



## WP3 Inception

### Output 3.5 Institutional and Informal Framework: Policies, Plans and Initiatives Background

#### ANNEX 01 Municipality of Kavala (GR)

Final Version

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D3.5 Institutional and Informal Framework:  
Policies, Plans and Initiatives Background  
ANNEX 01 Municipality of Kavala (GR)



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Institutional and Informal Framework: Policies, Plans and Initiatives Background  
ANNEX 01 – Municipality of Kavala (GR)

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This activity will mainly focus on major planning instruments that are plans and policies. An in depth analysis of the current working tools, at different institutional level from national planning acts until local urban policies, when present, and regulative instruments are going to be done. It will be a proper screening of policies and plans generating effects on involved territories. Level of integration and capability of making synergy of these different tools is going to be investigated and even the link between policy design and decision makers are going to be examined. This report discuss the incipient stage of policies and plans used in the target area for the Strategic Territorial Agenda.

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## Abbreviation List

CKP - cities knowledge platform

ST/UA - Strategic Territorial/ Urban Agendas

TP – Territorial Partner

SEE – South Eastern Europe

SWOT - Strengths, Weaknesses, Opportunities and Threats

UC – Urban Centers

# 1 Administrative Structure of the TPs State

From 1<sup>st</sup> of January 2011, in accordance with the Kallikratis Plan ([Law 3852/2010](#)), the administrative system of [Greece](#) was drastically overhauled. The [former system](#) of 13 [regions](#), 54 [prefectures](#) and 1033 [Municipalities and communities](#) was replaced by 7 decentralized administrations, 13 regions and 325 Municipalities. The regions and municipalities are fully [self-governed](#) and are recognised by the Basic Law as self-governmental territorial levels. The decentralized administrations are run by a general secretary appointed by the [Greek Government](#). The [Autonomous Monastic State of the Holy Mountain](#), as an autonomous self-governing entity (a special self-administrative status is recognised for the peninsula of Athos which depends of the direct jurisdiction of the Ecumenical Patriarchy), is exempt from these reforms.

The first level of government is constituted by the [municipalities](#). Municipalities as a form of governance have long history as they preexisted from the classical years. After the liberation of the Greek state in 1832, municipalities were established in major urban centers. These municipalities were then modified under a series of Decrees by the governments of Elftherios Venizelos. Their boundaries remained almost stagnant until 1998 and the implementation of Law 2539/97 (Kapodistrias Law) that imposed a massive merging of existing municipalities and communities, to create new larger municipalities. The current municipalities have resulted from further merging of several former municipalities and communities under the Kallikratis Law in 2011. The municipalities are further subdivided into municipal units and finally into communities. They are run by a **Mayor** and a **Municipal Council**, popularly elected every 5 years. The Council is a collective body, which usually consists of 15-51 seats (depending on the population of the municipality) of elected Councilors and Associate Judges. The distribution of seats is proportional to the share accruing to each party in the elections. Other bodies responsible for decision making are:

- the **Municipal Committee** (which after the Kallikratis reformation was replaced by the Economic Committee and the Committee on Quality of Life), is a five-member decisive governing body, were councilors of the Opposition also participate,
- the **Departmental Councils** (or Municipal Communities according to the terminology of the Kallikratis Law), are consulting bodies established in municipalities with more than one hundred thousand inhabitants,
- the **Local Councils**, which consists of usually 5-10 seats and has the area of responsibility of the former Municipal District (one or two villages of the municipality or a particular stretch of the city) and their role is to identify problems of the District to the City Council and take advisory action (auxilliary character – cannot take decisions) to solve them.

Competences: local development, natural and manmade environment, quality of life and proper operation of cities and settlements, local employment, social protection and solidarity, civil protection, education - culture – sports, rural development – livestock – fishing, urban planning.

The second level of government are the [regions](#). The first division of the country into regions was established in the reform of 1971, during the military dictatorship but was canceled two years later. Note that, according to the program, the regions were only seven and appointed commanders entered automatically to the Cabinet as Deputy Ministers. The regions were established in their current boundaries under the 1622 Law of 1986 and the Presidential Decree 51 of 1987. Their role was basically subsidiary of the central administration and their bodies were also appointed by it. In the late 90s their operation was upgraded and their responsibilities were broadened (Law 2503/1997 and Law 2647/1998), yet remaining directly subordinate to the central government, as all decisive powers were concentrated in the their government - appointed General Secretary. Regions received their current form in January 2011, when the relevant provisions of the Kallikratis Law came into force. Kallikratis Law provided full financial and administrative independence for the regions, elected officers (Regional Governor and Regional Council) and transfer of a subset of responsibilities from the abrogated prefectures. At the same time though, regions lost some of the hitherto powers, that were decided to remain in the hands of the State Government through the Decentralized Administrations. Regions are run by a **Regional Governor** and a Regional Council, popularly elected every 5 years. The **Regional Council** is composed of Councilors, elected by direct, universal suffrage, and secret ballot. The Regions are divided into regional units, usually but not always coterminous with the former [Prefectures](#). Each regional unit is headed by a **Vice-Regional Governor**, drawn from the same political block as the Regional Governor. Other bodies of the Region are the **Finance Committee** and the **Executive Committee**. Their responsibilities are spread across a wide spectrum: from planning, coordination and implementation of policies related to the region, up to individual tasks of central government that may be conferred upon it by law.

Competences:

- programming and development,
- agriculture – livestock,
- natural resources – energy – industry,
- employment – trade – tourism,
- transport – communications,
- projects – spatial planning – environment,
- health,
- education – culture - sports,
- civil protection and administrative matters.

The third level is composed of the new ***Decentralized Administrations***. The Decentralized Administrations constitute independent administrative units responsible for the executive and supervisory activities of the State in the area of responsibility. 7 Decentralized Administrations were established, comprising two or three regions (except for [Attica](#) and [Crete](#)). Their mission is the implementation of governmental policies on regional level. They are run by a government-appointed [General Secretary](#), operating under the guidelines of the government. An **Advisory Council** drawn from the regional governors and the representatives of the Municipalities also



supports the operation of the Decentralized Administration. However the character of the Council is auxiliary and cannot take any decisions. The establishment of the Decentralized Administrations was promoted in order for them to assume basic responsibilities of the regions, after the establishment of the latter as self-governing bodies. These are mostly responsibilities that were decided not to be appointed to the local government, but remained in the responsibility of the state, either because of Constitutional provisions or because of their nature.

Competences:

- State cases that cannot be processed by the local government for constitutional reasons (the legality of acts of local government, forest protection, management of public property and state wealth, etc.),
- State affairs gradually decentralized from the central government, aiming at creating a flexible state,
- State affairs related to immediate and quality services to citizens.



Figure 1: Municipalities and Regions



Figure 2: The Decentralized Administrations

<sup>1</sup> Each color represents one of the 13 Regions, the black boundary represents the former prefectures and the white boundary represents the municipalities.

## 2 Planning System of the TPs State

Spatial Planning promotes the coordination between different policy sectors, following the principles of sustainable development in order to achieve balance among competitiveness, social cohesion and quality of life and environment. The main goals of the spatial planning policy are determined based on the evaluation of the general national needs and needs of the individual areas, in accordance with the regulations and guidelines of the international and European framework. Spatial planning in Greece is set in three spatial planning levels:

- national level,
- regional level,
- sub-regional (local).

### 2.1 National level

- **National economic and social development plans.** Prepared by the Ministry of Economy and approved by the Greek parliament. Contain only broad directions on spatial planning.
- **National Planning Document / General Framework of Spatial Planning and Sustainable Development.** Prepared by the Ministry of Environment and Climate Change and approved by the Greek parliament. Contains the main guidelines on the national spatial organization.
- **Sectoral Regional Plans / Special Frameworks of Spatial Planning and Sustainable Development.** Prepared by the Ministry of Environment and Climate Change and relevant ministry (depending on the sector), approved by the Coordination Committee of the Government by Joint Ministerial Decision. Contains sectoral specialization of general framework guidelines.

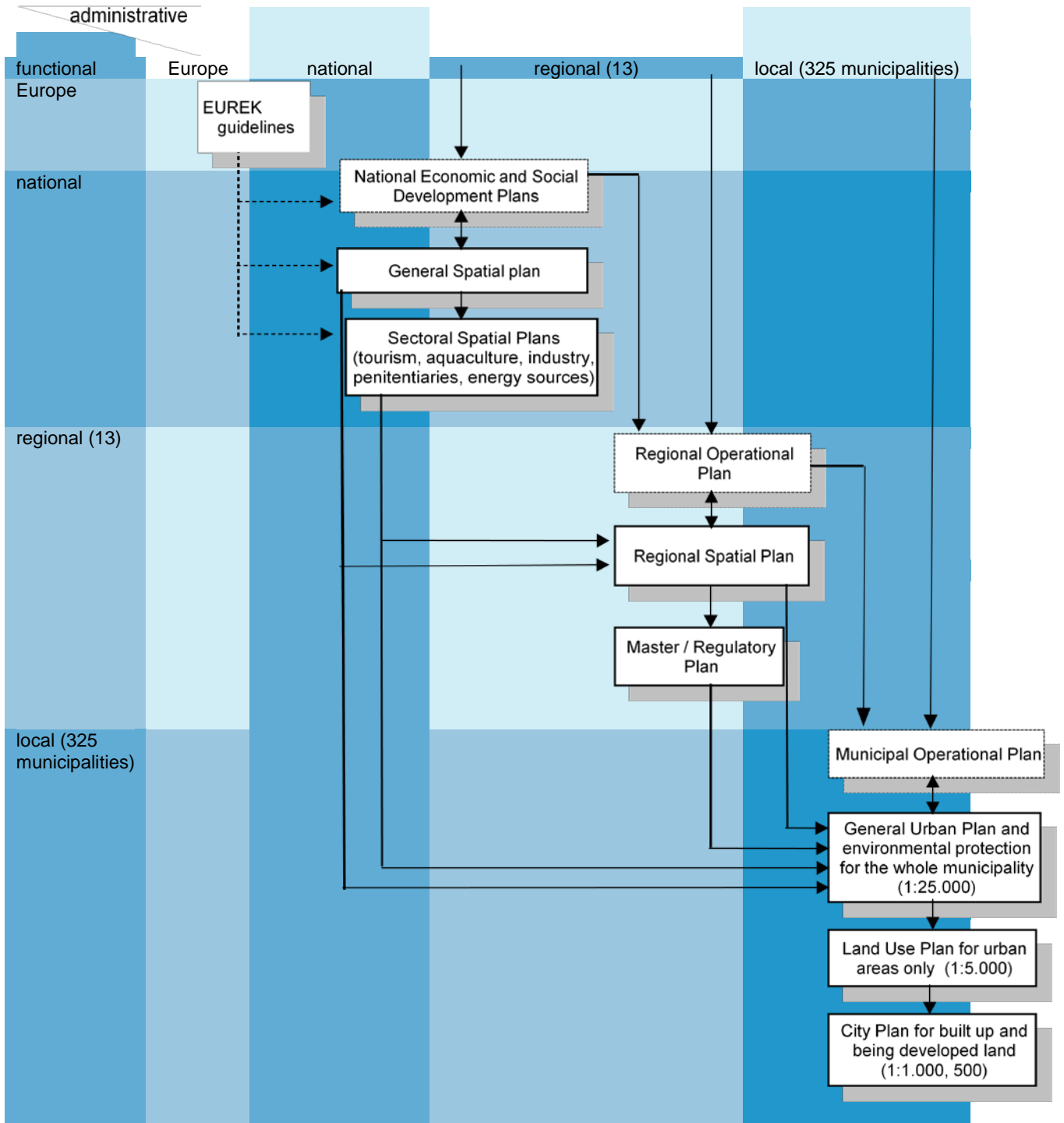
### 2.2 Regional level

- **Regional Operational Plans.** Prepared by the regional authority every 5 years and approved by the Ministry of Economy. Contain regional development strategy and only certain spatial guidelines on regional level.
- **Regional Spatial Plans.** Prepared by the regional authority and approved by the ministerial decision by the Ministry of Environment and Climate Change. Revised every 5 years. Specialization of spatial strategy on regional level, locating activities.
- **Master Plans / Regulatory Plans.** Prepared only for metropolitan agglomerations by the relevant Regulatory Plan Agency, approved by Presidential Decree after approval by the Ministry of Environment and Climate Change.

## 2.3 Sub –regional (local) spatial planning

- **Municipality Operational Plan.** Prepared by the municipality and approved by the General Secretary of the regional authority. Contain local development strategy and only certain spatial guidelines on municipal level.
- **General Urban Plan.** Prepared by the municipality and approved by Presidential Decree after approval from the General Secretary of the Regional Authority. Revised every 5 years. Contains regulatory provisions. Includes land use plans.
- **City Plan.** Prepared by the municipality and approved by Presidential Decree after approval from the General Secretary of the regional authority. Specialization of General Urban Plan, finalization of urbanization zones.

Diagram 1: Structogram of the levels and instruments of the Greek spatial planning system



## **3 History of Planning Instruments, Policies and Plans on Different Administrative Levels**

### **3.1 National level**

Several town - city plans already existed for some of the major cities of the Greek State after the liberation in 1832. However many years passed until the State received its current form and that's why the first attempt for setting up an urban planning policy in Greece is considered to take place in 1923 under the Legislative Decree "On City Plans, Villages, Settlements and Building". The Decree divided space into in plan and off-plan areas and provided that each settlement must be based upon a town plan. The following decades are characterized by a legislative stagnation in the urban and spatial issues.

The 947 Law of 1979 "On Urban Areas" is the legal springboard for strategic urban planning in Greece. Trough the 947/79 Law specific reference is made to the separation of planning levels (strategic planning, physical design).

Because the 947/1979 Law was not properly implemented on urban planning level it was replaced in 1983 by 1337/83 Law "On Extension of Urban Plans, Residential Development and Related Settings". This Law set the initial hierarchical system of urban development in Greece (General Urban Plan - Urban Study- Implementation Act).

During the first period after the political changeover important interventions regarding planning practices can be identified. The building factor (floor-area ratio) is drastically reduced by 40% in the cities. Moreover a special ministry of spatial planning - Ministry of Spatial Planning, Settlements and Environment is established. Also important settings for the subsequent urban development were the mechanism of the contributions of land for the creation of public spaces as well as the establishment of the Urban Control Zones. Although these arrangements were legally recognized under the 1337/83 Law, their results were not as expected. The majority of the residential area in Greece was developed sprawling through illegal and arbitrary partition layout (for instance many areas of eastern Attica). Furthermore there was also a delay in the implementation of urban plans which gave space for violations and arbitrariness. So when the time came to actually implement the relevant urban plans, the residential area has been already shaped by the individual violators.

Several actions on urban planning policy started in the 1990s in Greece, mostly focusing on strategic urban planning. The Community Initiative "URBAN" played an important role on the matter. The program focused on overcoming socio-economic problems of the city, through certain measures such as subsidies of start ups and training programs.

The last major urban planning law is the 2508/1997 "On Sustainable Residential Development of Towns and Settlements in the Country and Other Provisions", which defines three important tools for strategic planning:

- The Master Plan
- The General Urban Plans
- The Open City Spatial and Residential Organization Plans.

Moreover through the 2508/1997 Law, urban planning in Greece legally acquired a more strategic character.

The years after 2000 are characterized by the creation of large urban infrastructure projects such as the Attiki Odos, the Athens Metro and the International Airport "Eleftherios Venizelos". The completion of these projects was not accidental and it was largely based on the international role of Athens due to the Olympic Games of 2004.

In recent years, fragmented movements are being made on urban planning and urban development, including the establishment of the National Cadastral Office as well as various initiatives undertaken by the European Union (eg the initiative JESSICA - Joint European Support for Sustainable Investment in City Areas). However the most important thing is to have an integrated setting for the residential organization of Greek territory and mechanisms for controlling urban policy.

## **3.2 Local level**

The Municipality of Kavala was formed at the 2011 local government reform (under the Kallikratis Law) by the merger of the following 2 former municipalities of Kavala and Philippi. In 1923 the first street plan was drafted for the City of Kavala and followed the 2<sup>nd</sup> (in 1939) and 3<sup>rd</sup> (in 1980). In the midterm refugee settlements were created in the eastern, western and northern edge of the city. In 1956 and 1958 the expansion of the city plan was approved in order to include the refugee settlements. In 1962 a new expansion was approved including the areas of Kalamitsi and Saint Loukas. In 1980 the 1<sup>st</sup> Master Plan of Kavala (from Keramwti to Peramos) was approved followed by new expansion of the city plan in 1985. In 1988 the Residential Control Zone including Kavala, Karvali, Amygdaleonas, Palio was approved. In 1989 the General Urban Plan of Kavala was approved and in 1996 the General Urban Plan of the former Municipality of Philippi started but was never concluded. In 2013 the new General Urban Plan was approved including the total area of the new Municipality of Kavala. Approved street plans exist for residences - villages of the rest of the area.

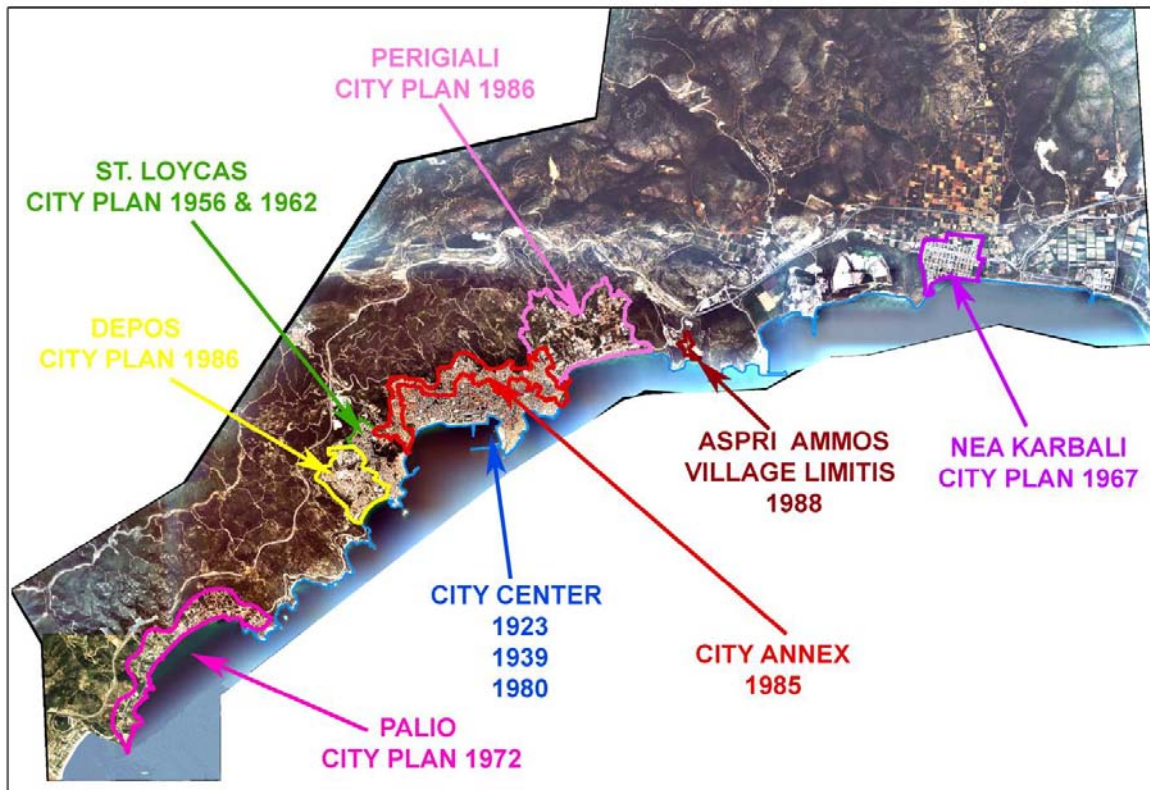


Figure 3: Evolution of urban – city planning in Kavala

## 4 Current Planning Instruments, Policies and Plans on Different Administrative Levels

### 4.1 National level

- **National economic and social development plans**, usually five-year plans approved by parliament. They contain only broad directions on regional development and spatial planning. The responsibility for their production belongs to the Ministry of National Economy, whereas technical work is carried out in the Centre of Planning and Economic Research. Regional development plans with national and regional components, were produced for the purpose of negotiating with the European Commission the Community support frameworks (not part of Spatial Planning system but contains relevant guidelines on national level).
- **The National Planning Document / General Framework of Spatial Planning and Sustainable Development** has been approved in 2008 by the Parliament. This document constitutes a sum of documents and diagrams which:
  - records and evaluates the factors affecting long term spatial development and structure of the national space,
  - values the spatial consequences of international, European and national policies,
  - identifies on a 15 years perspective the main priorities and strategic directions for integrated spatial development and sustainable organization of national space.
- **Sectoral Regional Plans / Special Frameworks of Spatial Planning and Sustainable Development** also exists, specifying the directions and specifications of General Framework of Spatial Planning and Sustainable Development on sectoral level. So far 5 Sectoral Plans have been approved concerning Industry, Tourism, Renewable Sources of Energy, Penitentiaries and Aquaculture.

### 4.2 Regional level

- **Regional Operational Plans.** The obligation of the second degree of local administrations (Regions) to prepare 5 year operational plan is established under the article 268 of the Kallikratis Law. The Regions' Operational Plans contributes to meeting the national strategic goals, emphasizing on the particular characteristics and needs of each spatial unit / region. Their aim is to promote the regional and internal development of the Region and developing partnerships in line with the guidelines of developmental planning at local and national level and the new powers set out in by the Kallikratis Law. Operational plans include the development strategy of the region, action plans, planning of projects, financial planning and finance, monitoring indicators and cover in general a common core of interventions for:



- environment and quality of life,
  - local economy and employment,
  - social infrastructure,
  - health and education,
  - culture and sports,
  - accessibility,
  - sustainable urban development,
  - strengthening of mountainous and disadvantaged areas (not part of spatial planning system but contains relevant guidelines on regional level).
- **Regional Spatial Plans** were introduced in 1996 and are a set of maps and documents expressing general principles and directions of spatial policy, in the context of social and economic development plans. Through the regional plan:
    - the role of each region at European and national level is recorded and evaluated and potential intraregional operations are identified,
    - factors affecting long-term regional development are specified,
    - spatial consequences of international, European and national policies on regional level are valued,
    - matters of locating functions are addressed.

The plan has a strategic role and is accompanied by a regional spatial programme indicating necessary actions, development phasing and sources of funding.

- **Master Plans** or, if literally translated, '**Regulatory**' plans, are strategic plans, produced and approved by law for metropolitan agglomerations. The objectives of these plans can be summarised under the following headings: urban spatial structure, environmental protection, protection of areas of natural beauty, protection of historic and cultural heritage, pollution abatement, upgrading of declined areas.

### 4.3 Local level

- **Municipality Operational Plan.** The Operational plan covers all the activities of local development and services organization of the municipality. The plan establishes the strategic objectives, the priorities of local development and the organization of services of local authorities and their legal entities, while also defines actions and interventions for achieving these goals. The plan includes all actions of the municipal enterprises, public bodies and other municipal institutions. The content of the Operational Plan includes the development strategy of the municipality (formulation of overall strategic objectives and development priority axis configurations), business planning based on strategic goals (including action plans, planning of projects – interventions), planning of operations of the city, financial

planning and finance, monitoring indicators (not part of spatial planning system but contains relevant guidelines on local / municipal level).

- **General Urban Plan (GUP).** It is a plan of general guidance, setting the basic directions of a settlement's future development. The town plan that follows must adhere to these directions and all the provisions of the GUP of the area. A GUP covers at least the area of one municipality or commune. The GUP'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 planning regulations,
  - to indicate special zones within the plan area, which are later approved by presidential decree.
- **City Plan** is a generic term which covers a variety of plans, all of which are detailed zoning plans, local in their geographic coverage, drawn on a topographic map (scale 1:500 or 1:1000). These plans determine street alignments, building lines and land-use designations, and are accompanied by a statement of building conditions. These conditions include minimum plot size and plot dimensions, maximum plot ratios, and the crucial floor-area ratio.
- **Implementation Act** means act or deed of implementation of the city planning scheme. It is a plan drawn on a land registration map, which includes property adjustments, to take account of land contributions.
- **Special Urban Zones** are designated in a GPS and either signify a particular mode of development (e.g. through regulation of building conditions, land readjustment or operational planning) or provide the framework for the offer of development incentives. Another example of special zones are the zones of controlled development, for controlling the development of areas of economic activity in urban and nonurban and ASRU (Areas of Specially Regulated Urban planning).
- **Rural zones.** Development in rural zones is possible under a land use plan and relative regulations.
- **Non-plan procedural policy instruments.** 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, when the use of this increment is not permitted, e.g. to protect a listed building.

## 5 Impact of the Most Important Plans, Planning Instruments and Policies on the Area of Intervention

**Table 1: Detailed description of the impact of the most important plans, planning instruments and policies on the area of intervention**

Administrative level	Name of the document	Define: formal or informal document	Positive impact on the area of intervention	Negative impact on the area of intervention
National level	National economic and social development plans	Formal	Promotion of Investments on 4 season tourism	
National level	National Planning Document / General Framework of Spatial Planning and Sustainable Development	Formal	Protection and sustainable management of natural resources, protection and preservation of historical monuments.	
National level	Sectoral Plans	Formal	Sectoral Plan on Tourism: organizing of tourism development, promotion of alternative tourism forms.	
Regional level	Regional Operational Plan	Formal	sustainable management of natural resources and promotion of culture, reinforcement of the identity of urban centers, improvement of quality of life	
Regional level	Regional Spatial Plan	Formal	establishment of balanced and polycentric network of urban centers, promotion of sustainable rural development, development of	

Administrative level	Name of the document	Define: formal or informal document	Positive impact on the area of intervention	Negative impact on the area of intervention
			natural and cultural resources	
Regional level	Master Plan	-	-	-
Municipal level	Municipality Operational Plan	Formal	promotion of tourism as the most feasible and viable means for development, improvement of the function of the city	
Municipal level	General Urban Plan	Formal	promotion of sustainable urban development, organization of suburban and outer urban areas, protection of natural and manmade environment	
Municipal level	Town Plan	Formal	-	-
Municipal level	Implementation Act	Formal	-	-
Municipal level	Special Urban Zones	-	-	-
Municipal level	Rural Zones	-	-	-
Municipal level	Non-plan procedural policy instruments	-	-	-

## **6 Do You Already Know If You Will Need to Change Existing or Prepare New Formal Documents? If So, Which Ones?**

There will be no need for changes in existing formal documents or preparing new ones. However the outputs of STATUS project and especially the interventions that will be specified in the final Strategic Urban Agenda will be used as basis for the future modification of the General Urban Plan of Kavala.

## **7 Additional Information You Feel You Need To Add To Clarify the Current Situation**

Regarding the national administrative structure we note that the sub-national Greek governments have a relative lack of self-financing resources and competencies. Decentralization is gradually happening, leading to better vertical co-ordination. In all these areas progress is slow, due to bureaucratic inertia, ineffectiveness, secretiveness and resistance to change. Although progress towards vertical or horizontal co-operation and partnerships is slow, important steps have been made by strengthening regional authorities and enabling local development companies and municipal associations. The procedure for the spatial planning field is not an exception and the coordination is weak in both directions.

Regarding the current planning instruments we note that there is no state or province level in Greece. On the regional level there is no Master Plan for Kavala so this document has no effect in the area of intervention and is irrelevant to our project. On municipal level the town plans and the implementation acts are very detailed documents and are not considered to be planning documents. These documents only specialise the implementation of the General Urban Plan determining property adjustments and land contributions. Furthermore as already stated the Strategic Agenda of Kavala deriving from STATUS project will be incorporated in the new General Urban Plan. That's why we consider these two documents as irrelevant for our project and of no impact for the intervention area and we exclude them from our analysis. Finally no Special Urban Zones, Rural Zones or Non-plan procedural policy instruments exist for our area of intervention.