU Member State with the lowest GDP per capita and the one which will have the greatest difficulties to satisfy the requirements of the economic and monetary union. It has to do so without abandoning its long-term economic development objectives and the obligations of more effective environmental protection policies. Its economic and social infrastructure is inadequate and badly maintained, requiring urgent modernisation. There is an enormous backlog of development projects for which the second CSF presents the last opportunity.

### Mechanisms

F72. The influence of European Union policy is mediated through the agreed CSF and the convergence programme. Macroeconomic policy at the national level operates through the usual fiscal and monetary instruments. Structural development policy relies on public investment, mostly through the CSF and the Cohesion Fund, and

development incentives. The usual economic indices are used for monitoring the performance of the economy. Progress of the CSF operational programmes, sectoral or regional, will be monitored by project managers from the private sector.

F73. At central government level the Ministry of National Economy is the main policy making institution. It has overall responsibility for planning and implementing the convergence programme, the regional development plan (SPA) and national macroeconomic policy. The Bank of Greece holds an important role with respect to monetary policy. The Ministry of Finance is responsible for tax policy and the budget. The Ministries of Industry and Labour are responsible for implementing the respective programmes of the Community support framework. The General Secretariat of Public Works is charged with the execution of infrastructure projects of national importance.

## Natural resources

---

F74. The issue of the protection of natural resources has been partly dealt with in the section on environmental policy (paragraphs F40-55). The emphasis there was mainly on wildlife, natural habitats and landscapes, and vulnerable areas, such as islands and coastal zones. Here, reference is made to four important types of natural resource (energy sources, water, forests and agricultural land), which have important implications for spatial policy.

## Energy

F75. Greece has important fossil fuel resources, especially in the form of lignite coal. Since the 1973 oil crisis, the achievement of energy self-sufficiency was the basic objective of energy policy. In spite of notable achievements until the mid-1980s, the index of self-sufficiency has been declining in recent years, while the expected introduction of imported natural gas has been considerably delayed. Demand for primary energy in Greece, as a ratio of GDP, is comparatively high and on an upward trend, while in other EU Member States it is lower than in Greece and on a downward trend.

F76. Energy policy is therefore decided in the context of the above situation and the following main problems:

- delays in the use of indigenous energy resources, mainly lignite and hydroelectric sources, but also renewable sources;
- poor efficiency in the extraction of lignite;
- delays in the introduction of natural gas;
- absence of a comprehensive energy plan for the Aegean islands;
- environmental pollution in the areas of lignite mining and power production (Ptolemais and Megalopolis);
- low efficiency in energy use and consequent squandering of resources.

F77. The operational programme on energy of the 1994-99 Community support framework is now the responsibility of the Ministry of Development, into which the Ministry of Industry, Energy and Technology has been incorporated (see paragraph B23). The programme aims to secure satisfaction of demand for electricity, and also to develop alternatives such as more efficient energy use and renewable sources. It includes four sub-programmes:

- electricity production from lignite (in Ptolemais and Florina) and natural gas (in Thrace and Lavrion);
- energy saving, including incentives for more efficient energy use;
- renewable sources of energy, to encourage technological innovation and applications in the use of wind, biomass, hydroelectric, solar and geothermal energy;
- research activity to identify further sources or stocks of fuel, mainly through the Institute of Geological and Mineral Research.

F78. Present policy favours the decentralisation of energy production as a further means of tapping alternative and renewable sources. Recent legislation (L. 2244/94) makes possible production by producers other than the Public Power Corporation (*Dimosia Epicheirisi Ilektrismou (DEI)*), which until then had the monopoly of power generation, as well as lignite extraction and hydroelectric works (see also paragraphs B39 and D39). Licensed producers can now produce energy within limits, either for self-consumption or as coproducers with *DEI*. Energy generated is sold to *DEI* for distribution under specified condi-

tions. Primary sources to be used include solar, wind, biomass, wave, hydraulic, or geothermal sources. Generation processes can also be based on industrial waste and byproduct combustion, waste-heat conversion and combined heat (or cooling) power systems, using conventional fuels.

## Water

*F79.* Greece is considered to be a country with adequate water resources. Problems however emerge because of the morphology of its terrain, its geological features and the annual distribution of rainfall, which reduce the amount of water available for domestic and productive use and affect use-efficiency. There is no national, comprehensive water resource policy and no clear allocation of policy and implementation roles, although the Ministry of Industry, Energy and Technology (now the Ministry of Development) holds the main responsibility (see paragraph B24). In spite of improvements brought about by legislation on water resources in the late 1980s (L.1739/87), responsibility is still confusingly and jointly held by a variety of central government departments, local authorities and other ad hoc agencies (e.g. the water supply agencies of Athens and Thessaloniki, the Public Power Corporation, etc.).

*F80.* There are disagreements on the actual available quantities of water resources per water region, as defined in L.1739/87. It is established, however, that effective use of water resources as a percentage of annual precipitation is very low. There are serious problems of management and losses of available water for urban and industrial use, as a result of poor practices and bad network maintenance. In agriculture there are similar problems of water losses, as well as problems of lowering of water tables and exhaustion of underground aquifers and salinisation. An additional difficulty is the absence of transnational management of international river basins in the north of Greece.

*F81.* Official policy, as stated when new legislation was introduced in 1987 and pursued ever since, is to act both on the side of resources and on the side of resource use. More specifically, it aims at tackling the problems of the temporal and spatial distribution of deficits, of resource losses, of reconciliation between supply and demand, of conflicts between competing users and of diverting water demand away from economic activities which are not in line with national development policy. Large projects are also includ-

ed in government policy, both for urban water supply (e.g. the Evinos river diversion into the water supply reservoirs of Athens) and irrigation of agricultural land (e.g. the diversion of Acheloos river into the irrigation network of the region of Thessaly, which is meeting resistance from the environmentalist lobby) (see paragraph D25).

## Forest resources

*F82.* The definition of forest land is a matter of disagreement both in scientific terms and on the ground. The absence of land-registration maps makes the definition and protection of forest land extremely difficult and a source of friction. Various official estimates, in the mid-1960s and again in 1991, place the percentage of forested land in Greece at about 20 %, with a slightly higher percentage classified as partially forested land. However, the first national forest survey, completed in the early 1990s, after several years of work, places the percentage of 'industrial' forests at about 25 % (approximately 3.3 million hectares), confirming that in spite of disagreements of terminology and definition, forested land is on an upward trend.

*F83.* Countryside conservation was already discussed in paragraphs D31-33. The problems of the use and mismanagement of forests, as a national natural resource, are mostly localised in and around urbanised and tourist areas, or along transport corridors. It is there that serious soil erosion problems appear. Another serious problem results from occasional poor management of commercial forests and consequent downgrading of forest quality.

*F84.* Forest protection and management is the responsibility of the General Secretariat of Forests and the Natural Environment of the Ministry of Agriculture, and the regional forestry services. Forestry services have extensive powers of protection, but operate often under intense pressures from competing interests and uses (e.g. animal grazing, agriculture and tourism). The current Community support framework includes policies on mapping, classification and new management practices. Perhaps the most important sub-programme is the land registration survey (see paragraphs A50, B13 and E23), which will begin tackling the problem of land property titles and land use boundaries. The Ministry of the Environment (*YPECHODE*) is gradually continuing the designation of zones of land development control (*zones oikistikou elenchou* (*ZOE*)), in areas *ektos schediou* (see paragraph B116), i.e. out-

side statutory town plans. In a *ZOE* land-use boundaries are defined and land subdivision limits are fixed. Again, the existence of land registration maps is a prerequisite.

### Agricultural land

*F85.* The protection of agricultural land as a valuable resource has been given low priority over a long period of time (see also paragraph D31). Agricultural land covers about 3.9 million hectares, out of a total area of 13.1 million hectares with cultivated land at about 3.5 million hectares a figure which shows remarkable stability over the years. As with forest land, total figures do not indicate a serious loss. However, as with forests, there are serious localised problems around urban, industrial and tourist zones, including the loss of high-quality land. This has not been quantified accurately, since there are no reliable land-quality maps. Preliminary results of the EU Corine programme, expected to be completed in 1996, indicate a loss of 0.5 million hectares, about 19%, of first quality land, as a result of urban expansion.

*F86.* Protection of high-quality land is currently attempted by the Ministry of the Environment (*YPECHODE*), through the designation of *zones oikistikou elenchou* (see paragraph B116), under the provisions of L.1337/83, in cooperation with the Ministry of Agriculture and its regional services. Suggested policy, which is still under consideration, is to create a separate legal framework for the classification and protection of agricultural land. A new legal framework is about to be introduced with a new act on regional spatial planning.

## Heritage

---

### Content

*F87.* The Greek Government is anxious to emphasise the European dimension of Greek heritage policies. This approach is consistent with European Union policies, as expressed in the Treaty on European Union. These commit the EU to work towards the development of the culture of Member States and to respect national and regional cultural diversity, but at the same time emphasise the common strands of European culture. The dissemination of knowledge about these common elements and the protection of

European heritage are key elements of these policies. Among specific measures, the Treaty speaks of incorporating cultural policies into other EU policies, including those on competition.

*F88.* At the national level, policy on cultural heritage covers a broad range of issues, of which only a few can be mentioned here. Reference to the protection of historic settlements and monuments has been made in Part I (see paragraphs D37-38 and E22). 'Ancient' objects, dating before 1830, regardless of their location, belong to the State. Repairs and modernisation of any building in this category or of any listed building, regardless of age, require the prior permission of the Ministry of Culture and its regional services. This is discussed further in Section D.

*F89.* Policies are included in current programmes on the improvement of the urban environment. These were mentioned in the respective section and are directly related to the protection of heritage (paragraph F46). They concern planning of historic centres, with a major programme on central Athens being the most important example. This programme is included in the sub-programme on culture of the operational programme on tourism and culture 1994-99. The latter also includes sub-programmes on the new Museum of the Acropolis of Athens, other regional museums, the restoration of monuments, a computerised data bank of monuments, and a cultural network of cities. The Ministry of Culture is anxious to change public attitudes towards monuments and to emphasise their character as common goods.

*F90.* In its policies, the Ministry of Culture lays stress on:

- recording and documentation;
- securing public participation and integrating monuments into daily life;
- taking into account both the cultural benefits and the economic consequences of monument conservation;
- exploring the potential economic use of monuments and the possibility of private support, which can be beneficial for society.

In recent years, protection for modern monuments has been extended to industrial buildings and to the industrial heritage in general, of which the best example is arguably the 19th century French metallurgy complex in Lavrion. At the re-

gional level, further action is included in the regional operational programmes of the CSF (see paragraph B63).

### Context

F91. Greek cultural heritage represents a major part of the cultural wealth of Europe and humanity. Its abundance and diversity is a source of pride, responsibility and obligations for the country, but also for Europe. Given the economic and social importance of tourism, cultural heritage is also an economic asset and an instrument of education and mutual social and cultural understanding for the increasingly mobile modern Europeans. As explained in the section on tourism, this is made a basic premise of current policy on tourism and culture. It is obvious that heritage policy is obliged to respond to cultural, national and international, as well as economic and political imperatives, and at the same time adapt to practical realities.

F92. The problems of protecting the cultural heritage, embodied in archaeological sites, monuments and historic settlements, are enormous: given the numbers and area of sites and monuments, and the limited resources available for safeguarding and enhancing them (see also paragraph D38). This was already stressed in the introductory overview. Multiple pressures exist particularly where land has a high development value and private interests are at stake. The discovery of archaeological remains in building foundations is a common occurrence in Greek cities and the implications are obvious. In areas unaffected by urbanisation or tourism, the main dangers are those of vandalism and neglect.

### Mechanisms

F93. Public investment in identifying, researching, excavating, restoring, protecting and integrating monuments in their living environment, through appropriate planning and landscaping, is the main means of implementing a national built heritage policy, and a very expensive one. It is a budget item which is the first to be cut when governments decide to reduce expenditure. The Ministry of Culture, with its regional agencies, known as *ephories*, responsible for ancient and Byzantine antiquities or modern monuments, always operates on a very tight budget. The Ministry of the Environment (*YPECHODE*) also has powers, within building control procedures (see

paragraphs C7-8 and C33). The powers can be delegated to prefectures and municipalities.

F94. A large number of settlements are designated as 'traditional' (*paradosiakoí*). Special building conditions apply in these settlements and applications for a building permit are examined by special control committees (see paragraphs C6-8). Zones of land development control, or ZOE (paragraphs B116-117), are used by the Ministry of the Environment, in cooperation with the Ministry of Culture, to control land-uses in or around archaeological sites, situated in out-of-plan (*ektos schediou*) areas.

## Waste management and pollution

---

### Content

F95. Greek environmental policy is now adjusted to European Union policies, in particular the EU fifth environmental action programme. Air pollution policy is largely determined by EU directives on air quality, concerning the main air pollutants, and on emissions and noise from industrial operations. Further directives are expected concerning industrial technology, which will force industries to abandon polluting production processes. The directive on industrial accidents requires the submission of plans on accident management, a number of which have been completed. On the question of wastes, national action follows the EU waste management strategy.

F96. National policies on waste management and pollution were partly outlined in the section on the environment (paragraphs F40-55). This section should be seen as a supplement, dwelling in particular on the crucial environmental issues of urban wastes and air pollution in urban areas. Although the problem of waste management and pollution is by no means absent in other parts of the country, as it has been made clear already, it has reached particularly critical dimensions in Greater Athens, i.e. in the region of Attica.

F97. The main elements of national waste management policy are reduction of the volume of wastes, recycling and rational disposal. As mentioned elsewhere (paragraph F58), the 1994-99 CSF for Greece contains five development objectives for future action, of which the second concerns the improvement of living conditions.



Urban and toxic waste management is included there and includes four areas of intervention:

- improvements of existing waste burial sites;
- creation of new burial sites;
- creation of waste recycling centres;
- management of toxic wastes.

With respect to pollution, especially in Attica, the CSF singles out the policy of preferential support for productive investments (e.g. anti-pollution technology) and infrastructure, which make a positive contribution to pollution abatement. This was already referred to in connection with development incentives in the section on economic development (paragraph F69).

*F98.* At a local urban level, policies currently pursued to combat pollution in Athens include a broad range of actions:

- incentives for the introduction of cars with catalytic converters;
- banning cars from the central area of the city on alternate days;
- special controls during severe pollution episodes;
- limitations on noxious industries, e.g. in the industrial district of Elaionas (see paragraph D17);
- staggered working hours;
- emission and effluent controls in industry;
- underground railway construction;
- bypass road projects.

Some of these policies, which although applied locally are formulated by central government, were discussed in the sections on the urban environment (paragraphs F45-47) and urban transport (paragraphs F61-62).

## Context

*F99.* The problem of domestic wastes is acute in urban centres for all the phases of waste handling and management, i.e. collection, removal and disposal. It is even more critical in tourist resorts, where it affects tourism resources, protected ecosystems and areas of great scenic value. It also affects public health, local development prospects, and heightens the risk of disasters, especially forest fires. Waste disposal is the

source of a great deal of friction between neighbouring communities and between central and local authorities. Disposal methods like incineration and composting have proved ineffective and uneconomical in Greek conditions and therefore controlled landfilling in appropriate burial sites seems the only feasible strategy. Unfortunately a great deal of uncontrolled rubbish dumping has been the rule in the past and continues to take place. The problem has reached a virtual impasse in the Athens area, where existing landfills have reached the limit of their capacity. Municipalities which have landfills located on their territory are constantly threatening to bring the entire waste disposal system of the capital to a standstill by refusing to accept any further dumping. On the other hand, municipalities, on the territory of which the creation of a new landfill is being considered by *YPECHODE*, are threatening to resort to open violence to prevent this from happening.

*F100.* The problem of toxic wastes, in the form of liquid effluents or sludge, particularly affects industrial areas in and around Athens, such as the Elaionas district and the Thriassion plain, and to some extent Thessaloniki. The dumping of wastes (PCBs) from power stations has also caused serious public concern. Another source of such wastes is the treatment plants of tourist accommodation.

*F101.* Public indignation, which is not however matched by equal protest, has been particularly intense in cities and industrial areas in connection with atmospheric pollution. This is caused primarily by:

- thermal power stations in the prefectures of Florina, Kozani and Arkadia;
- heavy industry (mainly refineries and cement, fertiliser or steel plants) in cities like Athens, Thessaloniki, Chalkida, Volos, Elefsina (Thriassion plain, in greater Athens) and Kavala;
- large concentrations of small and medium-sized polluting plants in close proximity with housing areas, as in the periphery of Athens and Thessaloniki;
- scattered repair and maintenance workshops (mainly car repairs) or very small units (e.g. furniture), causing problems to the fabric of most urban centres;
- vehicle traffic, which is the major source of serious pollution in large urban centres,

particularly Athens, notorious for its photo-chemical pollution. It is made worse by the local climate and the terrain of the Athens basin, which favours atmospheric inversion.

*F102.* Some large isolated plants are causing serious pollution. They are equipped with outdated technology, which cannot be adapted to modern standards and requires complete refitting. Such is the case of a plant producing artificial silk fibres, located in the industrial Elaionas district in Athens (paragraph D17).

*F103.* Pollution from noise is equally serious in Greek cities, tourist areas, and transport corridors, although less likely than atmospheric pollution to provoke public reaction, with limited exceptions. Nevertheless, it is increasingly causing concern to the authorities, as controversial action to check noise produced by night clubs, discos, etc. has proved in the recent past. Public protest in this case turned against the authorities trying to impose controls.

### **Mechanisms**

*F104.* In the long run, implementation of pollution abatement policy is part of land-use and planning

policies and of project execution, especially of transport infrastructure. In the short run the main mechanisms include industrial pollution and car emission controls. With respect to wastes, short-term action includes better management. In the long term only the implementation of the public investment programme, largely financed from the Community support framework and the Cohesion Fund, will make a noticeable impact. Policy implementation is the responsibility of *YPECHODE* at the national level and of the prefectures at the regional and local levels.

*F105.* Waste management is the responsibility of local authorities and, in some cases, of local government associations. In the case of Athens, the role of *YPECHODE* is dominant. With respect to industrial pollution, responsibility is shared between the Ministry of Industry (now Ministry of Development), which licenses industrial investments, and the Ministry of the Environment (*YPECHODE*), with its 'environment offices', which control emissions. Sewerage agencies (local authorities or an ad hoc agency in Athens) have the power to control the discharge of effluent into their network. Car pollution is checked by the Ministry of Transport or authorised car maintenance firms.

# APPENDICES

## Appendix I — Glossary

---

<i>Afthaireti kataskevi</i>	C47-48, C54
<i>Aftonomos Organismos Ergatikis Katoikias</i>	D15, F12
<i>Agrotiki Trapeza tis Ellados</i>	B39, D12
<i>aigialos</i>	C56-57
<i>akalyptos choros</i>	C11
<i>Anaplasī Elaiona</i>	D17, F19
<i>anaptyxiako programma</i>	A9, B64
<i>anoikti poli</i>	A53
<i>antiparochi</i>	A22, B120
<i>Areios Pagos</i>	A17
<i>atomiki dioikitiki praxi</i>	A14
<i>Attiko Metro</i>	B16, F65
<i>artio oikopedo</i>	C11
<i>chorotaxia</i>	A10
<i>chorotaxiko schedio</i>	A10, B65
<i>diatiriteo ktirio</i>	C8
<i>dikaïoma protimisis</i>	B121
<i>dimarchos</i>	B50
<i>dimos</i>	B46
<i>Dimosia Epicheirisi Ilektrismou</i>	B39
<i>Dimosia Epicheirisi Poleodomias kai Stegasis</i>	B54, D15-16
<i>dioikitiki praxi</i>	A14
<i>egkrisi perivallontikon oron</i>	C34
<i>eidiki chorotaxiki meleti</i>	B66
<i>Eidiko Anaptyxiako Programma Topikis Aftodioikisis</i>	D11
<i>Eidiko Tameio Efarmogis Rythmistikon kai Poleodomikon Schedion</i>	B13, D19
<i>eisfora gis</i>	B95
<i>ektos schediou</i>	A1, C49
<i>Elaionas: see Anaplasī Elaiona</i>	
<i>Elliniki Trapeza Viomichanikis Anaptyxis</i>	B40
<i>Ellinikos Organismos Mikromesaion Metapoitikon Epicheiriseon kai Cheirotechnias</i>	D12
<i>Ellinikos Organismos Tourismou</i>	B29, B41

<i>energo oikodomiko tetragono</i>	C11
<i>entos schediou</i>	A1
<i>eparchia</i>	A8
<i>epitropi poleodomikou kai architektonikou elenchou</i>	C6
<i>etaireia energou poleodomias</i>	D27
<i>Ethniki Ktimatiki Trapeza tis Ellados</i>	D14, F11
<i>Ethniki Stegastiki Trapeza tis Ellados</i>	F11
<i>Ethniki Trapeza tis Ellados</i>	D21, F17
<i>Ethniko Idryma Ypodocheis kai Apokatastasis Palinnostounton Omogenon Ellinon</i>	D30, F13
<i>Ethniko Metsovio Polytechneio</i>	A59
<i>ethniko schedio oikonomikis kai koinonikis anaptyxis</i>	B61
<i>ethnikos drymos</i>	D32
<i>geniki dioikitiki praxi atomikou periechomenou</i>	A14
<i>Geniki Grammateia Dimosion Ergon</i>	B15
<i>geniki grammateia perifereias</i>	B33
<i>Geniki Synomospondia Ergaton Ellados</i>	B55
<i>geniko poleodomiko schedio</i>	A3, B78
<i>Genikos Oikodomikos Kanonismos</i>	A2, C3
<i>ideato stereo</i>	C11, C23
<i>Ilektrikoi Sidirodromoi Athinon-Pireos</i>	F65
<i>kalypsi oikopedou</i>	C11, C23
<i>kanonistiki dioikitiki praxi</i>	A14
<i>Kentriki Enosi Dimon kai Koinotiton tis Ellados</i>	B53
<i>Kentro Programmatismou kai Oikonomikon Erevnon</i>	B17
<i>kinitra</i>	C39, C42
<i>koinotiko plaisio stirixis</i>	A30, B63
<i>koinotita</i>	B46
<i>Ktimatiki Etaireia tou Dimosiou</i>	B22, B54
<i>Ktiriodomikos Kanonismos</i>	C4
<i>meleti perivallontikon epiptoseon</i>	C20, C37
<i>metafora syntelestou domisis</i>	B118, C46
<i>nomarchia</i>	A8, A41
<i>nomarchiaki aftodioikisi</i>	A34, B37
<i>nomarchiako tameio</i>	A41
<i>nomarchis</i>	A8, B37
<i>nomiko prosopo dimosiou dikaiou</i>	A43
<i>nomiko prosopo idiotikou dikaiou</i>	A43
<i>nómos (law)</i>	A12
<i>nomós (territorial division)</i>	A8
<i>nómos — plaisio</i>	A13
<i>ogkometrikos syntelestis</i>	C11
<i>oikodomiki adeia</i>	C1, C2, C12
<i>oikodomiki grammi</i>	B91
<i>oikodomisimo oikopedo</i>	C11
<i>Olympiaki Aeroporia</i>	F65
<i>Organismos Antiseismikou Schediasmou kai Prostasias</i>	F47

<i>Organismos Astikon Syngoinonion Athinon</i>	F65
<i>Organismos Ktimatografisis kai Chartografisis tis Ellados</i>	B13, E23
<i>Organismos Rythmistikou Schediou kai Prostasias tou Perivallontos tis Athinas</i>	B13, B43
<i>Organismos Sidirodromon Ellados</i>	F65
<i>Organismos tis Athinas (see Organismos Rythmistikou Schediou kai Prostasias tou Perivallontos tis Athinas)</i>	
<i>organismos topikis aftodioikisis</i>	A44, B46
<i>orizontia idioktisia</i>	A22
<i>oroi domisis</i>	B122, C10-11
<i>paradosiakos oikismos</i>	C6-7
<i>paralia</i>	C56-57
<i>perifereiako epicheirisiako programma</i>	B63
<i>periochi olokliromenis touristikis anaptyxis</i>	F37
<i>perivallontikoi oroi</i>	C34
<i>poleodomia</i>	A1
<i>poleodomiki meleti</i>	A2-3, B92
<i>poleodomiki meleti epektasis i anatheorisis (see poleodomiki meleti)</i>	
<i>Poleodomikos Kanonismos</i>	C4-5
<i>praxi efarmogis</i>	B59, B108
<i>proedriko diatagma</i>	A12-13
<i>proegkrisi chorotheisis</i>	A45, C34
<i>proelenchos</i>	C23
<i>programma synglisis</i>	E11, F22
<i>Pronomiouchos Anonymi Etaireia Genikon Apothikon Ellados</i>	F17
<i>Prothypourgos</i>	A40
<i>proypologismos dimosion ependyseon</i>	D6
<i>rymotomiki grammi</i>	B91
<i>rythmistiko schedio</i>	A3, B75
<i>schedio perifereiakis anaptyxis</i>	A30, E3-9
<i>schedio poleos</i>	A1, B91
<i>Syllogos Ellinon Poleodomon kai Chorotakton</i>	A59
<i>symvoulia chorotaxias, oikismou kai perivallontos</i>	B14
<i>Symvoulia Epikrateias</i>	A17, B97, C30
<i>symvoulia periochis</i>	B50
<i>Syndesmos Ellinikon Viomichanion</i>	B56
<i>syntelestis domisis</i>	A46, C11
<i>Tachydromiko Tamieftirio</i>	F11
<i>Tameio Parakatathikon kai Daneion</i>	F11
<i>Techniko Epimelitirio tis Ellados</i>	A58
<i>technologiko parko</i>	D10
<i>topiki enosi dimon kai koinotiton</i>	B53
<i>viomichaniki periochi</i>	B40, D10
<i>viomichaniko parko</i>	D10
<i>viotechniko parko</i>	D10
<i>Ypourgeio Ethnikis Oikonomias</i>	A9, B17
<i>Ypourgeio Perivallontos, Chorotaxias kai Dimosion Ergon</i>	A7, B5

<i>ypourgiki apofasi</i>	A12
<i>ypourgiko symvoulío</i>	A40
<i>ypourgos</i>	A40
<i>zoni agoras syntelestou</i>	B119
<i>zoni astikou anadasmou</i>	B114
<i>zoni eidikis perivallontikis enischysis</i>	D35
<i>zoni eidikon enischyseon</i>	B115
<i>zoni eidikon kinitron</i>	B115
<i>zoni elenchomenis anaptyxis</i>	B113
<i>zoni energou poleodomias</i>	A69, B114
<i>zoni kanonistikou oron domisis</i>	B114
<i>zoni oikistikou elenchou</i>	A4, B116
<i>zoni poleos</i>	A4

## Appendix II — Acronyms and abbreviations

---

For an explanation of the full names see Appendix I.

ANEL	<i>Anaplasí Elaíona</i>
AOEK	<i>Aftonomos Organismos Ergatikis Katoikias</i>
ATE	<i>Agrotiki Trapeza Ellados</i>
DEI	<i>Dimosia Epicheirisi Ilektrismou</i>
DEPOS	<i>Dimosia Epicheirisi Poleodomias kai Stegasis</i>
EAPTA	<i>Eidiko Anaptyxiako Programma Topikis Aftodioikisis</i>
EIYAPOE	<i>Ethniko Idryma Ypodocheis kai Apokatastasis Palinnostounton Omogenon Ellinon</i>
EKTE	<i>Ethniki Ktimatiki Trapeza tis Ellados</i>
EMP	<i>Ethniko Metsovio Polytechneio</i>
EOMMECH	<i>Ellinikos Organismos Mikromesaion Metapoiitikon Epicheiriseon kai Cheirotechnias</i>
EOT	<i>Ellinikos Organismos Tourismou</i>
EPAE	<i>epitropi poleodomikou kai architektonikou elenchou</i>
ETERPS	<i>Eidiko Tameio Efarmogis Rythmistikon kai Poleodomikon Schedion</i>
ETVA	<i>Elliniki Trapeza Viomichanikis Anaptyxis</i>
GOK	<i>Genikos Oikodomikos Kanonismos</i>
GPS	<i>geniko poleodomiko schedio</i>
GSEE	<i>Geniki Synomospondia Ergaton Ellados</i>
ISAP	<i>Ilektrikoi Sidirodromoi Athinon-Pireos</i>
KED	<i>Ktimattiki Etaireia Dimosiou</i>
KEDKE	<i>Kentriki Enosi Dimon kai Koinotiton tis Ellados</i>
KEPE	<i>Kentro Programmatismou kai Oikononikon Erevnon</i>
KPS	<i>koinotiko plaisio stirixis</i>
L	<i>see nómos (law)</i>
MD	<i>see ypourgiki apofasi</i>
NPDD	<i>nomiko prosopo dimosiou dikaiou</i>
NPID	<i>nomiko prosopo idiotikou dikaiou</i>
OASA	<i>Organismos Astikon Syngoinonion Athinon</i>
OASP	<i>Organismos Antiseismikou Schediasmou kai Prostasias</i>
OKCHE	<i>Organismos Ktimatografisis kai Chartografisis tis Ellados</i>
ORSA	<i>Organismos Rythmistikou Schediou kai Prostasias tou Perivallontos tis Athinas</i>

OSE	<i>Organismos Sidirodromon Ellados</i>
OTA	<i>organismos topikis aftodioikisis</i>
PAEGAE	<i>Pronomiouchos Anonymi Etaireia Genikon Apothikon Ellados</i>
PD	<i>proedriko diatagma</i>
PDE	<i>proypologismos dimosion endyseon</i>
PEP	<i>perifereiako epicheirisiako programma</i>
PMEA	<i>poleodomiki meleti epektasis i anatheorisis</i>
POTA	<i>periochi olokliromenis touristikis anaptyxis</i>
SCHOP	<i>symvoulío chorotaxias, oikismou kai perivallontos</i>
SD	<i>syntelestis domisis</i>
SEPOCH	<i>Syllogos Ellinon Poleodomon kai Chorotakton</i>
SEV	<i>Syndesmos Ellinikon Viomichanion</i>
SPA	<i>schedio perifereiakis anaptyxis</i>
TEDK	<i>topiki enosi dimon kai koinotiton</i>
TEE	<i>Techniko Epimelitirio tis Ellados</i>
VIOPA	<i>viotechniko parko</i>
VIPA	<i>viomichaniko parko</i>
VIPE	<i>viomichaniki periochi</i>
YPECHODE	<i>Ypourgeio Perivallontos, Chorotaxias kai Dimosion Ergon</i>
YPETHO	<i>Ypourgeio Ethnikis Oikonomias</i>
ZAA	<i>zoni astikou anadasmou</i>
ZAS	<i>zoni agoras syntelestou</i>
ZEA	<i>zoni elenchomenis anaptyxis</i>
ZEE	<i>zoni eidikon enischyseon</i>
ZEK	<i>zoni eidikon kinitron</i>
ZEP	<i>zoni energou poleodomias</i>
ZKOD	<i>zoni kanonistikou oron domisis</i>
ZOE	<i>zoni oikistikou elenchou</i>



## Appendix III — Addresses and telephone numbers

---

*Note:* Only selected government departments or authorities are included in this list. Among regional or municipal authorities, only some authorities of the Athens area are mentioned. Some of the ministries listed were recently grouped into two new ministries, i.e. (a) the Ministry of Development (*Ypourgeio Anaptyxis*), and (b) the Ministry of the Interior, Public Administration and Decentralisation (*Ypourgeio Esoterikon, Dimosias Dioikisis kai Apokentrosis*).

### National government

Ministry of the Aegean  
(*Ypourgeio Aigaiou*)  
GR-81100 Mytilini  
Tel. (30) 251 25 20 00

Ministry of Agriculture  
(*Ypourgeio Georgias*)  
2 Acharnon Street  
GR-10432 Athens  
Tel. (30-1) 529 11 11  
Fax (30-1) 524 04 75

Ministry of Culture  
(*Ypourgeio Politismou*)  
20 Bouboulinas Street  
GR-10682 Athens  
Tel. (30-1) 820 11 00  
Fax (30-1) 820 14 35

Ministry of the Environment, Spatial Planning and Public Works  
(*Ypourgeio Perivallontos, Chorotaxias kai Dimosion Ergon*)  
17 Amaliados Street  
GR-11523 Athens  
Tel. (30-1) 641 57 00  
Fax (30-1) 645 17 93

Ministry of Finance  
(*Ypourgeio Oikonomikon*)  
10 Karagiorgi Servias Street  
GR-10562 Athens  
Tel. (30-1) 323 57 93  
Fax (30-1) 323 87 83

General Secretariat of Forests and Natural Resources  
(*Geniki Grammateia Dason kai Fysikon Poron*)  
3-5 Ippokratous Street  
GR-10679 Athens  
Tel. (30-1) 364 34 56  
Fax (30-1) 361 27 10

Ministry of Industry, Energy and Technology (now part of the Ministry of Development)  
(*Ypourgeo Viomichanias, Energeias kai Technologias*)  
80 Michalakopoulou Street,  
GR-11528 Athens  
Tel. (30-1) 648 27 70  
Fax (30-1) 770 80 03

Ministry of the Interior (now part of the Ministry of the Interior, Public Administration and Decentralisation)  
(*Ypourgeo Esoterikon*)  
27 Stadiou Street  
GR-10559 Athens  
Tel. (30-1) 322 35 21  
Fax (30-1) 323 32 18

Ministry of Macedonia and Thrace  
(*Ypourgeo Makedonias kai Thrakis*)  
Platia Diekitiriu  
GR-54123 Thessaloniki  
Tel. (30-31) 26 43 21

Ministry of Merchant Marine  
(*Ypourgeo Emporikis Naftilias*)  
150 Grigoriou Lambraki Street  
Pireas  
Tel. (30-1) 412 12 11  
Fax (30-1) 422 44 17

Ministry of National Economy  
(*Ypourgeo Ethnikis Oikonomias*)  
Syntagma Square  
GR-105 63 Athens  
Tel. (30-1) 333 20 00  
Fax (30-1) 333 26 09

Ministry of the Presidency of the Government (now part of the Ministry of the Interior, Public Administration and Decentralisation)  
(*Ypourgeo Proedrias Kyverniseos*)  
15 Vasilissis Sofias Avenue  
GR-10674 Athens  
Tel. (30-1) 339 30 00  
Fax (30-1) 339 35 00

General Secretariat of Public Works  
(*Geniki Grammateia Dimosion Ergon*)  
Ministry of the Environment, Spatial Planning and Public Works  
132 Charilaou Trikoupi Street  
GR-11472 Athens  
Tel. (30-1) 644 91 13  
Fax (30-1) 642 68 36

Ministry of Tourism (now part of the Ministry of Development)  
(*Ypourgeo Tourismou*)  
2b Amerikis Street  
GR-10564 Athens  
Tel. (30-1) 325 34 87  
Fax (30-1) 323 10 48

Ministry of Trade (now part of the Ministry of Development)  
(*Ypourgeo Emporion*)  
Kaningos Square  
GR-10677 Athens  
Tel. (30-1) 381 62 41  
Fax (30-1) 380 53 41

Ministry of Transport and Communications  
(*Ypourgeo Metaforon kai Epikoinonion*)  
13 Xenofontos Street  
GR-10557 Athens  
Tel. (30-1) 325 12 11  
Fax (30-1) 324 74 00

### **Regional government**

General Secretariat of the Region of Attica  
(*Geniki Grammateia Perifereias Attikis*)  
60 Thiras Street  
GR-11252 Athens  
Tel. (30-1) 864 59 51  
Fax (30-1) 864 82 02

Organisation for the Master Plan and the Protection of the Environment of Athens  
(*Organismos Rythmistikou Schediou kai Prostasias tou Perivallontos tis Athinas*)  
2 Panormou Street  
GR-11523 Athens  
Tel. (30-1) 643 84 49  
Fax (30-1) 644 50 20

Prefecture of Athens  
(*Nomarchia Athinon*)  
31 Stadiou Street  
GR-10559 Athens  
Tel. (30-1) 321 27 59  
Fax (30-1) 331 38 75

### **Local authorities**

Central Union of Municipalities and Communes of Greece  
(*Kentriki Enosi Dimon kai Koinotiton tis Ellados*)  
8 Gennadiou Street  
GR-10678 Athens  
Tel. (30-1) 384 04 80  
Fax (30-1) 382 08 07

Local Union of Municipalities and Communes of the Prefecture of Attica  
(*Topiki Enosi Dimon kai Koinotiton Nomou Attikis*)  
24 Charilaou Trikoupi Street  
GR-10679 Athens  
Tel.: (30-1) 364 67 54  
Fax (30-1) 362 80 17

Municipality of Athens  
(*Dimos Athinaion*)  
22 Liosion Street  
GR-10438 Athens  
Tel. (30-1) 324 22 13  
Fax (30-1) 331 24 26

### **Public agencies and organisations**

Agricultural Bank of Greece  
(*Agrotiki Trapeza tis Ellados*)  
23 Panepistimiou Street  
GR-10672 Athens  
Tel. (30-1) 329 89 11  
Fax (30-1) 325 50 79

Autonomous Organisation of Workers' Housing  
(*Aftonomos Organismos Ergatikis Katoikias*)  
63 Solomou Street  
GR-10432 Athens  
Tel. (30-1) 523 54 24  
Fax (30-1) 523 54 28

Hellenic Bank of Industrial Development  
(*Elliniki Trapeza Viomichanikis Anaptyxis*)  
87 Syngrou Avenue  
GR-11745 Athens  
Tel. (30-1) 321 27 95  
Fax (30-1) 331 38 75

Hellenic Tourism Organisation  
(*Ellinikos Organismos Tourismou*)  
2b Amerikis Street  
GR-10564 Athens  
Tel. (30-1) 322 31 11  
Fax (30-1) 323 75 14

National Mortgage Bank of Greece  
(*Ethniki Ktimatiki Trapeza tis Ellados*)  
40 Panepistimiou Street  
GR-10679 Athens  
Tel. (30-1) 384 83 11  
Fax (30-1) 363 99 20

Public Company of Town Planning and Shelter  
(*Dimosia Epicheirisi Poleodomias kai Stegasis*)  
10-12 Dorylaiou Street  
GR-11521 Athens  
Tel. (30-1) 644 47 12  
Fax (30-1) 644 99 73

Public Real Estate Company  
(*Ktimatiki Etaireia tou Dimosiou*)  
158a Alexandras Avenue  
GR-11521 Athens  
Tel. (30-1) 640 02 00  
Fax (30-1) 641 09 96

Public Power Corporation  
(*Dimosia Epicheirisi Ilektrismou*)  
30 Chalkokondyli Street  
GR-10432 Athens  
Tel. (30-1) 529 20 01  
Fax (30-1) 523 98 45

### **Other organisations**

Confederation of Greek Industries  
(*Syndesmos Ellinikon Viomichanion*)  
5 Xenofontos Street  
GR-10557 Athens  
Tel. (30-1) 323 73 25  
Fax (30-1) 322 29 29

Greek General Confederation of Workers  
(*Geniki Synomospondia Ergaton Ellados*)  
69 Patission Street and Ainianos Street  
GR-10682 Athens  
Tel. (30-1) 883 46 11  
Fax (30-1) 820 21 91



## Appendix IV — Sources, references and statutes

---

### Sources and references

---

#### In English

Dagtoglou, P. D. (1993), *Constitutional and administrative law*, in Kerameus and Kozyris, eds., op. cit., pp. 21-51.

Dryllerakis, J. C. (1993), *Tax law and investment incentives*, in Kerameus and Kozyris, eds., op. cit., pp. 321-338.

Grammaticaki-Alexiou, A., 1993 a) *Sources and materials*, in Kerameus and Kozyris, eds., op. cit., pp. 13-20. 1993 b) *Regional and urban planning and zoning*, in Kerameus and Kozyris, eds., op. cit., pp. 135-42

HIDB/Hellenic Industrial Development Bank (ETVA in Greek) 1992 a) *Movement of capital*. Athens, 1992 b) *Industrial areas*, Athens. 1992-93 *Greece today: Investing in Greece/Major projects*, Athens.

Kain, R., ed. (1981), *Planning for conservation*, Mansell, London.

Kerameus, K. D. and Kozyris P. J., eds. (1993), *Introduction to Greek law*, second revised edition, Kluwer Law and Taxation Publishers, Deventer and Boston.

Lagopoulos, A. Ph. (1984), Greece, in Williams R. H., ed., *Planning in Europe*, Allen and Unwin, Athens.

Papageorgiou-Venetas, A. (1981), *Conservation of the architectural heritage of Greece: Means, methods and policies*, in Kain, ed., op. cit., pp. 235-258.

Symeonides, S. C. (1993), *The general principles of the Civil Law*, in Kerameus and Kozyris, eds., op. cit., pp. 53-74.

Wassenhoven, L. (1984), Greece, in Wynn M., ed., *Planning and urban growth in Southern Europe*, Mansell, London.

Yiannopoulos, A.N. (1993), *Property*, in Kerameus and Kozyris, eds., op. cit., pp. 121-133.

## In French

Aravantinos, A. (1991), *Athènes: Essais de planification d'une metropole spontanée*, in Beaujeu-Garnier et Dezert, eds., op. cit., pp. 229-241.

Beaujeu-Garnier, J. et Dezert B., eds. (1991), *La Grande Ville: Enjeu du XXI<sup>e</sup> siècle*, Presses Universitaires de France, Paris.

## In Greek

Agalopoulou, P. (1993), *Vasikes Ennoies Astikou Dikaïou: I. Genikes Arches* (Basic concepts of civil law: I. General principles), Sakkoulas A. N., Athens.

Agapitos, G. I. (1993), *I Nea Evropi tou Maastricht kai i Ellada tou 2000* (The new Europe of Maastricht and Greece of the year 2000), Sbilias K. & P., Athens

Andrikopoulou, E. (1993), *Neoi Thesmoi Topikis Anaptyxis kai Provlmata Koinonikis Politikis* (New local development institutions and social policy problems), in Sakis Karagiorgas Foundation, 1993, op. cit., 527-542.

Aravantinos, A. (1984), *Poleodomikos Schediasmos* (Town planning), Eptalofos and Ethniko Metsovio Polytechnio (National Technical University of Athens) Athens.

Choromidis, K., 1989 *I Anagkastiki Apallotriosi* (Compulsory acquisition), Thessaloniki. 1994 *To Dikaio tis Rymotomias kai tou Poleodomikou Schediasmou* (The law of street plans and town planning), Thessaloniki.

Christofilopoulos, D. G., 1980 a) *I Poleodomiki Nomothesia* (Town planning legislation), P. Sakkoulas Bros, Athens. 1980 b) *I Nomothesia peri Dimosion Ergon kai Amoivon Michanikon* (Legislation on public works and engineers' consultancy fees), P. Sakkoulas Bros, Athens. 1982 *Techniki Nomothesia kai Dikaio* (Construction legislation), Vol. I, Ethniko Metsovio Polytechnio (National Technical University of Athens), Athens. 1983 *To Schedio Poleos* (The town plan), P. Sakkoulas Bros, Athens. 1988 *To Neo Thesmiko Plaisio Poleodomikou Schediasmou* (The new institutional framework of town planning), P. Sakkoulas Bros, Athens.

Cocossis, H. (1993), *Politiki perivallontos* (Environmental policy), in Getimis P. and Gravaris D., eds., *Koinoniko Kratos kai Koinoniki Politiki* (Social State and social policy), Themelio, Athens, pp. 361-382.

Drakos, G. E. (1986), *Eisagogi sti Dimosia Oikonomiki* (Introduction to public finance), Stamoulis A., Pireas.

Drougkas, V. and Miliakos D. (1986), *I ATE kai to Trapeziko Systima* (The Agricultural Bank of Greece - ATE - and the banking system), Agricultural Bank of Greece, Athens.

ESYE/National Statistical Service of Greece (Ethniki Statistiki Ypiresia tis Elladas (ESYE)). 1992 *Statistiki Epetirida 1989* (1989 Statistical yearbook), Athens. 1993 *1991 Census Results*, Government Gazette Sheet (FEK), 882B'/6.12.93.

ETVA/Hellenic Industrial Development Bank (Elliniki Trapeza Viomichanikis Anaptyxeos (ETVA)) (1990), *Kinitra gia Ependyseis stin Ellada: Nomos 1892/90* (Incentives for Investment in Greece: Law 1892/90), Athens (also available in English).

FEK/Government Gazette Sheets (Fylla Efimeridas tis Kyverniseos), National Press.

Flogaitis, S., ed. (1989), *Nomothesia Topikis Aftodioikisis* (Local Government Legislation), Ellinikes Panepistimiakes Ekdoseis (Greek University Publications), Athens.



Gerardi, K. (1994), *Simeioseis Mathimatos Poleodomias* (Lecture notes on urban planning), Faculty of Architecture, National Technical University of Athens.

Getimis, P. (1989), *Oikistiki Politiki stin Ellada* (Urban development policy in Greece), Odysseas, Athens.

Kambourakis, V. (1967), *I peri Schedion Poleon Nomothesia* (Legislation on Town Plans), Athens.

KEPE/Centre of Planning and Economic Research (Kentro Programmatismou kai Oikonomikon Erevnon (KEPE)): (1989) *Poleodomia* (Town planning), Reports for the 1988-92 Development Programme, Athens. (1990) *I Anaptyxi tis Elladas* (The development of Greece). (1991a) *Perifereiaki Politiki* (Regional policy), Reports for the 1988-92 Development Programme, Athens. (1991b) *Dimosia Dioikisi* (Public administration), reports for the 1988-92 Development Programme, Athens.

Kleiosis, Ch. (1987), *Topiki Aftodioikisi* (Local government), Athens.

Korsos, D. (1980-81), *Dimosionomikon Dikaion* (Law of public finance), two volumes, Sakkoulas A. N., Athens.

Maroulis, A. (1989), *Simeioseis Dioikitikou Dikaiou* (Notes on Administrative Law), Sakkoulas A.N., Athens

Ministry of the Interior: 1986 *Topiki Aftodioikisi-Perifereiaki Anaptyxi-Dimokratikos Programmatismos*: Nomos 1622/1986 (Local government - Regional development - Democratic planning: Law 1622/1986), Athens. 1994 *Dioikitiki Diaresi tis Ellados* (Administrative division of Greece), Athens.

Mousis, N. S. (1993), *Apo tin Evropaiki Koinotita stin Evropaiki Enosi: Thesmoi kai politikes* (from the European Community to the European Union: institutions and policies), Papazisis, Athens

Pagkakis, Gr. (1991), *Eisagogi sti Dimosia Dioikisi* (Introduction to public administration), Sakkoulas A. N., Athens.

Panagiotatou, E. et al. (1993), *Axiologisi ton Programmaton Proothisis Ependytikon Protovoulion se Tomeis - Kleidia tis Ellinikis Oikonomias* (Evaluation of programmes of promotion of investment initiatives in key sectors of the Greek economy), research report, National Technical University of Athens and General Secretariat of Research and Technology.

Panos, D. and Klimis A. (1970), *Stegastikoi - Oikodomikoi Synetairismoi* (Housing-Building Cooperatives), Athens.

Philippides, D. (1990), *Gia tin Elliniki Poli* (About the Greek city), Themelio, Athens.

Philippides, D. et al. (1985), 'O neos tropos zois: To peirama tis EKTENEPOL sti Thraki' (The new way of life: EKTENEPOL's experiment in Thraki), *Architektonika Themata/Architecture in Greece*, No 19, pp. 174-203.

Remelis, K. S. (1989), *Perivallon kai Topiki Aftodioikisi* (Environment and local government), Sakkoulas A. N., Athens.

Romaliadis, A. S., *Analysi Poleodomikis Nomothesias: Erotiseis - Apantiseis* (Analysis of town planning legislation: Questions and answers): (1991a) Vol. A, Compulsory acquisition. (1991b) Vol. B, Land and financial contribution - Implementation plans of L.1337/83. (1991c) Vol. C, Revision and extension of town plans. (1991d) Vol. D, Planning provisions for real estate in and out of town plans. (1991e) Vol. E, Unauthorised buildings - Seashore and coastal protection.

Rozos, N. (1994), *I Nomiki Provlmatiki tou Chorotaxikou Schediasmour* (The legal questions of spatial planning), Sakkoulas A. N., Athens.

Sakis Karagiorgas Foundation (1993), *Diastaseis tis Koinonikis Politikis Simera* (Today's dimensions of social policy), proceedings of the Foundation's third Conference, 27-29.11.91, Athens.

Skouris, V. (1991), *Chorotaxiko kai Poleodomiko Dikaio* (Spatial regional and urban planning law), second edition, Sakkoulas, Thessaloniki.

Skouris, V. and Tachos A. I., eds. (1988), *I Prostasia tou Perivallontos sti Nomologia tou Symvouliou tis Epikrateias* (The protection of the environment in the jurisprudence of the Council of State), Paratiritis, Thessaloniki.

Tachos, A. I. (1992), *Dikaio Prostasias tou Perivallontos* (Law of environmental protection), third edition, Sakkoulas, Thessaloniki.

Techniko Institutouto Ellados (Technical Institute of Greece), *Diarkis Ermineftikos Codix: Miniaion Periodikon Domikis Nomothesias kai Nomologias* (Continuous explanatory code: Monthly Journal of Legislation and Jurisprudence), loose-leaf edition, Athens.

TEE/Technical Chamber of Greece (Techniko Epimelitirio tis Elladas (TEE)): (1988) O GOK N.1577/85 *opos tropopoiithike kai symplirothike* (The general building regulation as amended and extended), *Enimerotiko Deltio* (Information Bulletin), special issue, No 1542a. (1989) *Ktiriodomikos Kanonismos* (Building construction regulation), *Enimerotiko Deltio* (Information Bulletin), special issue, No 1557a, 13.3.89. (1992) Kodikopoiisi GOK: *Apofaseis, egkyklioι, odigies* (The general building regulation: Classification of decisions, circulars and instructions), *Enimerotiko Deltio* (Information Bulletin), special issue, No 1714, 1.6.92. (1993a) *Kodikopoiisi tis nomothesias gia ta affthaireta* (Codification of legislation on illegal buildings), *Enimerotiko Deltio* (Information Bulletin), special issue, No 1777, 27.9.93. (1993b) *Anangaies Dra-seis gia tin Prostasia tou Perivallontos stin Ellada* (Necessary Actions for the Protection of the Environment in Greece), TEE and Commission of the European Communities (DG16), two volumes, Greece. (1993c) *Kodikopoiisi tis nomothesias gia tous chorous stathmefsis aftokiniton* (Codification of legislation on car parking spaces), *Enimerotiko Deltio* (Information Bulletin), No 1766, 28.6.93. (1993d) *Anatheseis meleton dimosiou* (Commissions of public sector project studies), *Enimerotiko Deltio* (Information Bulletin), No 1762, 31.5.93. (1994) *Nomothesia gia ta affthaireta, ton aigialo kai tin paralia* (Legislation on unauthorised buildings, the seashore and the coast), *Enimerotiko Deltio* (Information Bulletin), special issue, No 1798, 28.2.94.

Theodorou, Th. et al. (1982), *Themata tis Topikis Aftodioikisis* (Local government issues), A collection of essays written by mayors, Tolidis Bros, Athens.

Tzika-Chatzopoulou, A.: (1986) *O Neos GOK* (The new general building regulations), Ethniko Metsovio Polytechneio (National Technical University of Athens), Athens. (1992) *Techniko Dikaio: A' Meros/ Poleodomiko - Domiko Dikaio* (Construction law: first part: Town planning and building law), Ethniko Metsovio Polytechneio (National Technical University of Athens), Athens.

Vafeiadis, G. et al. (1992), *Agrotourismos kai Isorropi Anaptyxi* (Agrotourism and balanced development), Agricultural Bank of Greece, Athens.

Vasileiou, K. G. (1993), *Akinita ekstos Schediou* (Out-of-plan real estate), Athens.

Venizelos, E. V. (1986), *To Syntagma tis Elladas 1975/86* (The Constitution of Greece 1975/86), Paratiritis, Thessaloniki.

Vliamos, S., Georgoulis D. and Kourliouros El. (1991), *Biomichanika Parka* (Industrial parks), Hellenic Industrial Development Bank and Papazissis, Athens.

Wassenhoven, L. (1993), *Chorothesisi Viomichanikon Egkatasaseon kai Periochon stin Ellada* (Locational planning of industrial plants and estates in Greece), Paper presented in a two-day conference on industrial buildings, Technical Chamber of Greece, 10-11 May 1993, Athens.

YPECHODE/Ministry of the Environment, Spatial Planning and Public Works (*Ypourgeio Perivallontos, Chorotaxias kai Dimosion Ergon* or YPECHODE): (1989) *Praxeis Efarmogis: Kodikopoiisi* (Implementation plans: codification), Town Planning Directorate, Prefecture of Thessaloniki. (1992) *Prodiagrafes Eidikon Chorotaxikon Meleton gia to Koinotiko Programma ENVIREG* (Planning brief of special regional studies for the Community programme ENVIREG), Athens. (1993) *Dimokratikos Poleodomikos Schedi-smos: Eksynchronismos, veltiosi kai prosarmogi tou poleodomikou thesmikou plai-siou* (Democratic town planning: Modernisation, improvement and adjustment of town planning institutional framework), Ministry working document, Athens, December 1993. (1994) *Programma Drasis gia tin Prostasia toy Perivallontos 1994-99: I Elliniki Protasi* (Action plan for the protection of the environment 1994-99: The Greek proposal), Ministry working document, Athens, April 1994.

YPETHO/Ministry of National Economy (*Ypourgeio Ethnikis Oikonomias* (YPETHO)) (1988), *Organismos YPETHO* (YPETHO's Charter), Athens.

## Statutes

---

At the time of publication of the present volume a number of the statutes mentioned in the text have been modified or annulled. At the same time the basic spatial planning legislation has been at last codified into a single code and published in the Geovernment Gazette (Sheet No 580D'/27.7.1999). It is therefore sufficient to refer only to this publication. The only important law enacted since then is L. 2742/1999 on regional spatial planning and sustainable development.









Figure A4: Administrative regions

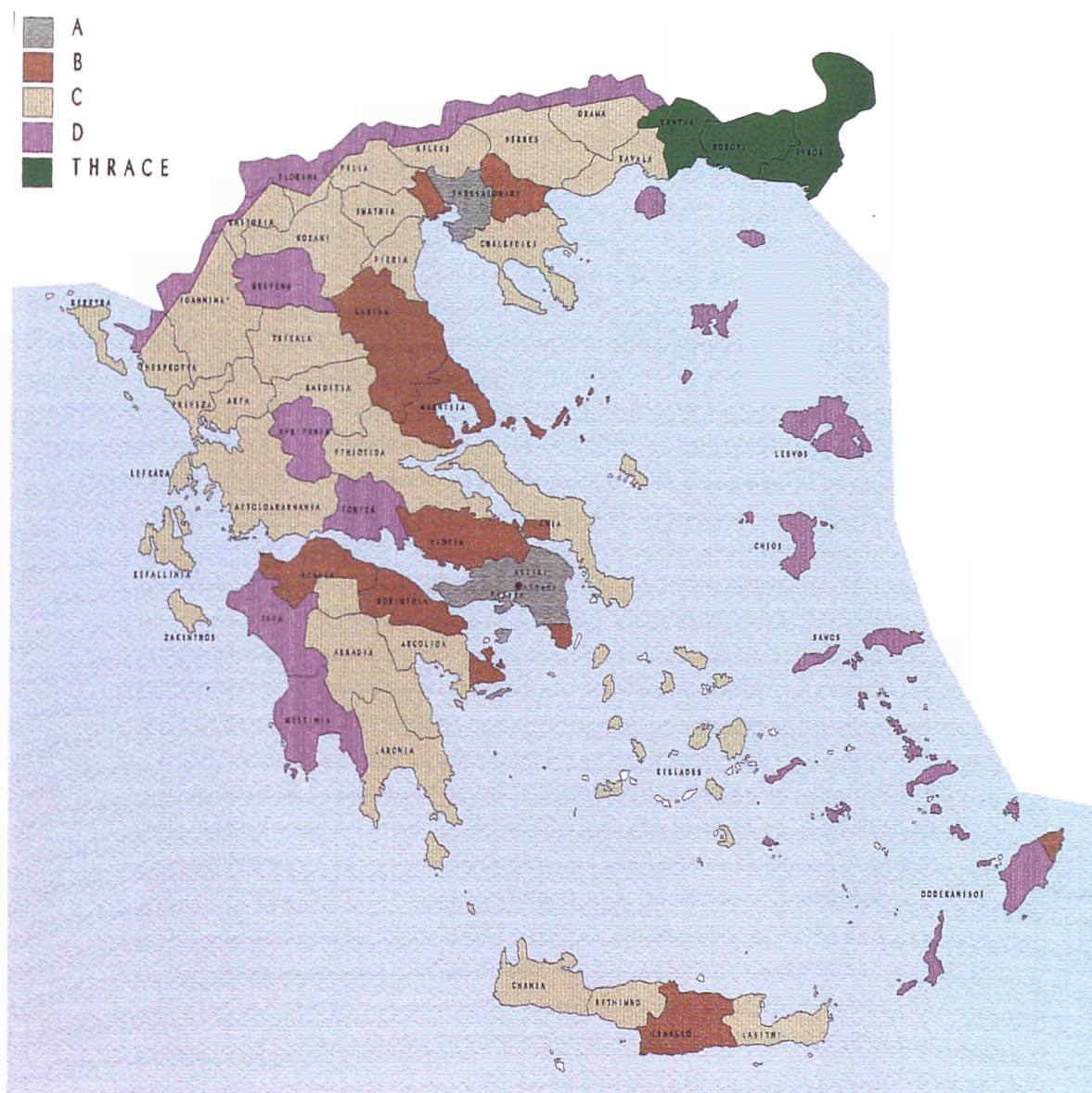


Figure C5: Regional incentives zones





European Commission

**The EU compendium of spatial planning systems and policies — Greece**

Luxembourg: Office for Official Publications of the European Communities

2000 — 125 pp. — 21.0 x 29.7 cm

ISBN 92-828-2692-9

Price (excluding VAT) in Luxembourg: EUR 16



**Venta • Salg • Verkauf • Πωλήσεις • Sales • Vente • Vendita • Verkoop • Venda • Myynti • Försäljning**  
<http://eur-op.eu.int/general/en/s-ad.htm>

<b>BELGIQUE/BELGIË</b>  <b>Jean De Lannoy</b> Avenue du Roi 202/Koningslaan 202 B-1190 Bruxelles/Brussel Tél. (32-2) 538 43 08 Fax (32-2) 538 08 41 E-mail: jean.de.lannoy@infoboard.be URL: http://www.jean-de-lannoy.be  <b>La librairie européenne/ De Europese Boekhandel</b> Rue de la Loi 244/Wetstraat 244 B-1040 Bruxelles/Brussel Tél. (32-2) 295 26 39 Fax (32-2) 735 08 60 E-mail: mail@libeurop.be URL: http://www.libeurop.be  <b>Moniteur belge/Belgisch Staatsblad</b> Rue de Louvain 40-42/Leuvenseweg 40-42 B-1000 Bruxelles/Brussel Tél. (32-2) 552 22 11 Fax (32-2) 511 01 84 E-mail: eusales@just.fgov.be	<b>ÖSTERREICH</b>  <b>Manz'sche Verlags- und Universitätsbuchhandlung GmbH</b> Kohlmarkt 16 A-1014 Wien Tel. (43-1) 53 16 11 00 Fax (43-1) 53 16 11 67 E-Mail: manz@schwing.at URL: http://www.manz.at  <b>PORTUGAL</b>  <b>Distribuidora de Livros Bertrand Ld.ª</b> Grupo Bertrand, SA Rua das Terras dos Vales, 4-A Apartado 60037 P-2700 Amadora Tel. (351) 214 95 87 87 Fax (351) 214 96 02 55 E-mail: dlb@p.pt  <b>Imprensa Nacional-Casa da Moeda, SA</b> Sector de Publicações Oficiais Rua da Escola Politécnica, 135 P-1250-100 Lisboa Codex Tel. (351) 213 94 57 00 Fax (351) 213 94 57 50 E-mail: spoce@incm.pt URL: http://www.incm.pt	<b>EESTI</b>  <b>Eesti Kaubandus-Tööstuskoda</b> (Estonian Chamber of Commerce and Industry) Toom-Kooli 17 EE-0001 Tallinn Tel. (372) 646 02 44 Fax (372) 646 02 45 E-mail: einfo@koda.ee URL: http://www.koda.ee  <b>HRVATSKA</b>  <b>Mediatrade Ltd</b> Pavla Hatza 1 HR-10000 Zagreb Tel. (385-1) 481 94 11 Fax (385-1) 481 94 11  <b>MAGYARORSZÁG</b>  <b>Euro Info Service</b> Expo tér 1 Hungexpo Európa Központ PO Box 44 H-1101 Budapest Tel. (36-1) 264 82 70 Fax (36-1) 264 82 75 E-mail: euroinfo@euroinfo.hu URL: http://www.euroinfo.hu	<b>EGYPT</b>  <b>The Middle East Observer</b> 41 Sherif Street Cairo Tel. (20-2) 392 69 19 Fax (20-2) 393 97 32 E-mail: inquiry@meobserver.com URL: http://www.meobserver.com.eg  <b>INDIA</b>  <b>EBIC India</b> 3rd Floor, Y. B. Chavan Centre Gen. J. Bhosale Marg. 400 021 Mumbai Tel. (91-22) 282 60 64 Fax (91-22) 285 45 63 E-mail: ebic@glasbm01.vsnl.net.in URL: http://www.ebicindia.com  <b>JAPAN</b>  <b>PSI-Japan</b> Asahi Sanbancho Plaza #206 7-1 Sanbancho, Chiyoda-ku Tokyo 102 Tel. (81-3) 32 34 69 21 Fax (81-3) 32 34 69 15 E-mail: books@psi-japan.co.jp URL: http://www.psi-japan.co.jp
<b>DANMARK</b>  <b>J. H. Schultz Information A/S</b> Herstedvang 12 DK-2620 Albertslund Tlf. (45) 43 63 23 00 Fax (45) 43 63 19 69 E-mail: schultz@schultz.dk URL: http://www.schultz.dk  <b>DEUTSCHLAND</b>  <b>Bundesanzeiger Verlag GmbH</b> Vertriebsabteilung Amsterdamer Straße 192 D-50735 Köln Tel. (49-221) 97 66 80 Fax (49-221) 97 66 82 78 E-Mail: vertneb@bundesanzeiger.de URL: http://www.bundesanzeiger.de	<b>SUOMI/FINLAND</b>  <b>Akateeminen Kirjakauppa/ Akademiska Bokhandeln</b> Keskuskatu 1/Centralgatan 1 PL/PB 128 FIN-00101 Helsinki/Helsingfors P./tfn (358-9) 121 44 18 F./fax (358-9) 121 44 35 Sähköposti: sps@akateeminen.com URL: http://www.akateeminen.com  <b>SVERIGE</b>  <b>BTJ AB</b> Traktörvägen 11-13 S-221 82 Lund Tlf. (46-46) 18 00 00 Fax (45-46) 30 79 47 E-post: btjeu-pub@btj.se URL: http://www.btj.se  <b>UNITED KINGDOM</b>  <b>The Stationery Office Ltd</b> Customer Services PO Box 29 Norwich NR3 1GN Tel. (44) 870 60 05-522 Fax (44) 870 60 05-533 E-mail: book.orders@theso.co.uk URL: http://www.itsofficial.net	<b>MALTA</b>  <b>Miller Distributors Ltd</b> Malta International Airport PO Box 25 Luqa LQA 05 Tel. (356) 66 44 88 Fax (356) 67 67 99 E-mail: gwrth@usa.net  <b>POLSKA</b>  <b>Ars Polona</b> Krakowskie Przedmiescie 7 Skr. pocztowa 1001 PL-00-950 Warszawa Tel. (48-22) 826 12 01 Fax (48-22) 826 62 40 E-mail: books119@arspolona.com.pl  <b>ROMÂNIA</b>  <b>Euromedia</b> Str. Dr. Marcovici, 9, sector 1 RO-70749 Bucuresti Tel. (40-1) 315 44 03 Fax (40-1) 315 44 03 E-mail: euromedia@mailcity.com  <b>ROSSIYA</b>  <b>CCEC</b> 60-Ietiya Oktyabrya Av. 9 117312 Moscow Tel. (7-095) 135 52 27 Fax (7-095) 135 52 27	<b>MALAYSIA</b>  <b>EBIC Malaysia</b> Suite 45.02, Level 45 Plaza MBI (Letter Box 45) 8 Jalan Yap Kwan Seng 50450 Kuala Lumpur Tel. (60-3) 21 62 62 98 Fax (60-3) 21 62 61 98 E-mail: ebic-kl@mol.net.my  <b>MÉXICO</b>  <b>Mundi Prensa México, SA de CV</b> Rio Pánuco, 141 Colonia Cuauhtémoc MX-06500 México, DF Tel. (52-5) 533 56 58 Fax (52-5) 514 67 99 E-mail: 101545.2361@compuserve.com
<b>ΕΛΛΑΔΑ/GREECE</b>  <b>G. C. Eleftheroudakis SA</b> International Bookstore Panepistimiou 17 GR-10564 Athina Tel. (30-1) 331 41 80/1/2/3/4/5 Fax (30-1) 323 98 21 E-mail: elebooks@netor.gr	<b>ISLAND</b>  <b>Bokabud Larusar Blöndal</b> Skólavörðustíg, 2 IS-101 Reykjavík Tel. (354) 552 55 40 Fax (354) 552 55 60 E-mail: bokabud@simnet.is	<b>SLOVAKIA</b>  <b>Centrum VTI SR</b> Nám. Slobody, 19 SK-81223 Bratislava Tel. (421-7) 54 41 83 64 Fax (421-7) 54 41 83 64 E-mail: europ@tbb1.sltk.stuba.sk URL: http://www.sltk.stuba.sk  <b>SLOVENIJA</b>  <b>Gospodarski Vestnik</b> Dunajska cesta 5 SLO-1000 Ljubljana Tel. (386) 613 09 16 40 Fax (386) 613 09 16 45 E-mail: europ@gvestnik.si URL: http://www.gvestnik.si  <b>TÜRKIYE</b>  <b>Dünya İnfotel AS</b> 100, Yıl Mahallesi 34440 TR-80050 Bagcilar-Istanbul Tel. (90-212) 629 46 89 Fax (90-212) 629 46 27 E-mail: infotel@dunya-gazete.com.tr  <b>ARGENTINA</b>  <b>World Publications SA</b> Av. Cordoba 1877 C1120 AAA Buenos Aires Tel. (54-11) 48 15 81 56 Fax (54-11) 48 15 81 56 E-mail: wpbooks@infocvia.com.ar URL: http://www.wpbooks.com.ar  <b>AUSTRALIA</b>  <b>Hunter Publications</b> PO Box 404 3067 Abbotsford, Victoria Tel. (61-3) 94 17 53 61 Fax (61-3) 94 19 71 54 E-mail: jpdavies@ozemail.com.au  <b>CANADA</b>  <b>Les éditions La Liberté Inc.</b> 3020, chemin Sainte-Foy G1X 3V6 Sainte-Foy, Québec Tel. (1-418) 658 37 63 Fax (1-800) 567 54 49 E-mail: liberte@mediom.qc.ca  <b>Renouf Publishing Co. Ltd</b> 5369 Chemin Canotek Hoad Unit 1 K1J 9J3 Ottawa, Ontario Tel. (1-613) 745 26 65 Fax (1-613) 745 76 60 E-mail: order.dept@renoufbooks.com URL: http://www.renoufbooks.com	<b>PHILIPPINES</b>  <b>EBIC Philippines</b> 19th Floor, PS Bank Tower Sen. Gil J. Puyat Ave. cor. Tindalo St. Makati City Metro Manila Tel. (63-2) 759 66 80 Fax (63-2) 759 66 90 E-mail: eccpcom@globe.com.ph URL: http://www.eccp.com  <b>SOUTH AFRICA</b>  <b>Eurochamber of Commerce in South Africa</b> PO Box 781738 2146 Sandton Tel. (27-11) 884 39 52 Fax (27-11) 883 55 73 E-mail: info@eurochamber.co.za  <b>SOUTH KOREA</b>  <b>The European Union Chamber of Commerce in Korea</b> 5th Fl, The Shilla Hotel 202, Jangchung-dong 2 Ga, Chung-ku 100-392 Seoul Tel. (82-2) 22 53-5631/4 Fax (82-2) 22 53-5635/6 E-mail: eucck@eucck.org URL: http://www.eucck.org
<b>ESPAÑA</b>  <b>Boletín Oficial del Estado</b> Trafalgar, 27 E-28071 Madrid Tel. (34) 915 38 21 11 (libros), 913 84 17 15 (suscripción) Fax (34) 915 38 21 21 (libros), 913 84 17 14 (suscripción) E-mail: clientes@com.boe.es URL: http://www.boe.es  <b>Mundi Prensa Libros, SA</b> Castelló, 37 E-28001 Madrid Tel. (34) 914 36 37 00 Fax (34) 915 75 39 98 E-mail: librenia@mundiprensa.es URL: http://www.mundiprensa.com	<b>NORGE</b>  <b>Swets Blackwell AS</b> Ostenjoveien 18 Boks 6512 Etterstad N-0606 Oslo Tel. (47-22) 97 45 00 Fax (47-22) 97 45 45 E-mail: info@no.swetsblackwell.com  <b>SCHWEIZ/SUISSE/SVIZZERA</b>  <b>Euro Info Center Schweiz</b> c/o OSEC Stamplengbachstraße 85 PF 492 CH-8035 Zürich Tel. (41-1) 365 53 15 Fax (41-1) 365 54 11 E-mail: eics@osec.ch URL: http://www.osec.ch/eics  <b>BÄLGARIJA</b>  <b>Europress Euromedia Ltd</b> 59, blvd Vitosha BG-1000 Sofia Tel. (359-2) 980 37 66 Fax (359-2) 980 42 30 E-mail: Milena@mbox.cit.bg	<b>ČESKÁ REPUBLIKA</b>  <b>ÚSIS</b> odd. Publikaci Havelská 22 CZ-130 00 Praha 3 Tel. (420-2) 24 23 14 86 Fax (420-2) 24 23 11 14 E-mail: publikace@usis.cz URL: http://www.usis.cz  <b>CYPRUS</b>  <b>Cyprus Chamber of Commerce and Industry</b> PO Box 21455 CY-1509 Nicosia Tel. (357-2) 88 97 52 Fax (357-2) 66 10 44 E-mail: demetrap@ccci.org.cy	<b>SRI LANKA</b>  <b>EBIC Sri Lanka</b> Trans Asia Hotel 115 Sir chittampalam A. Gardiner Mawatha Colombo 2 Tel. (94-1) 074 71 50 78 Fax (94-1) 44 87 79 E-mail: ebicsl@itlin.com  <b>UNITED STATES OF AMERICA</b>  <b>Bernan Associates</b> 4611-F Assembly Drive Lanham MD20706 Tel. (1-800) 274 44 47 (toll free telephone) Fax (1-800) 865 34 50 (toll free fax) E-mail: query@bernan.com URL: http://www.bernan.com  <b>ANDERE LÄNDER/OTHER COUNTRIES/ AUTRES PAYS</b>  <b>Bitte wenden Sie sich an ein Büro Ihrer Wahl/Please contact the sales office of your choice/Veuillez vous adresser au bureau de vente de votre choix</b> Office for Official Publications of the European Communities 2, rue Mercier L-2985 Luxembourg Tel. (352) 29 29-42455 Fax (352) 29 29-42758 E-mail: info.info@cec.eu.int URL: http://eur-op.eu.int
<b>FRANCE</b>  <b>Journal officiel</b> Service des publications des CE 26, rue Desaix F-75727 Paris Cedex 15 Tel. (33) 140 58 77 31 Fax (33) 140 58 77 00 E-mail: europublications@journal-officiel.gouv.fr URL: http://www.journal-officiel.gouv.fr  <b>IRELAND</b>  <b>Alan Hanna's Bookshop</b> 270 LR Rathmines Road Dublin 6 Tel. (353-1) 496 73 98 Fax (353-1) 496 02 28 E-mail: hannas@iol.ie  <b>ITALIA</b>  <b>Licosa SpA</b> Via Duca di Calabria, 1/1 Casella postale 552 I-50125 Firenze Tel. (39) 055 64 83 1 Fax (39) 055 64 12 57 E-mail: licosa@licosa.com URL: http://www.licosa.com	<b>ČESKÁ REPUBLIKA</b>  <b>ÚSIS</b> odd. Publikaci Havelská 22 CZ-130 00 Praha 3 Tel. (420-2) 24 23 14 86 Fax (420-2) 24 23 11 14 E-mail: publikace@usis.cz URL: http://www.usis.cz  <b>CYPRUS</b>  <b>Cyprus Chamber of Commerce and Industry</b> PO Box 21455 CY-1509 Nicosia Tel. (357-2) 88 97 52 Fax (357-2) 66 10 44 E-mail: demetrap@ccci.org.cy	<b>ARGENTINA</b>  <b>World Publications SA</b> Av. Cordoba 1877 C1120 AAA Buenos Aires Tel. (54-11) 48 15 81 56 Fax (54-11) 48 15 81 56 E-mail: wpbooks@infocvia.com.ar URL: http://www.wpbooks.com.ar  <b>AUSTRALIA</b>  <b>Hunter Publications</b> PO Box 404 3067 Abbotsford, Victoria Tel. (61-3) 94 17 53 61 Fax (61-3) 94 19 71 54 E-mail: jpdavies@ozemail.com.au  <b>CANADA</b>  <b>Les éditions La Liberté Inc.</b> 3020, chemin Sainte-Foy G1X 3V6 Sainte-Foy, Québec Tel. (1-418) 658 37 63 Fax (1-800) 567 54 49 E-mail: liberte@mediom.qc.ca  <b>Renouf Publishing Co. Ltd</b> 5369 Chemin Canotek Hoad Unit 1 K1J 9J3 Ottawa, Ontario Tel. (1-613) 745 26 65 Fax (1-613) 745 76 60 E-mail: order.dept@renoufbooks.com URL: http://www.renoufbooks.com	<b>UNITED STATES OF AMERICA</b>  <b>Bernan Associates</b> 4611-F Assembly Drive Lanham MD20706 Tel. (1-800) 274 44 47 (toll free telephone) Fax (1-800) 865 34 50 (toll free fax) E-mail: query@bernan.com URL: http://www.bernan.com  <b>ANDERE LÄNDER/OTHER COUNTRIES/ AUTRES PAYS</b>  <b>Bitte wenden Sie sich an ein Büro Ihrer Wahl/Please contact the sales office of your choice/Veuillez vous adresser au bureau de vente de votre choix</b> Office for Official Publications of the European Communities 2, rue Mercier L-2985 Luxembourg Tel. (352) 29 29-42455 Fax (352) 29 29-42758 E-mail: info.info@cec.eu.int URL: http://eur-op.eu.int



---

Price (excluding VAT) in Luxembourg: EUR 16



OFFICE FOR OFFICIAL PUBLICATIONS  
OF THE EUROPEAN COMMUNITIES

L-2985 Luxembourg

ISBN 92-828-2692-9



9 789282 826928 >