

LIFE PROWHIBIT PREVENTION - DETECTION - DISRUPTION OF ENVIRONMENTAL WASTE CRIME

ENVIRONMENTAL WASTE CRIME IS A CRIME WITH "VICTIMS"

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European Union Network for the Implementation and Enforcement of Environmental Law



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LIST OF ABBREVIATIONS

EC	Environmental Crime
EMPACT	European Multidisciplinary Platform Against Criminal Threats
EPD	Environmental Protection Department
EPR	Extended Producer Responsibility
EU	European Union
EWC	Environmental Waste Crime
GDIAB	General Directorate of Inspection and Authorisation Body of the Ministry of Environment
	and Energy of Greece
GSWMC	General Secretariat for Waste Management Coordination the Ministry of Environment and
	Energy of Greece
MEE	Ministry of Environment and Energy of Greece
NGO	Non-Government Organization
PPO	Public Prosecutor's Office
SDOE	Special Secretariat of Financial and Economic Crime Unit
SWOT	Strengths, Weaknesses, Opportunities and Threats





1 INTRODUCTION

1.1. What is the Environmental Waste Crime?

Environmental Crime is an illegal act which harms the environment, wildlife, biodiversity and natural resources. It is widely recognized as a significant challenge for Europe impacting not only the environment but the society and economy as well. It has been included, therefore, as a priority in the EU Policy Cycle 2018-2021 for organized and serious international crime with a focus on interrupting Organised Criminal Groups involved in wildlife & illicit waste trafficking as well as in the European Multidisciplinary Platform Against Criminal Threats (EMPACT) Priority Program 2018. Alongside the EMPACT Priority Program 2018, the Council Working Party on General Matters including Evaluations (GENVAL) devoted the 8th round of mutual evaluations to the practical implementation & operation of EU policies on tackling Environmental Waste Crime (EWC) as referenced in the offences listed in Art3 of Dir 2008/99 Illegal Trafficking of Waste & Illegal Production or Handling of Dangerous Materials, since these offences warrant particular attention. Furthermore in 2018, the European Commission adopted the 9-point ECA Action Plan to help Member States strengthen the mechanism against EC.

Environmental Waste Crime (EWC) is a growing international problem which varies from illegal shipment of waste to waste mismanagement, entailing high profits with low detection risk, e.g. illegal storage, transport and dumping of hazardous waste with significant adverse environmental impact. The illicit traffic of waste typically involves fraud & false declarations and has as main destinations countries in Africa & Asia, with EU countries reporting an increase in illegal dumping or disposal. Often a lack of cooperation adversely affects the fight against EWC, which involves diverse actors along the compliance chain (permitters, inspectors, police, customs, financial, prosecutors, judiciary) and the overall effectiveness depends on the efficient participation of each party involved.

1.2. EWC in Greece

Apart from the harm caused to the environment, as a result of EWC, Greece is often used as a transit country for illegal waste shipments. Therefore, as stated in the GENVAL Evaluation report for Greece, it is of utmost importance to effectively tackle the environmental waste crime.

In order to address issues of waste offenses more effectively on a national level, nevertheless with international implications, the establishment of a national strategy and of a coordination committee to implement its actions for tackling EWC, are deemed necessary. Furthermore, at national level, the lack of cooperation and EWC combined with the limited skills and awareness in such matters, adversely affect the fight against it. Finally, the development of an information system with unified data, allowing access to all relevant stakeholders will further contribute to increasing the effectiveness of the fight against EWC.



2 DATABASE OF NATIONAL KEY ROLE PLAYERS

Tackling EWC involves diverse actors along the compliance chain at national level and the overall effectiveness depends on the efficient participation of each party. The list of National Key Role Players involved in the fight against EWC is presented in **Table 1** below.

A/A	Competent authority/ Organisation		Role
		General Directorate of Inspection and Authorisation Body (GDIAB)	Promotes, investigates, monitors, coordinates and supports the implementation of environmental, urban planning, energy, mining and quarrying legislation for the protection of the environment, the safety and health of workers in mining & quarrying enterprises, the prevention & remediation of damage to the environment, the deterrence of arbitrary construction and the assurance of the rational operation of the fuel market. It is the competent bodies for carrying out environmental inspections at national level.
1	Ministry of Environment and Energy	General Secretariat for Waste Management Coordination (GSWMC)	It is the competent authority for the formulation and implementation of waste management legislation having among others the following responsibilities: a) Planning & monitoring of the implementation of the National Plans for Waste & Hazardous Waste Management, b) Supervision & management of the Electronic Waste Registry in which, for waste crime prevention and public awareness purposes, all licensed parties involved in the production and management of waste are obliged to be registered and annually report their waste production, transportation, storage and/or treatment activities, c) Implementation of the Basel Convention & the Waste Shipment Regulation EC 1013/2006 & development of the Waste Shipment Inspection Plan in collaboration with the GDIAB.

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Table 1: National	Key Role Players	in the fight against EWC





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2	Ministry of Finance	General Directorate of Financial and Economic Crime Unit (SDOE)	Responsible for the prevention, disclosure, suppression & prosecution of the financial crime, fraud and corruption. Environmental waste crime is usually linked to over types of environmental crime, organised crime or financial crime.
3	Ministry of Interior	General Secretariat of Interior and Organisation	The environmental departments of the seven (7) Decentralised Administrations and the thirteen (13) Regions (supervised by the General Secretariat of Interior and Organisation) are responsible for conducting environmental inspections on activities within their geographical jurisdiction, both routine ones based on the National Environmental Inspection Plan and non-routine ones. Personnel are not assigned any pre-inquiry duties in contrast to Environmental Inspectors of the MEE.
4	Greek Police	Environmental Protection Department (EPD)	Environmental Protection Departments have been established in the Security Departments of the Greek Police both in Athens and Thessaloniki, with jurisdiction over South and North Greece respectively. These Departments are responsible for combating illegal trade, storage and disposal of waste, as well as other types of environmental crime.
5	Hellenic Coast Guard	Marine Environment Protection Directorate	Responsible for overseeing, monitoring & coordinating Port Authorities to implement existing legislation in the fields of prevention and control of marine & coastal pollution. It also provides support and modernisation of the available pollution control instruments and materials to the Port Authorities & the Regional Pollution Prevention Stations.
6	Independent Authority of Public Revenue	General Directorate of Customs and Special Consumption Tax	In accordance with the National Customs Code 2960/2001, custom authorities, among their other competencies, are responsible for the protection of the environment. They have, therefore, the authority to detain any suspect cargo, including potential cargoes of illegal waste, in order to carry out relevant investigations, identify and punish the

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	National Transparency		perpetrators, acting alone or in cooperation with other authorities. In addition, custom officers are pre-trial investigation officers. At national level, custom authorities have signed a Memorandum of Understanding with the Greek Police and the Coast Guard to strengthen their cooperation. At international level, cross- border cooperation between customs authorities is enabled by the Naples II Convention, which focuses among others on dangerous & toxic waste. Furthermore, for the purposes of information exchange and immediate response and action, custom authorities have access to the Common Risk Management System (CRMS) between all EU members.
7	National Transparency Authority [includes the General Inspector of Public Administration (GIPA) and the General Secretariat Against Corruption (GSAC)]	Inspections and Audits Unit - Environment, Energy and Communications Sector	Aims at designing and implementing a coherent policy framework to detect and suppress acts of corruption, to prevent and deter them through continuous inspections and investigations, as well as to inform and raise awareness of society as a whole.
8	Prosecutors	Environmental Prosecutors in Athens and Thessaloniki Regional Prosecutors	Environmental Prosecutors have been appointed in Athens and Thessaloniki for investigating and prosecuting all environmental crimes committed in the areas of their jurisdiction. For the rest of Greece, the Regional Prosecutors are responsible for the environmental crime,
9	Courts/ judges		along with the rest of their duties. There are no special courts/ judges for environmental crime cases, but they are adjudicated in the general penal courts. There are also the Administrative courts for the imposition of administrative fines.
10	Hellenic Recycling Agency		It supervised by the Ministry of Environment and Energy and is responsible for the design & implementation of recycling policy in Greece. It also approves national extended producer responsibility (EPR) schemes for all products & for monitoring the progress of recycling in the country. Its Inspection







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3 SWOT ANALYSIS AT NATIONAL LEVEL FOR EWC

SWOT Analysis stands for Strengths, Weaknesses, Opportunities and Threats and it is a strategic planning technique used to identify strengths, weaknesses, opportunities and threats related to project planning. It is carried out at the preliminary stages of a decision-making process and it can be used as a tool to evaluate the current position of an organisation and develop of its strategic future position.

The SWOT Analysis carried out as part of the implementation of the project LIFE PROWhIBIT, and its main objective is to define at defining the current state of affairs for the fight against EWC at national level. It summarises the best practice procedures, methods, tools and techniques which are used currently by the various actors involved in the fight against EWC in Greece. It also highlights the issues that each key actor faces, as well as both the opportunities and threats which exist and influence the competencies of each actor involved.

The SWOT analysis is based on the GENVAL Evaluation Report on the eighth round of mutual evaluations regarding the EWC in Greece: "The practical implementation and operation of European policies on preventing and combating environmental crime". Based on the database of key role players at national level, the six major are included in the analysis presented in this report.

The SWOT analysis will form the baseline for the development of the Provisional National Strategy which will set the strategic goals and foresee the required actions to accomplish a better cooperation and coordination between the various actors involved in tackling EWC.

3.1. Judiciary: Prosecutors and Judges



- Greece has introduced the necessary legal framework to prosecute environmental crime.
- There is distinction for sanctions between administrative and criminal offences in accordance with the Greek law.
- Public prosecutors and judges have access to the public sector databases and registers when investigating environmental crimes.
- Prosecutors have the right to mandate a preliminary examination on environmental issues.
- Effective judicial cooperation on Environmental Waste Crime (EWC) cases (inspector submits statement and participates as witness in criminal court).
- Judicial authorities inform the General Directorate of Inspection and Authorisation Body of the MEE (GDIAB) on the result of the administrative offense cases.
- There is one specialised environmental prosecutor in Athens and one in Thessaloniki.



• Prosecutors are entitled to participate in seminars organised by the National School of the Judiciary of the Hellenic Republic in collaboration with other legal organisations such as the European Judicial Training Network (EJTN) and the Academy of European Law (ERA).

Weaknesses • 1 - Judiciary: Prosecutors and Judges

- No specialised courts and judges for Environmental Crime cases.
- Apart from Athens and Thessaloniki, there are no specialised environmental prosecutors.
- Lack of proper electronic register for criminal violations related to waste management.
- Lack of reliable statistics and feedback from prosecutor's office and courts about the referred cases.
- Only generic statistical data kept in the Prosecutor's Office in Attica, but no further categorisation of the type of environmental crime for each case.
- Lack of continuous formal training on environmental waste crime for prosecutors and judges (e.g. type evidence, expert witnesses).
- Greece has not yet transposed Framework Decision 2009/948/JHA on prevention and settlement of conflicts of exercise of jurisdiction in criminal proceedings.

Opportunities



- Increase number of specialised prosecutors especially at high-risk regions.
- Designate a senior prosecutor at central level with co-ordinating powers.
- Improve education, training and awareness of judges/ prosecutors in the field of EWC through continuous formal training.
- Intensify commitment of prosecutors and judges involved in EWC fight.
- Intensify cooperation with the EU Forum of Judges for the Environment (EUFJE) and the European Network for Prosecutors for the Environment (ENPE).
- Special investigative techniques and witness protection programs exist and could be applied to environmental crime cases.





Threats • 1 - Judiciary: Prosecutors and Judges

- Absence of national strategic plan defining the objectives of fight against EWC and role of relevant bodies.
- Lack of statutory framework for co-operation and coordination body for all competent authorities at national level.
- Continuous financial crisis has led to understaffed units and lack of dedicated seminars.
- Impact of COVID-19 pandemic on inspections and examination of criminal offences.
- Slow judiciary procedure for criminal offences.
- Potential links between environmental, financial and organised crime.

3.2. Ministry of Environment and Energy (MEE)



- MEE has developed the Electronic Waste Register which is obligatory for all licensed parties involved in the production and management of waste, and the Producers of Electrical and Electronic Equipment Register.
- GDIAB of the MEE has developed the National Environmental Inspection Plan and the Annual Routine Environmental Inspection Programme for the period 2018-2022.
- GDIAB environmental inspectors keep a detailed database and annual statistics for the inspections carried out, which are communicated to the General Inspector of Public Administration (GIPA).
- MEE has developed an electronic database of facilities in Greece containing their key operating features.
- MEE has developed a manual with instructions and directions for transboundary waste transportation.
- Cooperation exists between GDIAB, General Secretariat of Waste Management Coordination (GSWMC) of the MEE, EPD of Athens General Police Division, competent custom authorities and the regional environmental authorities.
- Well defined procedures for carrying out inspections and imposing administrative fines.
- The responsibilities and jurisdiction of the GDIAB inspectors are defined by the Greek law.



- MEE has adopted the "Extended Producers Responsibility" (EPR) scheme.
- GDIAB conducts joint inspections with other authorities such as Greek Police, Economic Crimes Enforcement Agency and customs authorities.
- GDIAB cooperates with Interpol and Europol.
- GDIAB representatives participated in the high-level Commission Expert Group the Environmental Compliance and Governance Forum.
- General Secretariat for Waste Management Coordination (GSWMC) of the MEE GSWMC collects data related to the infringements of transboundary waste shipments.
- GSWMC is the competent authority for drafting and implementing the waste legislation, as well as implementing Regulation EC 1013/2006 on shipment of waste (WSR).
- GSWMC cooperates successfully with the GDIAB, custom authorities and the environmental departments of the regions.
- Funding of expenses for carrying out inspections is guaranteed from specific national budget allocation in accordance with the Greek law.
- GDIAB inspectors are qualified, competent and committed to their work.
- GDIAB is the IMPEL National Coordinator for Greece.

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2 – Ministry of Environment and Energy

- Absence of an electronic register to track the progress and gather information of the environmental cases at local, regional or national level.
- Statistics and trends in waste crime cannot be identified due to the lack of unified data at national level.
- The Register of Private Environmental Inspectors has not been activated yet.
- Lack of specialized technical equipment and interactive online maps related to EWC.
- GDIAB's lack of human resources resulting in heavy workload for inspectors.



• GDIAB could increase the number of environmental inspections in the annual inspection programme which is implemented by all central and regional authorities.



- Annual Waste Shipment Inspection Programme to be finalised.
- MEE has signed a Memorandum of Understandings with the competent authorities of Cyprus and Albania for transboundary shipments of waste.
- Strengthening cooperation with neighbouring countries to tackle the illegal transit of waste.
- Increase the number of environmental inspections caried out through the implementation of the Register of Private Environmental Inspectors, in accordance with the Greek law.
- GDIAB inspectors could make use of equipment and capabilities of the law enforcement authority and units responsible for prosecuting economic and electronic crime.
- Special investigating techniques (online monitoring, secret operations) could be used by the GDIAB inspectors under special circumstances in accordance with the Greek law.
- MEE organises seminars and training for public authorities and interested parties. Special certified seminars are organised regularly by the Training Institute of the National Centre for Public Administration and Local Administration aiming at increasing the capacity building of the environmental inspectors.
- GDIAB of South Greece cooperates with European Union SatCen in order to use advanced techniques (such as satellite images) as a tool on environmental inspections.
- GDIAB is the EMPACT Coordinator for Environmental Crime in Greece and may receive funding for submitted proposals.



- Absence of national strategic plan defining the objectives of fight against EWC and role of relevant bodies.
- Lack of statutory framework for co-operation and coordination body for all competent authorities at national level.
- Absence of an integrated information system allowing exchange of information between competent authorities.
- Not enough adequate facilities to treat waste creates incentives for EWC to take place.
- Limited facilities for environmentally sound treatment of hazardous waste in Greece.
- Continuous financial crisis has led to understaffed units.
- Impact of COVID-19 pandemic on inspections.
- Improper allocation of human resources of public authorities at central and regional level.



3.3. Environmental Protection Department (EPD) of the Greek Police



- Participate in joint task forces with GDIMEE in conducting investigations and identifying EWCs.
- Eligible for carrying out inspections for criminal environmental offences.
- Environmental Protection Departments have been established within the Attica and Thessaloniki Security Division of the Greek police.
- Environmental Protection Departments cooperate with GDIAB environmental inspectors of the MEE and other competent public authorities.
- When necessary, investigations are carried out with assistance of Financial Police and Cybercrime Unit.
- EPD has access to data bases including the EIS (Europol Information System) and SIS (Schengen Information System).
- Collaborate with Europol, provides relevant data and prepares the SOCTA report.
- Police is involved in EnviCrimeNet network and Interpol, which improve the capacities of Greece in international police-to-police cooperation and information exchange.
- The National EMPACT coordinator is established in the Greek Police Headquarters.
- EPD keeps statistics related to the environmental crimes cases it has dealt with.
- Police has developed the computer system "Police On-line" which offers access to Central Systems and Data bases of the Greek police.

Weaknesses

3 - Environmental Protection Department of the Greek Police

- EPD special unit is understaffed.
- Environmental Protection Departments have been established only in Athens and Thessaloniki.
- Lack of specialised police officers in the Environmental Protection Departments.
- Lack of focal point of intelligence on EWC.

• Lack of continuous formal training focusing on environmental crime for police officers of the EPD.





3 - Environmental Protection Department of the Greek Police

- EPD could collaborate with Europol and Interpol for transboundary waste crime cases.
- Could participate in the Joint Investigation Teams (JITs) of Eurojust, in the fight against environmental crime.
- Could participate in seminars and training organised by MEE regarding the use of electronic databases (Environmental Waste Register, Producers of Electrical and Electronic Equipment Register).
- Establishment of training for traffic police to identify illegal shipments.
- Computer system "Police On-line" could be connected with other information systems of competent authorities.



- Absence of national strategic plan defining the objectives of fight against EWC and role of relevant bodies.
- Lack of statutory framework for co-operation and coordination body for all competent authorities at national level.
- Continuous financial crisis has led to understaffed units.
- Impact of COVID-19 pandemic on inspections.
- Lack of funding for adequate equipment required for inspections.

3.4. Local Authorities



- The inspectors of the environmental departments of the regions are qualified and have the knowledge and expertise for carrying out environmental inspections.
- The environmental services of the regions and decentralized administrations are responsible for carrying out environmental inspections on waste facilities in accordance with law.



- Decentralized administrations submit their reports on the General Secretariat of Waste Management Coordination of the MEE.
- Reports and fines imposed by local authorities are notified to the local judicial authorities.
- Administrative fines imposed are posted on the website ΔΙΑΥΓΕΙΑ.
- There is good cooperation between the decentralized administrations and the national authorities involved in waste management.



- There are no local prosecutors designated to deal with environmental crime cases.
- Environmental departments of the regions and the decentralized administrations are understaffed.
- Absence of an electronic register to track the progress and gather information of the environmental cases at local or regional level.
- Lack of IT advanced tools to enable environmental inspections.
- Discrepancies between different regions regarding the knowledge and means to fight EC.



- Greek law authorises the environmental departments of the regions and decentralised administrations to conduct environmental inspections in the area of their jurisdiction and suggest administrative fines.
- Capacity building and awareness rising through the participation of representatives in public projects and related seminars.
- Regions and decentralised administrations may gather, register and hold data for the current trends on environmental waste crime.



• Absence of national strategic plan defining the objectives of fight against EWC and role of relevant bodies.



- Lack of statutory framework for co-operation and coordination body for all competent authorities at national level.
- Absence of an integrated information system allowing exchange of information between competent authorities.
- Decentralised administrations do not receive funding from specific national budget allocation.
- Continuous financial crisis has led to understaffed units.
- Impact of COVID-19 pandemic on inspections.
- Improper allocation of human resources and funding of public authorities at both central and regional level.
- Not enough adequate facilities to treat waste creates incentives for environmental waste crime to take place.

3.5. Custom Authorities



- Custom authorities are responsible, among other responsibilities, for the protection of the environment.
- Cooperate with Law Enforcement Authorities in the fight against EWC.
- Competent custom authorities carry out inspections of transboundary shipments of waste in collaboration with the environmental inspectors of the MEE.
- Custom authorities have the right to conduct physical checks of shipments and detain any suspect cargo in accordance with the National Customs Code 2960/2001.
- Custom authorities have access to the CRMS information system (Common Risk Management System) between all EU member states for the purposes of instant response and action.
- Participated in the three operations organized by the World Customs Organization for fighting illegal shipment of hazardous waste by sea and successfully exchange information with other countries.
- Custom authorities are familiar with the tools available by Europol.
- Custom officers are pre-trial investigation officers.
- Custom officers have the knowledge and expertise on EWC cases.





- Lack of continuous formal training on custom control procedures.
- Environmental issues have not yet been included in the curriculum of the Customs Academy.



- Memorandum of Understanding has been signed between Custom authorities, the Police and the Coast Guard to intensify their cooperation.
- Intensify cooperation and exchange of information between EU custom authorities through the implementation of the Naples II Convention.
- Provide clear and up to date guidelines on the procedures that should be followed on custom controls in relation to documents required for the international waste shipments.
- Change in the curriculum of the Customs Academy to include environmental crime cases so the custom officers get a basic knowledge of the environmental issues.
- Increase the capacity building of the custos officers through continuous formal training on the custom controls' procedures.



- Absence of national strategic plan defining the objectives of fight against EWC and role of relevant bodies.
- Lack of statutory framework for co-operation and coordination body for all competent authorities at national level.
- Absence of an integrated information system allowing exchange of information between competent authorities.
- Continuous financial crisis has led to understaffed units.
- Impact of COVID-19 pandemic.



3.6. NGOs



- In accordance with the Greek law, NGOs may stand as plaintiff (*parte civile*) or mediator in case of environmental crime.
- Co-operation with NGOs enhances capacity of public authorities towards fighting EWC.
- Contribute to rising public awareness for EWC.
- Participates in the cross-disciplinary "environmental dialogue" at national level.



- Lack of formal cooperation framework between competent NGOs at national level.
- Lack of unified statistical records kept for environmental cases dealt with.
- Lack of funding and human resources.
- Not eligible for carrying out or participate in environmental inspections.



- Strengthening of partnerships between public authorities and NGOs, in line with law, to share knowledge, experience, information and capabilities.
- Public authorities to set up a coordination body and carry out regular meetings with the participation of NGOs' representatives.
- Full commitment of NGOs on issues related to EWC could be an asset for fighting it.

6 - NGOs







- Absence of national strategic plan defining the objectives of fight against EWC and role of relevant bodies.
- NGOs are non-permanent actors against EWC.
- Limited funding and lack of human resources.
- Problems in communication and formal cooperation with the competent authorities and local societies.
- Impact of COVID-19 pandemic in established method of operation of NGOs.