

THE FUNDAMENTS OF A MALLORCAN LANDSCAPE STRATEGY THE DEVELOPEMENT OF THE EUROPEAN LANDSCAPE CONVENTION



# THE FUNDAMENTS OF A MALLORCAN LANDSCAPE STRATEGY

## THE DEVELOPEMENT OF THE EUROPEAN LANDSCAPE CONVENTION



### FOUNDATION, CRITERIA, OBJECTIVES AND PLAN OF ACTIONS

ISBN 978-84-95572-68-4  
9 788495 572684

 **Consell de Mallorca**  
■ Departament de Territori

With the support of  
 **RECEP ENELC** EUROPEAN NETWORK OF LOCAL AND REGIONAL AUTHORITIES FOR THE IMPLEMENTATION OF THE EUROPEAN LANDSCAPE CONVENTION 

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## THE DEVELOPMENT OF THE EUROPEAN LANDSCAPE CONVENTION

FOUNDATIONS, CRITERIA, OBJECTIVES AND PLANS OF ACTION

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THE ORIGINAL VERSION IS IN CATALAN LANGUAGE

**DESIGN:** BALTAR & ASSOCIATS

**EDITING OF THE ENGLISH VERSION:** [WWW.SPAZIOBIELLA.COM](http://WWW.SPAZIOBIELLA.COM)

**ORIGINAL VERSION PRINTED BY:** GRÀFIQUES MALLORCA

ISBN: 978-84-95572-68-4  
LEGAL DEPOSIT: PM-872-2009

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## PRESENTATION



In February 2008, at a plenary session of the Consell de Mallorca, the institution's adhesion to the European Landscape Convention was approved in a symbolic initiative that signified the acceptance of a firm commitment toward landscape protection and management in Mallorca, based on criteria subscribed to and approved by the Member States of the Council of Europe. It was a very important step forward that situated Mallorca on a par with European countries and regions that lead the field in these matters.

However, given our awareness that a symbolic act can sometimes just be that, we have striven to transform that initial commitment into real, effective action that will make a mark on our everyday reality.

As a result, we are pleased to be able to present these Fundamentals of a Landscape Strategy, with a view to taking another step forward in the application of the European Landscape Convention, allowing us to adapt the criteria and commitments of the international convention to the legal framework and instruments at the disposal of the Consell de Mallorca, on a local scale.

We believe that the European Landscape Convention is a good way of incorporating the landscape and its management and protection into a new approach to spatial and urban planning policies and into a new understanding of spatial management. Protecting our more precious landscapes, improving dilapidated areas, extending the notion of a landscape to encompass the whole territory, and understanding that its condition affects the quality of life of the people who live there: all these concepts play a key role in this approach to spatial planning policies. We hope that, from now on, we will be able to count on a truly useful, invaluable tool that will allow us to transform the commitment we have undertaken into a reality.

FRANCINA ARMENGOL SOCIAS  
President of the Consell de Mallorca





## PRESENTATION



Right from the very outset, when the Territorial Department first proposed the establishment of a landscape policy by the Consell de Mallorca, the need was raised to approach its development from different perspectives. The instruments at the department's disposal facilitate the introduction of certain initiatives related to the landscape, both in terms of urban planning (formulated by the Island Commission) and spatial planning. However, without guidelines, it is hard to maintain coherent policies in all fields. As a result, these Fundamentals of a Landscape Strategy are conceived to act as a clear, basic reference in matters concerning the landscape so that they can be used as an internal tool within the department itself and externally by other bodies and institutions.

From local experience, we can observe two different approaches to landscape policies. One, the more theoretical, is based on a fully comprehensive, careful analysis of the reality of the territory in question. This analysis is used to catalogue each and every feature or element of the landscape, creating a corpus of information that can then be used to focus on its management. The other more pragmatic approach avoids such a comprehensive analysis and attempts, from the very beginning, to come up with more incisive proposals to tackle the reality, even if they are based on a less extensive analysis.

In these Fundamentals of a Landscape Policy, we have opted for a midway solution, based on relatively solid theoretical foundations, made up of different tools and studies conducted in the Balearic Islands in recent years. However, while efforts are being made to build up greater knowledge of our landscapes, right from the very outset the Fundamentals of a Landscape Policy contains proposals for intervention that constitute models for the future. We have done it like this because we are aware that spatial intervention and management are the most complex aspects of any landscape policy, and so we aim to set in motion a dual process that combines study and observation with action.

We believe that these Fundamentals must act as a vehicle in changing the spatial model, inspiring a new concept of spatial planning that helps, once and for all, to avoid growth models based on standard meaningless growth, striving instead to enhance the landscapes that identify us. Lastly, as the European Landscape Convention advocates, they must act as a guide in the protection and management of the entire territory.

MARIA LLUÏSA DUBON PRETUS  
Head of the Territorial Department



## INTRODUCTION



Within its scope of authority in matters concerning urban and spatial planning and the management of monumental, cultural, historic, artistic, architectural and scenic heritage, the Consell de Mallorca wishes to promote and develop an integrated coordinated landscape strategy in accordance with the concept, ideas and objectives of the Council of Europe's European Landscape Convention (ELC).

The final text of the ELC, adopted by the Committee of Ministers of the Council of Europe on July 19th 2000, was made available for signature by the parties in Florence on October 20th 2000 within the framework of a campaign by the Council of Europe under the slogan "Europe, A Common Heritage?"

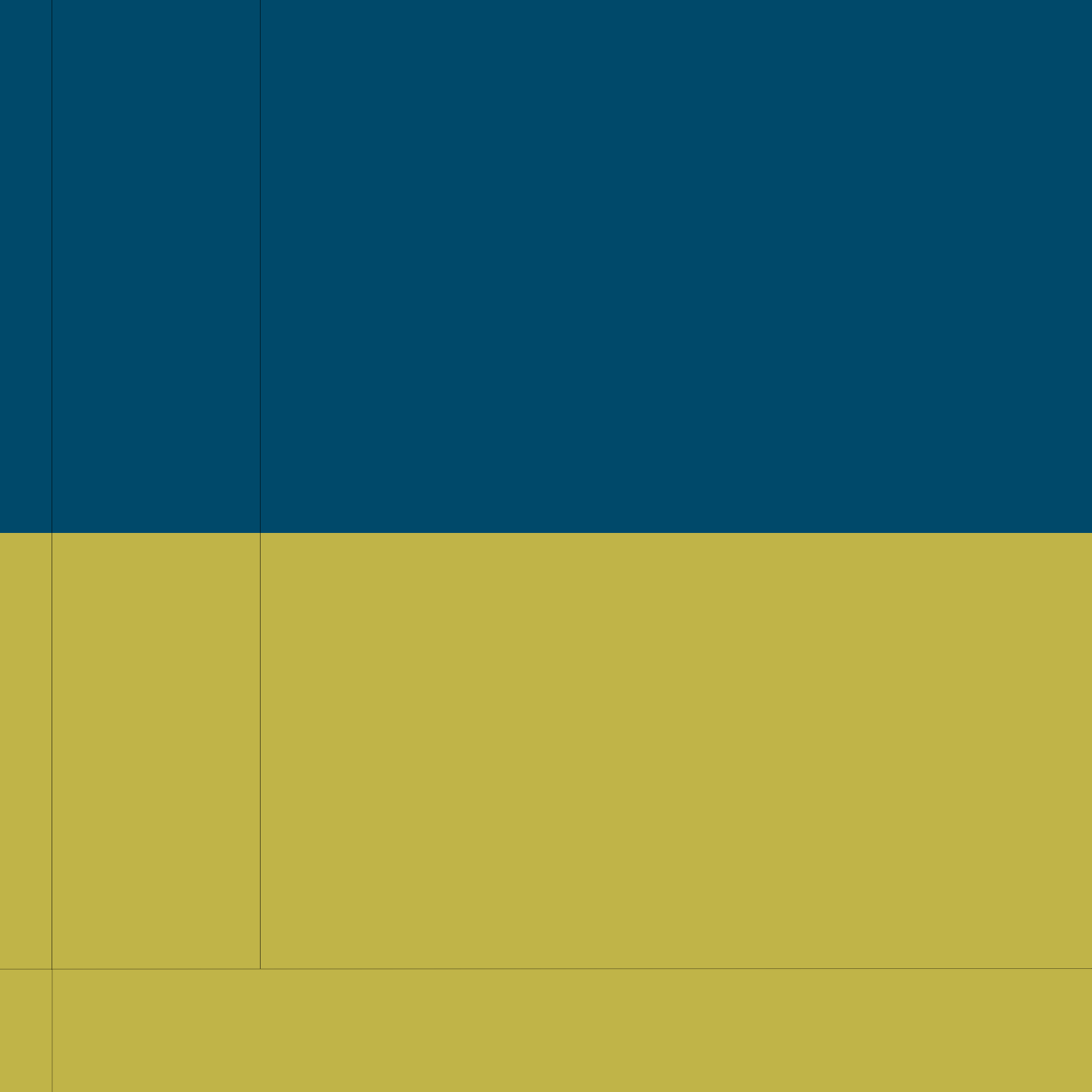
The ELC entered into force on March 1st 2004, after ten Member States of the Council of Europe expressed their consent to be bound by the document. Spain ratified the Convention in November 2007, with it entering into force in the country on March 1st 2008.

By virtue of an agreement adopted at a plenary session on February 4th 2008, the Consell de Mallorca subscribed to "the principles, objectives and measures contained in the European Landscape Convention". Likewise, in section two of the agreement, the Consell de Mallorca asked "competent bodies from the European network of local and regional authorities for the implementation of the European Landscape Convention (RECEP-ENELC) to admit the Consell Insular de Mallorca as a member of the said network", authorizing the Head of the Territorial Department, Maria Lluïsa Dubon i Pretus, to carry out the necessary formalities to fulfil these agreements.

This document contains the fundamentals of a Mallorcan landscape strategy or plan. The said strategy is formulated by the Consell de Mallorca's Territorial Department within the scope of authority of the Consell.

The booklet is divided into four main chapters, which are all closely linked:

- The first deals with the fundamentals or foundations on which the landscape strategy is based. These include (1) ideas and objectives in the field of landscape policies contained in the European Landscape Convention; (2) the existence in Mallorca of rich, varied, dynamic scenic heritage which requires governmental action to protect, manage and improve or restore its values; and (3) legal regulation of the landscape, especially that of the Balearic Islands, and the landscape commitments of the Mallorca Spatial Plan (the PTM in Spanish).
- The second chapter deals with the criteria on which the Consell de Mallorca's landscape strategy must be based, mainly inspired by the concept and ideas of the Florence convention.
- Chapter three contains the objectives of the Mallorca landscape strategy, centred on seven focal points.
- The last chapter outlines envisaged courses of action, a list of projects that develop the said objectives and the reason behind them.





I

**THE FUNDAMENTS  
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# I THE FUNDAMENTS OF A LANDSCAPE STRATEGY BY THE CONSELL DE MALLORCA



## 1. THE EUROPEAN LANDSCAPE CONVENTION (ELC): A COMMITMENT TO PROTECT AND MANAGE LANDSCAPE VALUES AND AN OPPORTUNITY TO ASSESS MALLORCA'S SCENIC HERITAGE

### 1.1. Background

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Coinciding with a period of major change in land use, the landscape has gradually been incorporated into the European policy agenda and in territorial debate by citizens. In Spain, this process is still in the very early stages at a state level, but it has gained in relevance, above all in Spain's self-governing regions, island territories and at a municipal level. Progress has been made in landscape policies, particularly on a regional and local scale where these landscapes are to be found and mainly enjoyed, at which level constitutional powers are invested in the corresponding authorities to govern the territory.

It is quite well known that the landscape's inclusion in Spanish legislation is nothing new. In fact, in the field of nature conservation, there are specific objectives and legal figures aimed at protecting important natural landscapes. From the landscape arguments that inspired the first National Parks Act in 1916 (Mata Olmo, 2000) to regulations governing protected areas, passed during the last two decades by self-governing regions, the landscape is a constant feature of conservation policies by central state and regional authorities, albeit with only a modest degree of specification and an absence of a clearly defined, common concept of the term "protected landscape", cited in Act 4/89 and transposed to most regional legislation, with some interesting subtle nuances.<sup>1</sup>

Implicitly or explicitly, landscape protection has also featured in legislation governing cultural heritage. The highest state legislation in this field, Act 16/1985 on Spanish historic heritage, does not use the term landscape but instead "surrounding environment", and this concept clearly covers scenic aspects when it refers to monuments, historical ensembles or sites, and archaeological sites. It also highlights that "the notion of cultural heritage has evolved in an expansive way, extending from the protection of isolated monuments to urban settings and from the latter to the protection



Landscape policies were initially limited to the protection of outstanding natural landscapes of great scenic beauty.

<sup>1</sup> In this sense, one big step forward was Act 47/2007 of December 13th on natural heritage and biodiversity, because as well as maintaining the figure of a protected landscape and highlighting landscape protection as one of its principles, it recognizes that landscape policies should not be limited to this act, and thus "management instruments like those established as minimum requirements in the European Landscape Convention" are called for (Act 47/2007, preamble).



New landscape strategies incorporate the assessment of everyday landscapes as features to protect and manage.



of cultural assets within the framework of environmental legislation” (Martínez Nét, 1993; see too Castell Ruiz, 1997; Agudo González, 2007: 217 pp).

Nonetheless, state and regional provisions on nature conservation and the protection of cultural heritage refer to places or features that are unique to the geographical area. They thus have a closely defined objective and scope of intervention. The same is true of special planning instruments in urban planning legislation, aimed at safeguarding certain landscapes (Mata, Gómez and Fernández, 2001: 31-32), from the first Land Act of 1956 to subsequent amended texts and the ones that all Spain’s self-governing regions have approved in recent years.<sup>2</sup>

We have gone beyond the idea of a landscape being limited to natural or cultural landscapes of exceptional value, thanks to an in-depth renewal of the concept of what a landscape means and the subsequent extended horizon of landscape policies. Recognition that each region is scenically expressed through a unique physiognomy and plural social images can be attributed to a context of growing mobility and increasingly common prolonged interrelations between citizens and the landscape in developed urban societies (Español Echániz, 2007), both in the case of “ordinary” everyday landscapes during metropolitan travel and “sought” landscapes for leisure and tourism.

<sup>2</sup> Directly applicable legislation and spatial planning regulations (Martínez Nét, 1993) that have generally given little room for manoeuvre up until today, even though one of the objectives of the special plans is precisely “the protection of the landscape in order to conserve certain places and views” and even though the landscape is also mentioned in state and regional legislation among the criteria for the classification of specially protected rustic or non developable land. See too Agudo González, 2007: 231 ss.

The European Territorial Strategy (ETS), which EU ministers in charge of spatial planning approved in 1999, was an important step forward in the process of arousing social and political interest in the landscape in increasingly extensive areas. When the ETS deals with “threats to cultural landscapes” and the need for “creative management” as one of the EU’s political objectives, it is referring to many rural and urban landscapes in Europe and not just to a list of the most outstanding or best-conserved ones.

## 1.2. The contributions and originality of the European Landscape Convention

It is the European Landscape Convention (Council of Europe, 2000) that fully assumes the territorial significance of landscape issues; that is, the innovative notion, from a scientific, legal and political point of view, that all territories are landscapes and that each place expresses itself through the specificity of its landscape, regardless of the quality of the latter and the recognition, and social regard that it deserves. According to the Convention, a landscape is “an area, as perceived by people, whose character is the result of the action and interaction of natural and /or human factors”. This definition is based on environmental and cultural concerns, with what is essentially a social motivation founded on three basic concepts: territory, perception and character.



The main innovation of the European Landscape Convention (Florence, 2000) is the consideration that any part of a territory is landscape to be protected and managed, regardless of its state or value.

The European Landscape Convention, which takes the form of a Council of Europe treaty and encompasses 46 States, is an original, innovative document. It is the first international treaty dedicated to the landscape. Although there are other conventions that refer on a secondary level or partially to this issue, like the Bern Convention on the protection of wildlife in Europe, those of Granada and Valetta on safeguarding architectural and archaeological heritage respectively, or that of Paris on the protection of world cultural and natural heritage, none deals so directly, specifically and comprehensively with the landscape.

Another original feature of the ELC of special interest for landscape policies by the Consell de Mallorca is the fact that the Convention stems from an initiative by local and regional authorities. The starting point for the Convention was back in 1994 with the signature of the Mediterranean Landscape Charter. In 1995, the Congress of Local and Regional Authorities of Europe entrusted a small group of experts with the drafting of a non-legal text, the first version of which was revised, extended and finally transformed into a legal version of the initial document. This became the European Landscape Convention, open to signature by Member States from October 2000 in the city of Florence.

The fundamentals of the Convention are also original, given the territorial notion of the landscape and its commitment to protect, manage and plan landscape values throughout the entire territory. These fundamentals can be synthesized in the following points, taken from the preamble to the Convention:

- **Quality of life:** The Convention tackles the issue of the landscape, highlighting first and foremost its social use: “The landscape is an important part of the quality of life for people everywhere: in urban areas and in the countryside, in degraded areas as well as in areas of high quality, in areas recognised as being of outstanding beauty as well as in everyday areas”.
- **Identity:** The landscape helps “to form local cultures and is a basic component of the European natural and cultural heritage, contributing to human well-being and consolidation of the European identity”.
- **Economic resource of general interest:** The landscape has an important public interest role “in the cultural, ecological, environmental and social fields, and constitutes a resource favourable to economic activity and whose protection, management and planning can contribute to job creation”.



### 1.3. Landscape construed as the character, identity and social perception of a territory

The Convention's definition of the word landscape refers first to the territory, to "the entire territory". The landscape therefore has a specific physical basis, not referring to more abstract notions like "space", "area" or "land" but to "territory". That is, it refers to a geographic space, construed as a background context for life or as an area taken over and shaped by developed society within an environmental and historical context. As a territorial fact, the landscape can also be regarded on differing scales. These affect both its study – how its different components intervene, are hierarchically ordered and interrelate (Bolòs, 1992: 47 ss.) – and the significance and scope of landscape planning decisions.



A landscape is a territory observed by human beings. From this perspective, the evolution and transformation of the landscape forms part of people's lives.

A landscape is not only a certain physical makeup or physiognomy. A landscape is the result of a sensitive relationship, of human sensory perception of the territory (mainly visual, but also encompassing other senses) or, in the words of ecologist Fernando González Bernáldez, of "the multisensory perception of a system of ecological relations" (González Bernáldez, 1981). Here lie the basic difference and, at the same time, the link between the concepts of "territory" and "landscape". A landscape is a perceived territory, with all the psychological and social complexities that perception involves, ranging from mere visual aspects to far profounder dimensions, related with the aesthetic experience that stems from the thoughtful contemplation and subsequent study of "relevant variables that help form an aesthetic opinion of the landscape"; something that has aroused interest in psychological circles particularly. (Gilmartín Castro, M.A., 1996, Corraliza, 1993).



What must facilitate the democratization of territorial policies is public participation in landscape management, as proposed by the European Landscape Convention

In terms of sustainable spatial management and a corresponding concept of the landscape, different viewpoints and different representative social groups and stakeholders should be taken into account, particularly as a forum for debate on different ways of understanding and assessing the landscape, formulating related aspirations (Guisepelli, 2002), and, in short, “for negotiation in spatial planning activities” (Luginbühl, 1998).

Thus in this concept of the landscape, perception refers to social participation as a means of ascertaining the “aspirations of the public”, to quote the Convention, in related matters and formulating what are termed “landscape quality objectives”. This is not a frivolous proposal for the creation of à la carte landscapes. Neither is it a question, as Michel Prieur has written, of “falling in with prevailing fashion (...)”. If the Florence Convention insists so much on the issue of participation, it is to give legal recognition to the specific features of a landscape. Landscape exists because it is visible. A landscape policy which involved experts and administrators would result in landscapes that were imposed on the public, just as in the days when landscape was produced by and for an elite. The democratization of the landscape (...) is also reflected in this collective and individual appropriation of all landscapes through the requirement that there be direct participation for all in phases of decision making regarding landscape alteration, supervision of landscape evolution and protection of reckless landscape destruction.” (Prieur, 2004).

The last part of the definition of a landscape proposed by the Convention indicates that the character of each landscape “is the result of the action and interaction of natural and/or human factors”. The word “character”, like the word “territory”, is significant in the definition of the ELC. According to



the *Diccionari de la llengua catalana*<sup>3</sup>, character is “a feature indicative of the essential nature of a person or thing, through which it is possible to recognize and distinguish the latter from others.”<sup>4</sup> The meaning of the word character in the sense of a sign of identity or hallmark imprinted on something – in this case a territory – also encompasses the corresponding historic moment in time, and it is very close to the idea of the “footmark” that Jean-Marc Besse recently highlighted in his essay on geographical contributions to the understanding of the landscape as the physiognomy of a territory (Besse, 2000: 104-106). In terms of its formal makeup, the landscape is society’s footprint on nature and on previous landscapes; the hallmark or sign that gives each territory a certain “character”.

As a morphological expression of interrelations between nature and society, the landscape as defined in the Convention is, at the same time, both an indicator and target of sustainability. It is an indicator from the moment that it becomes a sensitive visible manifestation of territorial processes that affect natural and cultural resources. The physiognomy of a territory does not explain all the problems that affect it, but a territorial diagnosis from a landscape-related point of view highlights problems that would otherwise go unnoticed, as Jean-Pierre Deffontaines indicated some years ago in reference to rural landscapes (Deffontaines, 1986). At the same time, also according to the Convention, the landscape (the configuration and image of a place, and an ingredient in the quality of life and well-

As the morphological expression of interrelations between nature and society, the landscape defined in the Convention is, at the same time, an indicator and target of sustainability.



3 Dictionary of the Catalan Language.

4 Character is the term used by the England Countryside Commission to describe landscape units (character areas) and to refer to the scenic diversity of the land. *The Character of England* (Countryside Commission, 1998).



being of people) is one objective in sustainable development, and it is one that must guarantee the long-term diversity and identity of territories, with the integration of changes brought about by the development of inherited landscapes and with the safeguarding of key landscape values.

For the population, this sensory relationship with the physiognomy of a territory - which, in the final instance, is tantamount to a scenic experience – constitutes a special way of viewing or interpreting the spatial model and its characteristics and values through the landscape, together with the transformations, degradation and diminished quality that certain territorial changes involve. In our opinion, here lies the theoretical and practical challenge of a concept of the landscape that, in the tradition of modern landscape studies, is conceived as a territorial quality – a quality of all territories – and as society's perception *of the character* of the latter.

Extending the concept of the landscape is, at the same time, to extend territorial horizons (since it affects all places) and social ones (since it includes people of all social groups whatever their visions and interests). In accordance with the Preamble of the European Landscape Convention, its recognition of the landscape as “a key element of individual and social well-being” means that “its protection, management and planning entail rights and responsibilities for everyone”; its contribution to the formation of local cultures and to the consolidation of identities make it “a basic component of natural and cultural heritage”; and its consideration as “a resource favourable to economic activity” make initiatives aimed at the “protection, management and planning” of the landscape a way of promoting the competitiveness of territories, based on the character and identity of a place and based on the ecological and cultural values that the landscape entails. All this accounts for the interest value and potential of landscape assessments as a means of developing policies that incorporate the character and values of the landscape as the backbone of a good quality spatial model.

#### **1.4. The challenges and commitments of landscape policies founded on the European Landscape Convention**

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Landscape policies promoted by the ELC affect the “entire territory”, rather than just striking landscapes. In fact, as Riccardo Priore (2002) wrote, in the Convention landscapes are not necessarily associated with a positive aesthetic experience. Indeed here lies its greatest innovation and the implications that can be derived in the development of landscape policies: policies that must not solely be limited to the protection and custody of remarkable landscapes but also to the management of change and to the planning of ordinary or degraded landscapes. Here too lies the landscape's potential for strategic action in heavily developed areas or residential or tourist ones, as is the case of Mallorca, where outstanding much appreciated landscapes can be found (like the Tramuntana mountains) together with areas in degraded scenic and environmental conditions.

## COUNCIL OF EUROPE

### EUROPEAN LANDSCAPE CONVENTION

(Florence, 20/10/2000)

#### Preamble

The member States of the Council of Europe signatory hereto, Considering that the aim of the Council of Europe is to achieve a greater unity between its members for the purpose of safeguarding and realising the ideals and principles which are their common heritage, and that this aim is pursued in particular through agreements in the economic and social fields; Concerned to achieve sustainable development based on a balanced and harmonious relationship between social needs, economic activity and the environment; Noting that the landscape has an important public interest role in the cultural, ecological, environmental and social fields, and constitutes a resource favourable to economic activity and whose protection, management and planning can contribute to job creation; Aware that the landscape contributes to the formation of local cultures and that it is a basic component of the European natural and cultural heritage, contributing to human well-being and consolidation of the European identity; Acknowledging that the landscape is an important part of the quality of life for people everywhere: in urban areas and in the countryside, in degraded areas as well as in areas of high quality, in areas recognised as being of outstanding beauty as well as everyday areas; Noting that developments in agriculture, forestry, industrial and mineral production techniques and in regional planning, town planning, transport, infrastructure, tourism and recreation and, at a more general level, changes in the world economy are in many

cases accelerating the transformation of landscapes; Wishing to respond to the public's wish to enjoy high quality landscapes and to play an active part in the development of landscapes; Believing that the landscape is a key element of individual and social well-being and that its protection, management and planning entail rights and responsibilities for everyone; Having regard to the legal texts existing at international level in the field of protection and management of the natural and cultural heritage, regional and spatial planning, local self government and transfrontier co-operation, in particular the Convention on the Conservation of European Wildlife and Natural Habitats (Bern, 19 September 1979), the Convention for the Protection of the Architectural Heritage of Europe (Granada, 3 October 1985), the European Convention on the Protection of the Archaeological Heritage (revised) (Valletta, 16 January 1992), the European Outline Convention on Transfrontier Co-operation between Territorial Communities or Authorities (Madrid, 21 May 1980) and its additional protocols, the European Charter of Local Self-government (Strasbourg, 15 October 1985), the Convention on Biological Diversity (Rio, 5 June 1992), the Convention concerning the Protection of the World Cultural and Natural Heritage (Paris, 16 November 1972), and the Convention on Access to Information, Public Participation in Decision-making and Access to Justice on Environmental Matters (Aarhus, 25 June 1998); Acknowledging that the quality and diversity of European landscapes constitute a common resource, and that it is important to co-operate towards its protection, management and planning; Wishing to provide a new instrument devoted exclusively to the protection, management and planning of all landscapes in Europe, Have agreed as follows:

#### CHAPTER I GENERAL PROVISIONS

##### Article 1 Definitions

For the purposes of the Convention: "Landscape" means an area, as perceived by people, whose character is the result of the action and interaction of natural and/or human factors; "Landscape policy" means an expression by the competent public authorities of general principles, strategies and guidelines that permit the taking of specific measures aimed at the protection, management and planning of landscapes; "Landscape quality objective" means, for a specific landscape, the formulation by the competent public authorities of the aspirations of the public with regard to the landscape features of their surroundings; «Protecció dels paisatges» inclou les accions de conservació i de manteniment dels trets significatius o característics d'un paisatge, justificades pel valor patrimonial que es deriva de la configuració natural del lloc i/o de la intervenció humana; "Landscape protection" means actions to conserve and maintain the significant or characteristic features of a landscape, justified by its heritage value derived from its natural configuration and/or from human activity; "Landscape planning" means strong forward-looking action to enhance, restore or create landscapes.

##### Article 2 Scope

Subject to the provisions contained in Article 15, this Convention applies to the entire territory of the Parties and covers natural, rural, urban and peri-urban areas. It includes land, inland water and marine areas. It concerns landscapes that might be consi-

dered outstanding as well as everyday or degraded landscapes.

##### Article 3 Aims

The aims of this Convention are to promote landscape protection, management and planning, and to organise European co-operation on landscape issues.

#### CHAPTER II NATIONAL MEASURES

##### Article 4 Division of responsibilities

Each Party shall implement this Convention, in particular Articles 5 and 6, according to its own division of powers, in conformity with its constitutional principles and administrative arrangements, and respecting the principle of subsidiarity, taking into account the European Charter of Local Self-government. Without derogating from the provisions of this Convention, each Party shall harmonise the implementation of this Convention with its own policies.

##### Article 5 General measures

Each Party undertakes: to recognise landscapes in law as an essential component of people's surroundings, an expression of the diversity of their shared cultural and natural heritage, and a foundation of their identity; to establish and implement landscape policies aimed at landscape protection, management and planning through the adoption of the specific measures set out in Article 6; to establish procedures for the participation of the general public, local and regional authorities, and other parties with an interest in the definition and implementation

of the landscape policies mentioned in paragraph b above; to integrate landscape into its regional and town planning policies and in its cultural, environmental, agricultural, social and economic policies, as well as in any other policies with possible direct or indirect impact on landscape.

## **Article 6** **Mesures concretes**

### **A. Awareness-raising**

Each Party undertakes to increase awareness among the civil society, private organisations, and public authorities of the value of landscapes, their role and changes to them.

### **B. Training and education**

Each Party undertakes to promote: training for specialists in landscape appraisal and operations; multidisciplinary training programmes in landscape policy, protection, management and planning, for professionals in the private and public sectors and for associations concerned; school and university courses which, in the relevant subject areas, address the values attaching to landscapes and the issues raised by their protection, management and planning.

### **Identification and assessment**

1. With the active participation of the interested parties, as stipulated in Article 5.c, and with a view to improving knowledge of its landscapes, each Party undertakes:
  - a. i) to identify its own landscapes throughout its territory;
  - ii) to analyse their characteristics and the forces and pressures transforming them;
  - iii) to take note of changes;
- b. to assess the landscapes thus identi-

fied, taking into account the particular values assigned to them by the interested parties and the population concerned.

2. These identification and assessment procedures shall be guided by the exchanges of experience and methodology, organised between the Parties at European level pursuant to Article 8.

### **D. Landscape quality objectives**

Each Party undertakes to define landscape quality objectives for the landscapes identified and assessed, after public consultation in accordance with Article 5.c.

### **E. Implementation**

To put landscape policies into effect, each Party undertakes to introduce instruments aimed at protecting, managing and/or planning the landscape.

## **CHAPTER III** **EUROPEAN CO-OPERATION**

### **Article 7** **International policies and programmes**

Parties undertake to co-operate in the consideration of the landscape dimension of international policies and programmes, and to recommend, where relevant, the inclusion in them of landscape considerations.

### **Article 8** **Mutual assistance and exchange of information**

The Parties undertake to co-operate in order to enhance the effectiveness of measures taken under other articles of this Convention, and in particular: to render each other technical and scientific assistance in landscape matters through the pooling and exchange of experience,

and the results of research projects; to promote the exchange of landscape specialists in particular for training and information purposes; to exchange information on all matters covered by the provisions of the Convention.

### **Article 9** **Transfrontier landscapes**

The Parties shall encourage transfrontier co-operation on local and regional level and, wherever necessary, prepare and implement joint landscape programmes..

### **Article 10** **Monitoring of the implementation of the Convention**

1. Existing competent Committees of Experts set up under Article 17 of the Statute of the Council of Europe shall be designated by the Committee of Ministers of the Council of Europe to be responsible for monitoring the implementation of the Convention.
2. Following each meeting of the Committees of Experts, the Secretary General of the Council of Europe shall transmit a report on the work carried out and on the operation of the Convention to the Committee of Ministers.
3. The Committees of Experts shall propose to the Committee of Ministers the criteria for conferring and the rules governing the Landscape award of the Council of Europe.

### **Article 11** **Landscape award of the Council of Europe**

1. The Landscape award of the Council of Europe is a distinction which may be conferred on local and regional authorities and their groupings that have instituted,

as part of the landscape policy of a Party to this Convention, a policy or measures to protect, manage and/or plan their landscape, which have proved lastingly effective and can thus serve as an example to other territorial authorities in Europe. The distinction may be also conferred on non-governmental organisations having made particularly remarkable contributions to landscape protection, management or planning.

2. Applications for the Landscape award of the Council of Europe shall be submitted to the Committees of Experts mentioned in Article 10 by the Parties. Transfrontier local and regional authorities and groupings of local and regional authorities concerned, may apply provided that they jointly manage the landscape in question.
3. On proposals from the Committees of Experts mentioned in Article 10 the Committee of Ministers shall define and publish the criteria for conferring the Landscape award of the Council of Europe, adopt the relevant rules and confer the Award.
4. The granting of the Landscape award of the Council of Europe is to encourage those receiving the award to ensure the sustainable protection, management and/or planning of the landscape areas concerned.

## **CHAPTER IV** **FINAL CLAUSES**

### **Article 12** **Relationship with other instruments**

The provisions of this Convention shall not prejudice stricter provisions concerning landscape protection, management and planning contained in other existing or future binding national or international instruments.

### **Article 13** **Signature, ratification and entry into force**

1. This Convention shall be open for signature by the member States of the Council of Europe. It shall be subject to ratification, acceptance or approval. Instruments of ratification, acceptance or approval shall be deposited with the Secretary General of the Council of Europe.
2. The Convention shall enter into force on the first day of the month following the expiry of a period of three months after the date on which ten member States of the Council of Europe have expressed their consent to be bound by the Convention in accordance with the provisions of the preceding paragraph.
3. In respect of any signatory State which subsequently expresses its consent to be bound by it, the Convention shall enter into force on the first day of the month following the expiry of a period of three months after the date of the deposit of the instrument of ratification, acceptance or approval.

### **Article 14** **Accession**

1. After the entry into force of this Convention, the Committee of Ministers of the Council of Europe may invite the European Community and any European State which is not a member of the Council of Europe, to accede to the Convention by a majority decision as provided in Article 20.d of the Council of Europe Statute, and by the unanimous vote of the States parties entitled to hold seats in the Committee of Ministers.
2. In respect of any acceding State, or the

European Community in the event of its accession, this Convention shall enter into force on the first day of the month following the expiry of a period of three months after the date of deposit of the instrument of accession with the Secretary General of the Council of Europe.

### **Article 15** **Territorial application**

1. Any State or the European Community may, at the time of signature or when depositing its instrument of ratification, acceptance, approval or accession, specify the territory or territories to which the Convention shall apply.
2. Any Party may, at any later date, by declaration addressed to the Secretary General of the Council of Europe, extend the application of this Convention to any other territory specified in the declaration. The Convention shall take effect in respect of such territory on the first day of the month following the expiry of a period of three months after the date of receipt of the declaration by the Secretary General.
3. Any declaration made under the two paragraphs above may, in respect of any territory mentioned in such declaration, be withdrawn by notification addressed to the Secretary General of the Council of Europe. Such withdrawal shall become effective on the first day of the month following the expiry of a period of three months after the date of receipt of the notification by the Secretary General.

### **Article 16** **Denunciation**

1. Any Party may, at any time, denounce this Convention by means of a notification addressed to the Secretary General

of the Council of Europe.

2. Such denunciation shall become effective on the first day of the month following the expiry of a period of three months after the date of receipt of the notification by the Secretary General.

### **Article 17** **Amendments**

1. Any Party or the Committees of Experts mentioned in Article 10 may propose amendments to this Convention.
2. Any proposal for amendment shall be notified to the Secretary General of the Council of Europe who shall communicate it to the member States of the Council of Europe, to the others Parties, and to any European non-member State which has been invited to accede to this Convention in accordance with the provisions of Article 14.
3. The Committees of Experts mentioned in Article 10 shall examine any amendment proposed and submit the text adopted by a majority of three-quarters of the Parties' representatives to the Committee of Ministers for adoption. Following its adoption by the Committee of Ministers by the majority provided for in Article 20.d of the Statute of the Council of Europe and by the unanimous vote of the States parties entitled to hold seats in the Committee of Ministers, the text shall be forwarded to the Parties for acceptance.
4. Any amendment shall enter into force in respect of the Parties which have accepted it on the first day of the month following the expiry of a period of three months after the date on which three Council of Europe member States have informed the Secretary General of their acceptance. In respect of any Party which subsequently accepts it, such amendment shall enter into force on

the first day of the month following the expiry of a period of three months after the date on which the said Party has informed the Secretary General of its acceptance.

### **Article 18** **Notifications**

The Secretary General of the Council of Europe shall notify the member States of the Council of Europe, any State or the European Community having acceded to this Convention, of:

- a any signature;
- b the deposit of any instrument of ratification, acceptance, approval or accession;
- c any date of entry into force of this Convention in accordance with Articles 13, 14 and 15;
- d any declaration made under Article 15;
- e any denunciation made under Article 16;
- f any proposal for amendment, any amendment adopted pursuant to Article 17 and the date on which it comes into force;
- g any other act, notification, information or communication relating to this Convention.

In witness whereof the undersigned, being duly authorised thereto, have signed this Convention.

Done at Florence, this 20th day of October 2000, in English and in French, both texts being equally authentic, in a single copy which shall be deposited in the archives of the Council of Europe. The Secretary General of the Council of Europe shall transmit certified copies to each member State of the Council of Europe and to any State or to the European Community invited to accede to this Convention.



### **Five main objectives of landscape policies and three priorities for territorial action**

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The undertaking for public action to encompass all landscapes can be better specified in the form of five main objectives or general measures that the Convention itself highlights, ranging in subject from knowledge building and analyses to planning and assessments:

- To identify and assess landscapes with a view to educating, raising awareness and taking action.
- To recognize landscapes in law as an essential component of people's surroundings, an expression of the diversity of their shared cultural and natural heritage, and a foundation of their identity.
- To establish and implement landscape policies aimed at landscape protection, management and planning.
- To integrate the landscape into regional and town planning policies, and into cultural, environmental, agricultural, and tourism policies, as well as in any other policies with a possible direct or indirect impact on landscape.
- To establish and apply procedures for the participation of the general public.

The Convention includes the definition of three main priorities for spatial landscape policies in the General Provisions of Chapter 1 – landscape protection, management and planning – which are quoted verbatim below for the sake of interest:

- Landscape protection: “actions to conserve and maintain the significant or characteristic features of a landscape, justified by its heritage value derived from its natural configuration and/or from human activity.”
- Landscape management: “action, from a perspective of sustainable development, to ensure the regular upkeep of a landscape, so as to guide and harmonise changes which are brought about by social, economic and environmental processes.”
- Landscape planning: “strong forward-looking action to enhance, restore or create landscapes.”

Protecting, managing and planning are thus the main cornerstones of public action in matters concerning the landscape, depending on the characteristics and state of the landscape in question. In some cases, areas or parts of the landscape of significant interest must be protected, given their emblematic value or simply the social recognition they merit; in other situations of obvious degradation, they must be restored, rehabilitated or created (“planned”); in many cases it will just be a case of managing change so that these changes can be integrated into the landscape without them having a detrimental effect on its character.

In the landscape’s capacity as a characteristic of the entire territory, nowhere should be exempt from landscape initiatives. This is the greatest potential for ensuring sustainable spatial management from the perspective of an integrated, dynamic, participative (as something that is perceived) concept of the landscape, closely linked, above all, to quality of life. It is important to emphasize the need to *govern the entire territory*, overcoming the sacred barrier between protected areas (whether natural or urban) and all *the rest*, where there is room for anything and everything.

#### Four specific measures

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The general aims or measures that the signatory institutions undertake to comply with are further specified in what are known as “specific measures”, shown below. These form the basis of the Consell de Mallorca’s landscape policies:

- a) **Raising the awareness of civil society**, private organizations and public authorities with regard to the value of landscapes, their social role and changes to them.
- b) **Training and education at different levels**: : training for specialists and postgraduate students; training for professionals from the private and public sectors and for pertinent associations; school education and relevant qualifications for university graduates.
- c) **Identification and assessment**: An inventory and the characterization of landscapes in each territory, with an analysis of features that contribute to their identity and pressures that are transforming them. An assessment based on their material values, whether natural or cultural, and the incorporation of society’s perception.
- d) **The establishment of landscape quality objectives for previously identified assessed landscapes**. These objectives might be related to protection, management and planning or to awareness raising, training, and access to the landscape, depending on social aspirations revealed during public participation.

## **The participation of local and regional authorities in the development of the European Landscape Convention**

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One very important subject is the division of responsibilities and the administrative organization of landscape policies. The Convention indicates in Article 4 that "...Each party shall implement this Convention, in particular Articles 5 and 6,<sup>5</sup> according to its own division of powers, in conformity with its constitutional principles and administrative arrangements, and respecting the principle of subsidiarity, taking into account the European Charter of Local Self-Government."

The explicit reference to the principle of subsidiarity and the European Charter and the fact that the ELC came about as a result of the European Congress of Local and Regional Authorities all demonstrate the clear focus on basic territorial political levels, without prejudice to commitments undertaken by the central authorities of signatory States. In Spain, the constitutionally established division of powers at different territorial levels confers a large part of the responsibility for developing the landscape commitments undertaken by the Spanish State, following the ratification of the Convention in November 2007 and its entering into effect on March 1st 2008, on Spain's self-governing regions, island councils and town and city councils.

In the specific case of the institutional framework of the Government of the Balearic Islands and its Island Councils, in legislation regulating relations and powers, the Islands Councils (and therefore the Consell de Mallorca) have authority over matters concerning "monumental, cultural, historical, artistic, architectural, archaeological and landscape heritage within their territorial scope of authority" (Article 70.6), as well as urban planning, housing and spatial planning (including coastal areas). These are fields closely related to the objectives and plans of action contained in the ELC regarding landscape protection, management and planning.

### **2. MALLORCA, A DYNAMIC REGION WITH INVALUABLE SCENIC HERITAGE: THE CHARACTER, DIVERSITY AND IDENTITY OF MALLORCAN LANDSCAPES**

The need for explicit coordinated landscape policies for Mallorca is attributable to its unique, diverse landscapes, which require assessment and management. Additionally, their physical reality, as perceived by society, forms part of the identity of Mallorca's inhabitants, as well as contributing to images of the island that make it so attractive as a tourist destination.

Although its scale is far less detailed than other spatial planning instruments and its aim is merely

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<sup>5</sup> Which refer to general measures and specific ones, respectively.



descriptive, the general reference book *Atlas de los paisajes de España* reflects the diversity of Mallorca's landscapes, describing a rich, complex mosaic made up of 19 landscape units grouped into five types of landscapes. It is one of the best examples of scenic diversity in the atlas if we take into account the limited size of the island in comparison with other mainland areas with big scenic contrasts.

The Mallorca Spatial Plan also synthesizes the island's wide diversity of landscapes in a total of 9 landscape units that encompass big stretches of land with uniform scenic and environmental characteristics. These units are also the result of grouping together some thirty smaller areas with a more carefully defined specific landscape. In the plan, these areas come under two different systems of protection, depending on their values.

*Mallorca: one of the places with the widest variety of landscapes in the Atlas de los paisajes de España.*



## LANDSCAPE UNITS (LU) IN THE MALLORCA SPATIAL PLAN

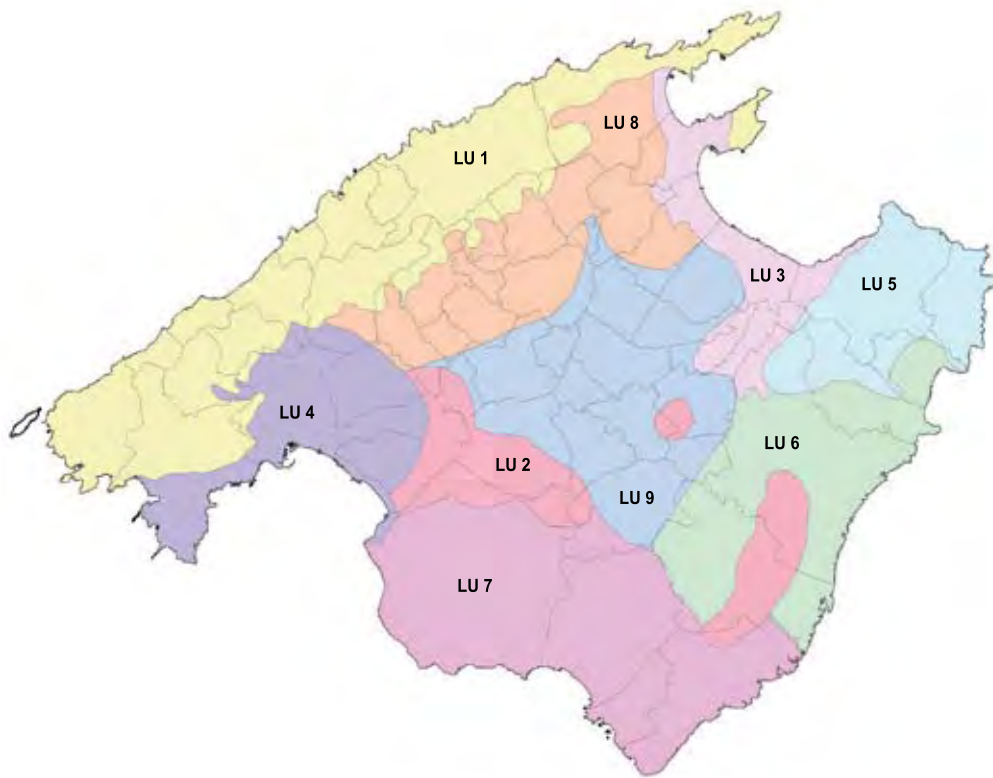
(PLAN REPORT, 2004)

<b>LU 1</b>	<b>NORTHERN MOUNTAINS &amp; LA VICTORIA</b> <ul style="list-style-type: none"> <li>• North coast</li> <li>• Central coastal area</li> <li>• South coast</li> <li>• Northern half</li> <li>• Central half</li> <li>• Southern half</li> <li>• Northern tip</li> <li>• Middle tip</li> <li>• Southern tip</li> </ul>	<b>LU 5</b>	<b>ARTA PENINSULA</b> <ul style="list-style-type: none"> <li>• Mountains and coves</li> <li>• Plain</li> <li>• Tourist coastal area</li> </ul>
<b>LU 2</b>	<b>XORRIGO, RANDA MASSIF, SOUTH PART OF EASTERN MOUNTAINS &amp; PUIG DE BONANY</b> <ul style="list-style-type: none"> <li>• West</li> <li>• Plain</li> <li>• East</li> </ul>	<b>LU 6</b>	<b>EASTERN MALLORCA</b> <ul style="list-style-type: none"> <li>• Natural coastal area</li> <li>• Tourist coastal area</li> <li>• Rural areas</li> <li>• Manacor</li> </ul>
<b>LU 3</b>	<b>NORTHERN BAYS</b> <ul style="list-style-type: none"> <li>• Bay of Pollensa</li> <li>• Cap Pinar area</li> <li>• Bay of Alcudia (west part)</li> <li>• Wetlands</li> <li>• Bay of Alcudia (east part)</li> </ul>	<b>LU 7</b>	<b>SOUTHERN MALLORCA</b> <ul style="list-style-type: none"> <li>• Natural coastal area</li> <li>• Tourist coastal area</li> <li>• Lluçmajor coastal area</li> <li>• Rural areas</li> </ul>
<b>LU 4</b>	<b>BAY OF PALMA &amp; PLA DE SANT JORDI</b> <ul style="list-style-type: none"> <li>• Tourist coastal area 1</li> <li>• Tourist coastal area 2</li> <li>• Old quarter</li> <li>• 1st ring of Palma growth area</li> <li>• 2nd ring of Palma growth area</li> <li>• Outer ring</li> <li>• Dormitory towns</li> <li>• Pla de Sant Jordi</li> </ul>	<b>LU 8</b>	<b>RAIGUER</b> <ul style="list-style-type: none"> <li>• Mountain slopes</li> <li>• Plain</li> <li>• Meadowland</li> <li>• Inca</li> </ul>
		<b>LU 9</b>	<b>PLA</b> <ul style="list-style-type: none"> <li>• Clay loam</li> <li>• White clay</li> </ul>

## MALLORCAN LANDSCAPE UNITS AND TYPES ACCORDING TO THE "ATLAS DE LOS PAISAJES DE ESPAÑA"

(MINISTRY OF THE ENVIRONMENT, 2003)

TYPE OF LANDSCAPE:	<b>MALLORCAN BAETIC MOUNTAINS</b>
<b>Landscape units</b>	<ul style="list-style-type: none"> <li>• Eastern Tramuntana mountains</li> <li>• Western Tramuntana mountains &amp; Na Burguesa mountains</li> <li>• Eastern tourist coastal area of Tramuntana mountains</li> <li>• Artà mountains</li> <li>• South part of eastern mountains</li> <li>• Touristic coastal area of eastern mountains</li> <li>• Randa-Galdent massifs</li> </ul>
TYPE OF LANDSCAPE:	<b>MALLORCAN INLAND PLAINS</b>
<b>Landscape units</b>	<ul style="list-style-type: none"> <li>• Raiguer plains</li> <li>• Es Pla</li> <li>• Manacor and Felanitx plains</li> <li>• Lluçmajor plains</li> </ul>
TYPE OF LANDSCAPE:	<b>MALLORCAN COASTAL PLAINS</b>
<b>Landscape units</b>	<ul style="list-style-type: none"> <li>• South Lluçmajor coastal area</li> <li>• Campos depression</li> <li>• Santanyí coastal area</li> <li>• Eastern Mallorca coastal area</li> </ul>
TYPE OF LANDSCAPE:	<b>MALLORCAN BAYS</b>
<b>Landscape units</b>	<ul style="list-style-type: none"> <li>• Bay and plain of Palma</li> <li>• Bay and plain of Alcudia</li> <li>• Bay of Pollensa</li> </ul>
TYPE OF LANDSCAPE:	<b>BALEARIC SMALL ISLANDS AND ISLETS</b>
<b>Landscape units</b>	<ul style="list-style-type: none"> <li>• Sa Dragonera</li> <li>• Cabrera archipelago</li> <li>• Mallorcan islets</li> </ul>



In addition to the wide variety of make-ups or “landscape units”, we must also add the interest value and rich variety of physical, ecological and cultural features that form part of them. In this last respect, we must highlight the outstanding heritage constituted by dry-stone structures and elements, the network of country roads, and the traditional structure of settlements, from large rural estates and traditionally built farmhouses to the towns and villages of Mallorca’s plain.

Lastly, Mallorca’s landscape also has another basic characteristic that lends it added value and deserves special attention. We are referring to the excellent conditions of visibility and easy access to different parts of the island, ensuring that in coastal and inland areas, one can enjoy the diversity of its landscapes on different scales, from panoramic views to close-ups filled with subtle nuances

Constant features of all the island’s landscapes are their dry-stone components.



and explanatory potential.

All these objective reasons not only support the need to develop coherent new landscape policies, but also the need to build up a better, more detailed, integrated knowledge of Mallorca's scenic heritage, together with its dynamics, trends and the values that are at stake.





### 3. THE LEGAL FRAMEWORK: REGULATION OF THE BALEARIC LANDSCAPE AND THE LANDSCAPE COMMITMENTS OF THE MALLORCA SPATIAL PLAN

Numerous references are made to the landscape in both state and Balearic regional legislation. Although there is no specific landscape act, like that approved in Catalonia or the Valencia region, and despite the fact that references to the landscape are scattered in different parts of state and regional legislation, without detailed specification, Mallorca has a legal framework that can act as a starting point and planning instruments that can help form the basis of specific, coordinated landscape policies for the development of the objectives and commitments of the Florence Convention, without prejudice to its possible specific regional regulation.

Visibility and easy access to Mallorca's landscapes are an added value in getting to know and enjoying the island.



### 3.1. The regulation of the landscape in Balearic regional legislation

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Without entering into what is the scope of authority and legislation of the Spanish State, as we have already said, the self-governing region of the Balearic Islands has its own legislation. This considers the landscape to be an object of attention in public policies by both the regional government and by island, town and city councils. Notwithstanding this, the landscape is regulated in a secondary way in this legislation, as an element with contributory functions. References of a more or less explicit nature to landscape protection can be found in legislation on environmental protection and cultural heritage and, with a wider territorial scope, in spatial and urban planning, albeit in the form of a relatively traditional concept, as part of an end goal, generally involving the establishment of limitations on property rights.

#### The landscape in legislation on environmental protection and historic heritage

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The landscape was first expressly contemplated in the protection of natural areas in Act 5/2005 of May 26<sup>th</sup>, which governs the conservation of areas of environmental value. This legislation encompasses two types of protected areas, whose interest ties in with the conservation of landscape values. These protected areas are classified as natural areas (Article 13) and protected landscapes (Article 16), without prejudice to other remaining types of protected natural areas also presupposing the conservation of landscape values.

Nevertheless, these legal figures respond to a limited concept of the landscape, different from that advocated in the European Landscape Convention, even though they might contribute to the objectives of the Convention within their respective fields. Legislation on natural areas is limited to safeguarding better-conserved areas of greater natural, scenic and heritage value. That is, they serve to introduce a system of protection that must necessarily be complemented by a form of spatial and urban planning that encompasses landscape management and intervention throughout the whole territory.

At the same time, following state legislation, Balearic legislation governing cultural heritage also contains indirect references to the landscape that can be extended and reinforced, taking into account the Florence Convention. In its definition of the landscape, the Convention includes the idea of the “character” of an area as a result of interacting natural and social processes. Thus in many



Act 5/2005 expressly takes into account the conservation of landscape values of areas of environmental interest.

cases the landscape has a historical dimension that favours its consideration as heritage in certain circumstances, going beyond the singular rather fragmented vision that has prevailed in legislation on artistic and historic heritage.

Spanish Historic Heritage Act 16/1985 of June 25<sup>th</sup> uses the term “the surrounding environment” of items of cultural interest to refer to an area that is not clearly defined in legislation but nonetheless represents a clear step forward from the specific isolated protection of monuments to that of urban settings and from the latter to the protection of items of cultural interest as part of the territory and landscape in which they are integrated. When this notion of “the surrounding environment” is interpreted from the perspective of the European Landscape Convention, there can be no doubt that it offers a much broader scope in landscape and spatial terms than the more usual, limited idea of an item of cultural interest, and it extends the scope of action from singular heritage items to complex configurations that shape and structure a territory.

Balearic Historic Heritage Act 12/1998 of December 21<sup>st</sup> is quite restrained in its definition of “sur-



Recognition of the historical importance of Archduke Ludwig Salvador’s properties led to the assessment and legal protection of substantial areas of landscape and land.



The protection of items of cultural interest, in association with protected surroundings, is already contemplated in Act 16/1985. Regional legislation mentions this concept and understands that these items and their surroundings are inseparable.

rounding environment". Article 11 refers to the concept, stating that "intended demarcations or modifications to the protective surrounding environment of declared items of cultural interest must follow the same procedure and formalities as the declaration of an item of cultural interest". Article 35, which literally repeats the state act, says that "property declared to be of cultural interest and listed properties are inseparable from their surrounding environment". The moderation of the Balearic act does not in any way condition the preceding conclusions because, given the absence of a definition of the term "surrounding environment", state legislation must necessarily be referred to and the system of surrounding environments interpreted as defined there.



### Landscape values and spatial planning in the Balearic Islands

Without denying the potential room for manoeuvre in matters concerning the landscape in regional legislation governing environmental and heritage protection, more possibilities can be seen, from the perspective of the European Landscape Convention, in the fields of spatial and urban planning, especially in their corresponding instruments (guidelines and spatial plans). These possibilities can be further reinforced through the appropriate consideration of landscape values in the environmental and strategic assessment of plans and programmes.





In this last respect, Balearic legislation includes Act 11/2006 of September 14<sup>th</sup> on environmental impact assessments and strategic environmental assessments in the Balearic Islands. An allusion to landscape values is made in the objective of these assessments (referred to specifically in Article 87.1.f) in connection with environmental sustainability reports, and it is indicated that the reports must include “likely significant effects on the environment, including aspects like biodiversity, the population, human health, fauna, flora, the soil, water, air, climatic factors, material assets, cultural heritage – including architectural and archaeological heritage – the landscape and interrelations among these elements”. The landscape-related component should be interpreted in accordance with the European Landscape Convention for its effect to be coherent with the international commitments that the Spanish State has undertaken.

More specifically, and moving beyond areas of special natural or scenic interest, in the case of land susceptible to redevelopment changes, particularly when located on peripheries, measures in the

Being able to enjoy scenic landscapes contributes positively to people’s state of mind and to their health.





The envisagement and location of new urban settlements must be assessed from an environmental and landscape-related perspective.

field of landscape integration must also be adopted. These could be highlighted in the environmental impact analysis of the corresponding plan. Among others, measures could be contemplated to locate possible sites for new urban development, maintaining the basic features that make up the landscape, or else conditions of use could be defined for land bordering main roads and other public highways or byways that offer panoramic views of the surrounding area. More superficial (mainly aesthetic) action that also affects urban nuclei will be necessary too, including the contemplation of measures similar to those already anticipated in Balearic legislation, as is the case of Act 6/1993 of September 28<sup>th</sup> on the adaptation of utilities and other networks to fit in with the historical and environmental conditions of urban nuclei.

To this we must add Act 4/2008 on urgent measures for the sustainable spatial development of the Balearic Islands: the first legislation to incorporate the governing principles of the Statute of Autonomy of the Balearic Islands in matters concerning landscape protection (Article 23.2 of the Statute of Autonomy of the Balearic Islands: "The public authorities of the self-governing region must safeguard nature, territorial, environmental and landscape protection"). In Act 4/2008, the protection of these values, as established in the Statute together with the principle of "precaution" ("one of the fundamentals of this law"), is regulated by extending certain areas with landscape values through the modification of the limits of some specially protected areas defined in Act 1/1991 of January 30<sup>th</sup>, which governs natural areas and the urban planning regime for specially protected areas in the Balearic Islands (referring to Mallorca in Article 9.1.A), and the consideration of a landscape's value as a basic feature when authorizing golf courses (Article 8).

Balearic legislation has extended the conservation of the landscape through regional legislation associated with land law and, as a result, through the classification of land. Act 6/1999 of October 6<sup>th</sup> on guidelines for the spatial planning of the Balearic Islands contemplates landscape protection as one of the objectives of its guidelines (Article 1.3), together with environmental quality, biodiversity and historic heritage.



As indicated previously, the measures contemplated in the guidelines are connected with land law. More specifically, Articles 9 and 19 classify different specially protected areas as protected rustic land. Some of these protected categories (AANP, ANEI i ARIP<sup>6</sup>) are taken from Act 1/1991 of January 30<sup>th</sup>, on natural areas and the urban planning regime governing specially protected areas in the Balearic Islands (Article 21 of the guidelines).

Others, on the other hand, are regulations from the guidelines themselves to be specified in spatial island plans, with a positive impact on the maintenance of natural and rural landscapes. One example are protected spatial areas (APT in Spanish), aimed at protecting areas close to the coast or to infrastructure and at acting as a biological corridor in linking protected areas. A second category is made up of areas of agricultural interest (AIA), directed at defining measures to protect the land's production capacity, the permanence of trees, incentives for agricultural activities, and improved rural income.

This use of zoning is transferred to the classification and system of land use established in Act 6/1997 of July 8<sup>th</sup>, which governs rustic land in the Balearic Islands.<sup>7</sup> From this perspective, the clas-

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6 Special interest area with a high level of protection, special interest area, and rural area of scenic interest, respectively.

7 Points b), d) and i) of Article 4.2 of Act 6/1997, respectively, repeat the fact that "land of agricultural, forestry, livestock, hunting, natural, landscape-related or cultural importance", "land that, in isolation or together with others, makes up landscape units of conservation interest, given its characteristics", and "land that has an ethnological value or is the backdrop for archaeological elements, rural architecture or, in general, specially protected historic heritage" are all classified as rustic land.

sification technique might be said to have acted as an urban planning instrument in the protection of the environment and also in passive landscape protection. This is repeated in Article 12.2.a) of the amended text of the 2008 Land Act, when it defines “land in a basic rural situation” as land that must be protected from alteration, among other reasons for its landscape value.



The various legislative initiatives that incide in the environmental milieu of our territory have included rustic land protection.

Additionally, and this is a field that offers substantial potential through the landscape planning and reassessment initiatives indicated in the Florence Convention, Article 28 of the guidelines states that partial spatial plans (later island spatial plans) can establish measures on the re-use and freeing of space in degraded parts of urban nuclei by creating spatial conversion areas (ART in Spanish). More specifically, the end purpose of these measures is to promote the rehabilitation of urban centres, tourist areas and other areas that “require rehabilitation and the elimination of singular elements that diminish the area’s environmental quality or landscape”, due to “the type and standard of construction of buildings and infrastructure”. Furthermore, in Article 37 and the following ones of the guidelines, public initiatives are contemplated in these spatial conversion areas in order to restore and improve rural and urban landscapes through the creation of spatial conversion or improvement plans (Article 38).

Lastly, among the specific criteria established in the Spatial Planning Guidelines (DOT in Spanish) for the drafting of the Mallorca Spatial Plan, in landscape terms, we must highlight the fact that part of the Tramuntana mountains is regarded to be a picturesque landscape, with everything that this entails. Likewise there are other references of interest to the promotion of natural heritage and agricultural activities and to the “landscape integration” of main roads, the railway and the Palma-Alcúdia and Palma-Manacor motorways.



Infrastructure is one feature of a territory that affects the composition and configuration of the landscape.

### 3.2. The landscape contents and commitments of the Mallorca spatial plan (2004)

Within this context and that of Spatial Planning Act 14/2000, the report and regulations of the Mallorca Spatial Plan (the PTM in Spanish), approved in 2004, include objectives that must be integrated, fostered and developed in accordance with the policy of landscape protection, management and planning established in the Florence Convention which the signatories undertake to fulfil.

In the synthesized diagnosis of the Mallorca Spatial Plan, two important mentions are made of the landscape. The first, in the section on weaknesses, refers to the over-exploitation of the island’s natural resources and to its negative effects on the landscape and the island’s natural heritage. The second, on the other hand, sees the landscape as an opportunity for sustainable spatial development and it



refers specifically to the “creation of a network to enhance the landscape in order to foster alternative forms of tourism, with the possibility of taking advantage of the existence of protected natural areas of high environmental and scenic value”. The Mallorca Spatial Plan thus takes on the basic commitment of formulating and managing a spatial model that guarantees the permanence, improvement, and, if applicable, restoration of landscape values and, at the same time, their enhancement as a resource in development and an ingredient in our quality of life.

### **Safeguarding the landscape through the protection and regulation of rustic land**

Safeguarding landscape values in areas of rustic land is indirectly achieved through the aforementioned traditional urban planning technique of declaring certain places “areas not subject to urban development”, in accordance with the Spatial Planning Guidelines (DOT in Spanish). In these cases, special emphasis is lent to protectionist aspects and to the development of activities characteristic of the primary sector.

Additionally, in the chapter “The protection of rustic land and urban and architectural heritage”, besides the land use matrix and coherence of municipal plans, one of the three focal points for action is “landscape integration” (focal point 2). With this purpose in mind, in the report of the Mallorca Spatial Plan, it divides Mallorca into nine landscape units that share similar characteristics. Based on these, uses of non-developable land are regulated in accordance with values that deserve to be

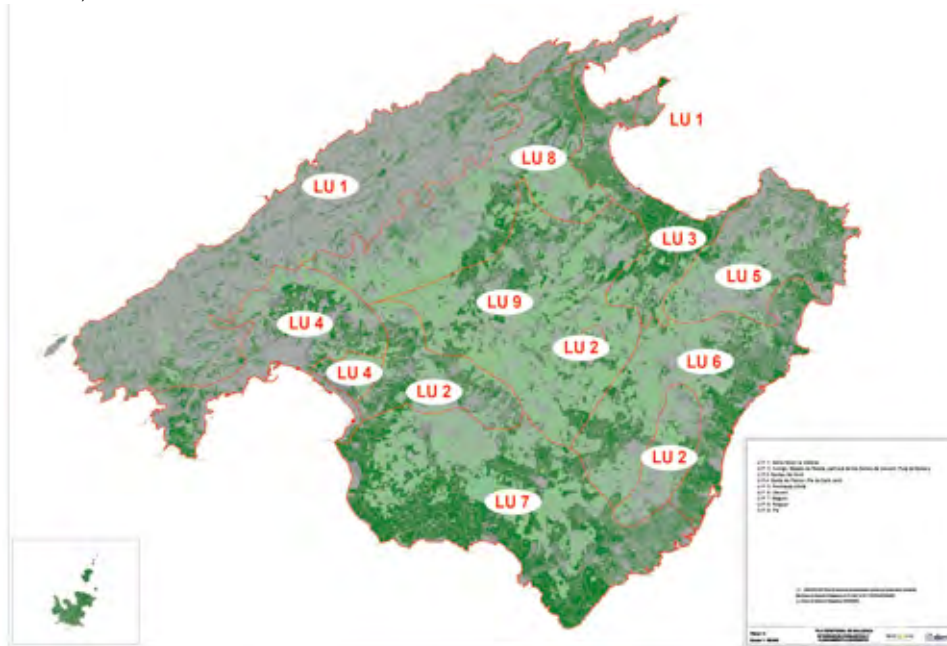
The maintenance of agricultural and forestry activities determines part of the character of rural landscapes.





conserved, and two systems of protection are distinguished:

- a) Landscape units under a lesser system of protection: areas LU3 (*Northern bays*), LU4 (*Bay of Palma and Pla de Sant Jordi*), LU6 (*Eastern Mallorca*), LU8 (*Raiguer*) and LU9 (*Pla*).
- b) Landscape units with a higher system of protection: LU1 (*Tramuntana mountains and La Victoria*), LU2 (*Xorrigo and Randa massif, Eastern mountains, and Puig de Bonany*) and LU5 (*Arta peninsula*).



Stricter protective criteria are established for the creation of new housing on rustic land, with measures for the protection of certain characteristic natural and cultural features of the landscape (dry-stone walls, stone sheds, ice stores, stone hillside terrace walls, lime burners etc), and for the conservation of the natural structure of the land in the event of possible earthworks and the creation of separations and passes for animals to facilitate the movement of wild fauna. Landscape units 1, 2 and 5 contain stricter regulations regarding the use of rustic land than the other zones.

In matters concerning protection, on another scale, references in section 2.2.5 of the report of the



The Mallorca Spatial Plan lays down protective criteria and specific regulations for landscape units 1, 2 and 5.

Mallorca Spatial Plan to “urban and architectural heritage” are also of interest in the development of integral landscape policies. These range from “urban ensembles requiring protection” to country mansions and rural ethnological features. All the different items of heritage quoted here have an equivalent in the regulations of chapter 2, title 5 of the plan (The environment, heritage and coastal areas).

Aside from how these ensembles and features might be contemplated in legislation governing heritage and urban planning, it is important to highlight the fact that many of them are scenic components, patterns or structures (structures paysagères in the 1993 French Landscape Act, the Loi Paysage), acquiring full importance and true interpretative value within the context of the landscape in which they are set. With the commitments and opportunities established in the Mallorca Spatial Plan as a base and, if appropriate, the provisions of specific heritage legislation, Mallorca’s landscape policies must tackle these features and assess them at a landscape level from the perspective of an understanding of the territory.



### **Public access to the landscape: routes of natural and heritage-related interest**

This idea is also coherent with what the Mallorca Spatial Plan establishes in the same chapter on urban and architectural heritage with regard to “routes of cultural interest” (on the themes of archaeology, castles and the gothic or baroque) and other ones of “natural interest” (sic) (dry-stone features, Artà-Lluc, and Palma’s water system). The plan conceives them with a view to “the dissemination of the reality of our heritage, the promotion of its conservation, and a raised awareness and understanding of this heritage”. Given the size of the island and the fact that most items of natural and cultural interest are integrated into the landscape, it is advisable to link up and consolidate these routes, ensuring their scenic content and integrating them into some kind of network to facilitate their interpretation. Likewise, public access to the landscape must be ensured. This must be done with the coordination of the Consell de Mallorca, town councils and, if appropriate, the private sector.

The remarkable scenic value that the Tramuntana mountains have traditionally been recognized as having - in tangible, intangible and perceptive terms - is also reflected in the Mallorca Spatial Plan, following the indications of the Spatial Planning Guidelines. More specifically, this is reflected in



The coordinated work between the different administrations is of crucial importance when it comes promoting and raising awareness about our true heritage and landscape.





title 3, dedicated to this part of the island, in spatial conversion area 1 (ART.1 ANEI Tramuntana mountains, enhancing and restoring ecological and environmental values), and in the definition and regulation of landscape integration conditions for the northern mountain landscape unit (Regulations 21 and 22).

This is as far as explicit or implicit references to the landscape go in the Mallorca Spatial Plan, in terms of urban planning protection of values and access to the contemplation and interpretation of the plan's conceived routes. However, as we have already said, in accordance with the Spatial Planning Guidelines, the Mallorca Spatial Plan also takes on landscape commitments in matters concerning what the Florence Convention terms as "landscape management"<sup>8</sup> and, above all, "landscape planning"<sup>9</sup>.

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8 "Landscape management" is understood to mean "action, from a perspective of sustainable development, to ensure the regular upkeep of a landscape, so as to guide and harmonize changes brought about by social, economic and environmental processes".

9 "Landscape planning" is understood to mean "strong forward-looking action to enhance, restore or create landscapes".



### **Improving and reassessing the landscape**

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These commitments are posed and developed through figures called spatial conversion areas (ART in Spanish), in natural, rural and developed urban areas. In the first two cases, natural and rural areas, explicit mention is made of the landscape, because these ART entail “activities to improve the urban and rural landscape”. In the last case, urban areas, the scenic repercussions are also taken into account, although they are not expressly referred to. These spatial conversion areas are conceived to “free space in developed areas, and to introduce or improve facilities, infrastructure and services”. They are designed to be developed in the form of specific plans and projects.

The Mallorca Spatial Plan proposes a series of spatial conversion areas for certain places where urban development is not allowed. They encompass different proposals aimed both at the restoration and conservation of protected natural areas and the creation of environmental and scenic connectors.





The Mallorca Spatial Plan proposes conversion areas for the restoration and conservation of natural areas.

- a) ART-1. *The Tramuntana mountain* natural special interest area. The most important natural area in Mallorca, featuring the island's most valuable natural habitats and a traditional landscape, based on Mediterranean mountain farming. The creation of a "dry-stone route" must be mentioned as a proposal for its public use and the interpretation of the area's landscape and heritage.
- b) ART-2 *Son Gual* and *Xorriego* ravines. A natural special interest area near Palma. The ravines act as important ecological connectors for nearby natural areas.
- c) *Randa* natural special interest area, in the centre of Mallorca, alternating areas of natural vegetation with traditional farmland from the Pla de Mallorca landscape unit.
- d) *Na Borges* natural special interest area, in the Bay of Alcúdia, running along *na Borges* torrent.
- e) The creation of local scenic connectors in order to create passes for animals and activities to improve the vegetation in places where infrastructure currently fragments both the landscape and interesting habitats.
- f) A linear scenic connector between *na Borges* and the *Randa massif* in order to tackle the reforestation of certain areas with a view to creating a proper scenic link between different areas of high scenic value in the east of the island.

The successful application of these proposals, through the implementation of specific plans in each of these areas, will entail major spatial planning and landscape-related action in the corresponding places.

In addition to natural and rural spatial conversion areas, we must also mention others of an urban nature on differing scales (from sub landscape units to singular elements and small ensembles), all with clear potential for improvement and landscape reassessment. They can be found in different contexts (tourist, industrial, urban and periurban areas).

In tourism conversion areas, although no express mention is made of action in the field of landscape planning and improvement, it does play an implicit part in objectives to improve access and communication, to free space by creating open spaces, and to re-plan and improve the seafront, as reflected in both the Mallorca Spatial Plan and the Tourism Supply Plan.

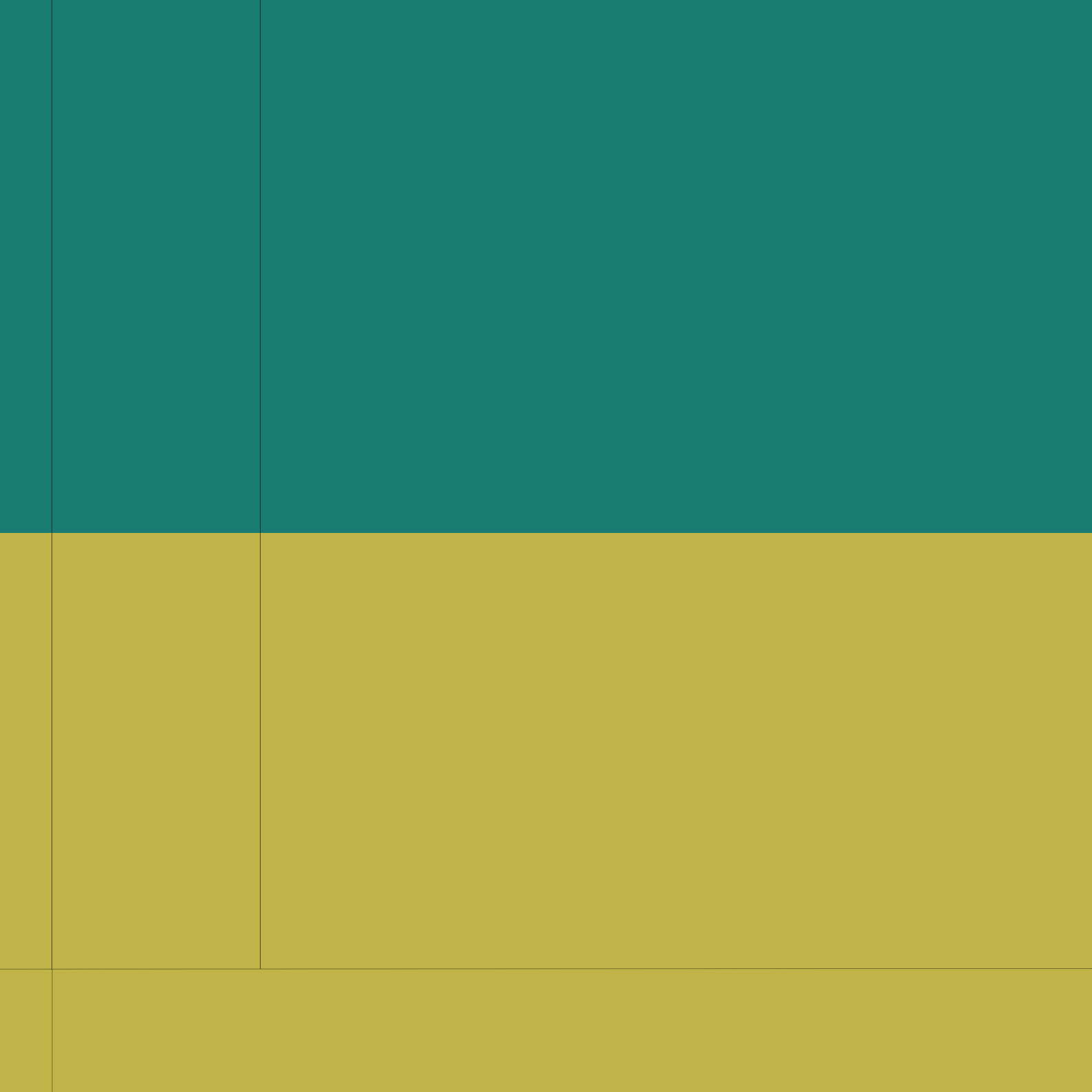


Likewise, mention must be made of conversion areas in dilapidated places on the outskirts of municipalities, (ART 9.1, the Palma-Marratxí link; and ART 9.2 in Cala Millor, the Son Servera-Sant Llorenç des Cardassar link). These conversion areas have been established to provide a solution to degraded places on the fringes of municipalities, lacking in proper planning and appropriate road connections, mainly due to deficient coordination between municipalities. Their objectives include an explicit mention of “the scenic re-planning and improvement of strips of rustic land between urban nuclei”, together with the creation of a system of public open spaces and other regulations aimed at linking urban nuclei and preventing the environmental degradation of their surrounding areas.

Also included are conversion areas for intervention work to singular settings or features (Lloseta cement works, Alcúdia’s former power station); for strategic rehabilitation initiatives; for the improvement of accesses and urban quality in three of Mallorca’s nodes (the external face of the towns of Inca and Manacor, and the conversion of the Palma ring-road); and for action in degraded old quarters (Palma, Inca, Manacor).

The location, spatial setting, objectives and planning criteria of each of the spatial conversion areas mentioned above are outlined in detailed individual reports in Appendix I of the Mallorca Spatial Plan. In them, the type of spatial conversion instrument that must be developed is also indicated. That is, whether it must be a spatial conversion plan (PRT in Spanish), spatial improvement project (PMT) or both, depending on the objectives, specific action, and type of land that is involved.

The Mallorca Spatial Plan proposes conversion areas for the scenic planning and improvement of degraded areas.



II

THE CRITERIA OF THE CONSELL  
DE MALLORCA'S LANDSCAPE  
STRATEGY

## II THE CRITERIA OF THE CONSELL DE MALLORCA'S LANDSCAPE STRATEGY



In accordance with the ideas and objectives of the European Landscape Convention (ELC) and undertakings in this field in Balearic legislation and the Mallorca Spatial Plan, the formulation of explicit strategic landscape policies by the Consell de Mallorca will be guided by the following criteria:

### **1. THE ADOPTION OF AN INTEGRATED CONCEPT OF THE LANDSCAPE ABLE TO ENCOMPASS SOCIAL, ENVIRONMENTAL AND ECONOMIC ASPECTS**

In comparison with partial or merely protectionist stances, the ELC has adopted a holistic, integrated definition of the landscape that construes it as an area as perceived by people, whose character is the outcome of interacting natural and social processes. This concept of the landscape must take into account environmental, economic and social aspects that help mould it and account for its organization and dynamics as a perceived physical reality. In the field of knowledge, it must integrate the different disciplines and professions involved in landscape analysis, creation and design.



## 2. PUTTING LANDSCAPE POLICIES INTO PRACTICE THROUGHOUT THE WHOLE ISLAND, EVERYWHERE

In accordance with the ELC, landscapes are a physical and perceived characteristic of a territory as a whole and of each place. Public landscape initiatives cannot therefore be reduced to the protection or conservation of what is already considered to be of special value. They must also encompass landscape management, improvement and, if applicable, reassessment, depending on the values and state of conservation of each landscape. The Consell de Mallorca's landscape policies are thus conceived in an integrated, graded way, ranging from proposals for protection to initiatives in the fields of landscape restoration and creation.



The Mallorca Spatial Plan contemplates initiatives to improve the landscape throughout the whole island.

A strategic focus is often just as important as specifying precisely how to apply policies

### 3. LANDSCAPE INITIATIVES ON DIFFERENT SCALES

As a feature of a territory, the landscape exists and is perceived on different levels. Landscape policies by the Consell de Mallorca are envisaged on different scales, from big areas or landscape units of a mainly natural or rural type at a trans-municipal level to detailed landscape projects in urban, periurban and rural areas.



### 4. PROMOTING THE CHARACTER OF A LANDSCAPE AS A VALUE AND STRENGTH IN SUSTAINABLE DEVELOPMENT AT A LOCAL AND ISLAND LEVEL

Landscape quality is not only a sign of identity and an ingredient in people's quality of life. It is also a key factor in the sustainability and competitiveness of a territory, in urban and tourist areas and in rural ones. Landscape policies that encompass conservation, management and improvements also boost the value of a territory and its capacity to attract companies from innovative economic sectors, together with high-quality tourism.

## 5. ACKNOWLEDGING THE DYNAMIC NATURE OF LANDSCAPES AND FOCUSING TERRITORIAL CHANGES ON SAFEGUARDING THE IDENTITY AND CHARACTER OF PLACES

Because a landscape's character can be defined as the morphological and perceived expression of natural and social processes in a territory, landscapes must be conceived and managed as a dynamic reality. Landscape policies must be applied to most parts of a territory, assuming responsibility for the evolution of the landscape. At the same time, they must ensure that any justifiable changes fit in harmoniously with traditional landscapes so that the latter do not lose their character or identity. As well as necessary protective measures for specific areas or features, what are also crucial are spatial planning and management policies that are sensitive to landscape values.



## 6. LANDSCAPE POLICIES BACKED UP BY COORDINATED SUPPORTIVE SECTORAL POLICIES AND POLITICAL AND ADMINISTRATIVE BODIES AT DIFFERENT LEVELS WHOSE ACTIVITIES HAVE IMPLICATIONS ON THE CONDITION AND EVOLUTION OF THE LANDSCAPE

Explicit integrated landscape policies that go further than mere allusions or regulations of a sectoral nature must be founded on vertical and, above all, horizontal (in island contexts) coordination and cooperation by sectoral policies that influence the configuration, dynamics and enhancement of our



The insular landscape identifies us and attracts both local people as well as visitors who enjoy it when they have the opportunity to behold it.

landscape heritage. Without denying the scope of authority of certain sectoral policies in matters regarding the landscape, when it comes to the definition and management of the territory, there is a more important specific responsibility for the formulation, application and assessment of landscape policies.

## 7. LEGITIMIZING LANDSCAPE POLICIES AND ESTABLISHING LANDSCAPE QUALITY OBJECTIVES THROUGH PUBLIC PARTICIPATION AND INVOLVEMENT

The Florence Convention defines the landscape as “an area as perceived by people”. More than any other type of policy, landscape policies necessarily call for the participation and, if possible, involvement of those very people by whom the landscape is seen and perceived. Perception in the sense of the landscape thus entails public participation as a means of ascertaining “the aspirations of the public”, to quote the Convention, and the formulation of what are known as “landscape quality objectives”.



Different authorities and spatial planning agents must take the landscape into account when putting into practice plans and projects.



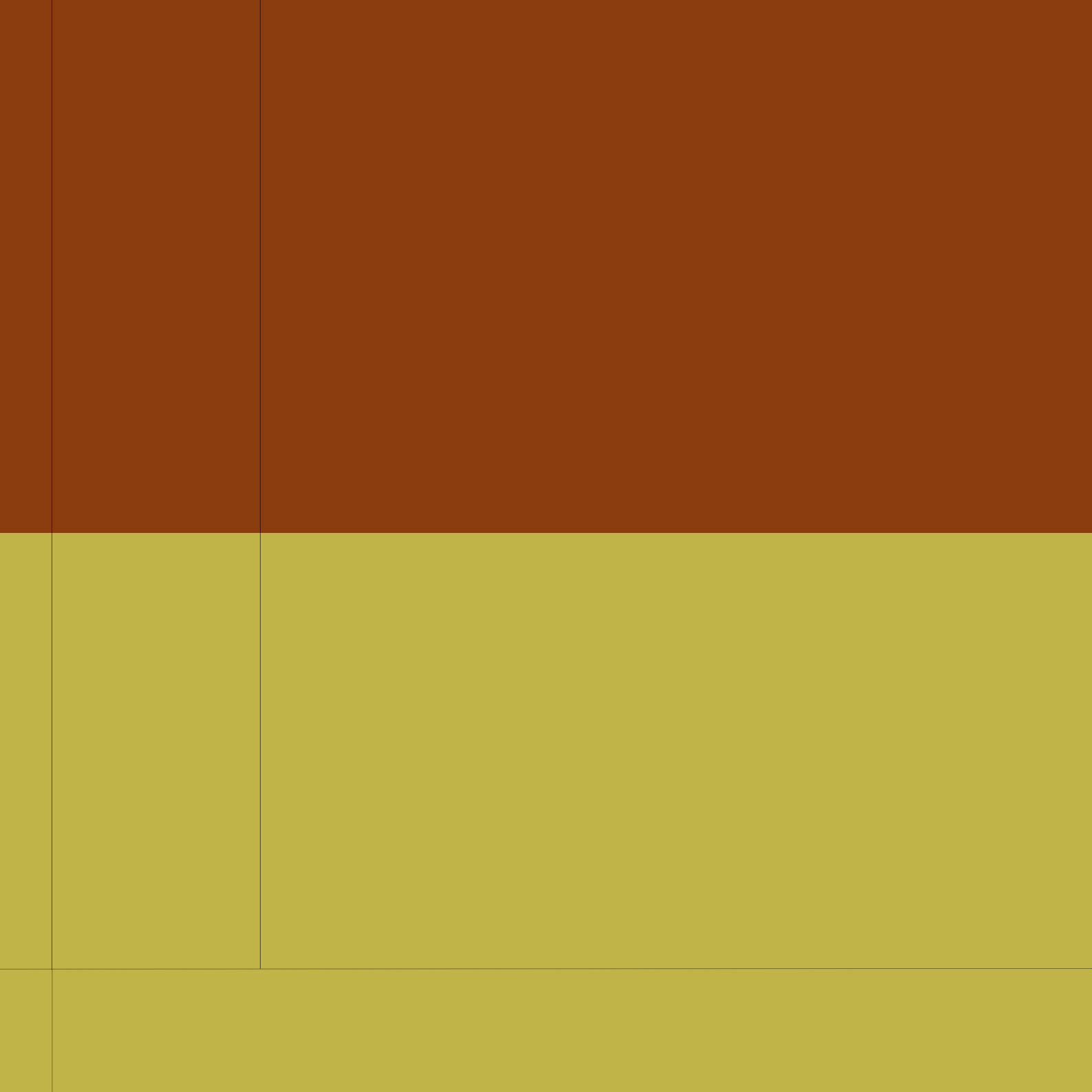




## 8. KNOWLEDGE, AWARENESS RAISING AND TRAINING AS A BASIS FOR ACTION

As well as public participation, landscape initiatives require expert knowledge, education, training, and awareness raising. Decision-making in matters concerning the landscape, as occurs in other public and private spheres, must be based on specific knowledge of the landscape, incorporating the global integrated perspective taken in the Convention. Higher education and training for experts in this field must be fostered, taking a multi-disciplinary approach, and an awareness of the landscape and its values must be integrated in other levels of education, particularly in primary and secondary education.

Institutional support in educational and research initiatives in matters concerning the landscape is a good means of motivation.



III

**THE OBJECTIVES OF THE  
CONSELL DE MALLORCA'S  
LANDSCAPE STRATEGY**

### III THE OBJECTIVES OF THE CONSELL DE MALLORCA'S LANDSCAPE STRATEGY



The European Landscape Convention is the best basis for the proper management of Mallorca's landscape heritage, in conjunction with management instruments at the disposal of the Consell de Mallorca.

Taking into account the criteria outlined in the previous chapter, in continuation an outline will be made of the main objectives of the Consell de Mallorca's landscape policies and the initiatives used to develop them. They constitute an open-ended proposal, aimed at laying the foundations for the establishment of solid landscape policies within the legal framework and scope of authority of the Consell de Mallorca.

To define them, the starting point was the foundations on which the strategy is based, as presented in the first chapter of this document. They are:

- (1) To promote landscape protection, management and planning (Article 3 of the ELC) in accordance with the conception, ideas and objectives of the European Landscape Convention. The Consell de Mallorca adhered to this Convention, which entered into force in Spain on March 1<sup>st</sup> 2008, following an agreement reached at a plenary session of the Consell de Mallorca on February 4<sup>th</sup> 2008.



- (2) To manage and assess the existence of a rich, diverse, dynamic landscape heritage, in accordance with commitments deriving from the Consell de Mallorca's adherence to the ELC which the Spanish State has ratified.
- (3) To incorporate sectoral landscape regulations into the legislation in force in the Balearic Islands, together with anticipated objectives, measures and initiatives in matters concerning the landscape within the scope of authority of the Consell de Mallorca and, above all, in matters concerning urban and spatial planning, given their relevance.

## OBJECTIVE 1

### To design specific, coordinated, global landscape policies

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The European Landscape Convention indicates that state, regional and local policies must establish basic priorities and general principles to plan and manage all activities and initiatives with repercussions on the landscape. Without global landscape policies that have clearly defined objectives, it is hard to intervene in a coordinated way in processes and situations in which public or private bodies at different levels foster or carry out activities that have an impact on the landscape.

Given the scale of the island and its capacity for self government, Mallorca is a suitable place for the formulation of a landscape strategy that acts as a means of coordinating sectoral policies that affect the landscape and as a means of cooperation with town and city councils for the achievement of the island's landscape objectives. This strategy must also act as a reference and instrument for settling possible conflicts between different levels of government or larger-scale policies that might have an impact on the island landscape. Through its holistic integrated approach to the landscape, the strategy is therefore a contribution to the government of the island in terms of coordination and inter-cooperation among administrative policies. Logically, it is also a way of showing the population that landscape policies are a priority on the Consell de Mallorca's agenda.

A landscape strategy conceived in this way does not overlook the regulatory capacity and scope of authority that different authorities and different types of legislation hold in this field. Quite the opposite. It aims to integrate and strengthen them by establishing landscape quality objectives that are, in most cases, transversal.

During the early stages of the definition of landscape policies two types of action are required. The first, which has already been taken, is adherence to the European Landscape Convention, in the sense of going beyond the Spanish State's ratification of the treaty and its incorporation by European institutions that undertake to safeguard its implementation. The second is what this document aims to do: to define a global, open-ended landscape strategy based on the principles of cooperation, coordination and public participation.

In this way, the general objective cited above can be further specified in three specific objectives. They are:

- ▶ Adhesion to the European Landscape Convention.
- ▶ Integration in European institutional networks that undertake to safeguard the application and implementation of the ELC.
- ▶ The establishment of key objectives and key fields of action in landscape policies in Mallorca.

As from February 2008, the Consell de Mallorca has been a member of the European network of local and regional authorities for the implementation of the European Landscape Convention (RECEP-ENELC), which encompasses 48 regions, provinces and municipalities, mostly in Mediterranean areas of Europe.



## OBJECTIVE 2

### To promote knowledge, awareness raising and public participation in matters concerning the landscape.

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In accordance with the Florence Convention, requirements of landscape policies at any level are the identification and assessment of the reality of the landscape and the incorporation of procedures for public participation and debate on the development of landscape policies in all phases, from identification and assessment tasks to the submission of proposals. For this reason, apparently unrelated distant aspects, like knowledge and participation, are included in the same objective so that for the ELC, the landscape, in the sense of an area as perceived by people, requires ongoing expert knowledge and public opinion.

Knowledge and participation are, at the same time, two cornerstones of the important task of disseminating information relating to the landscape, in the sense of making the public aware of Mallorca's landscape heritage, its values and its problems. This is a key goal of landscape policies undertaken by the Consell de Mallorca.

A Landscape Observatory, based on experiences by other regions, is a suitable body for centralizing knowledge of the landscape and its assessment so that it can provide the Consell de Mallorca with consultancy advice on landscape policies, promote research, teaching and the dissemination of information relating to the landscape, and generate a visible institutional forum to represent citizens and promote public participation.

At the same time, within this general framework, the following specific goals have been defined:

- ▶ To build up information and make a proper diagnosis of the state of Mallorca's landscapes and their evolution as scientific and technical backup for the Consell de Mallorca's landscape policies.
- ▶ To promote research, the dissemination of information relating to the landscape, and the training of specialists from an integrated multi-disciplinary perspective.
- ▶ To raise the awareness of the population and promote public participation and involvement in the formulation and development of the Consell de Mallorca's landscape policies.

The Catalonia Landscape Observatory is a good reference for the Consell de Mallorca in matters concerning the research, defence and dissemination of landscape policies.



### OBJECTIVE 3

#### To protect and assess large scenic ensembles

The landscape policies promoted by the Florence Convention include initiatives to protect, conserve, manage, plan and improve the landscape. These initiatives must be contemplated throughout the entire territory, on different scales, because the landscape is a quality of each and every single place, requiring different forms of intervention depending on its values, condition and dynamics.



One of the objectives of the Mallorca Landscape Strategy is to safeguard and assess large scenic ensembles of outstanding importance. A prime example is the area of the Tramuntana mountains. In this way, these landscape policies incorporate the protection and management of one of the scenic mosaics with the richest diversity of landscapes and widest range of natural, cultural and perceived values in Mallorca and the Western Mediterranean.



Given their outstanding interest value, the Tramuntana mountains include areas that are protected by different legal figures and instruments in the fields of historic and cultural heritage and the conservation of natural or urban areas. In 1972, one part was declared a picturesque landscape in state legislation governing historic heritage. This declaration was followed by later initiatives: the figure of a natural special interest area (ANEI) by virtue of Act/1999 of January 30<sup>th</sup> governing natural spaces and the urban planning regime for specially protected areas in the Balearics; the area's inclusion in the Natura 2000 network; the approval in 2007 of a Natural Resources Plan; and the declaration of part of the Tramuntana mountains a natural area under the Act for the conservation of regional areas of environmental relevance. Following the recommendations of the Spatial Planning Guidelines (DOT in Spanish), the Mallorca Spatial Plan pays these mountains special attention, giving them special treatment.

The Consell de Mallorca is trying to achieve the international recognition of the Tramuntana mountains' cultural landscape as an example of an outstanding, universal landscape.

In order to coordinate, reinforce and make the landscape values of this scenic ensemble internationally known, the Consell de Mallorca's Landscape Strategy includes the following objectives:

- ▶ To work toward the Tramuntana mountains being declared a World Heritage Site (UNESCO) as a cultural landscape.

There are two main reasons why the Tramuntana mountains should be declared this. They fit in with the following requirements by the UNESCO:

- ▶ to be an outstanding example of a type of building, architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history.
- ▶ to be an outstanding example of a traditional human settlement, land-use, or sea-use which is representative of a culture (or cultures), or human interaction with the environment especially when it has become vulnerable under the impact of irreversible change.

#### **OBJECTIVE 4**

##### **To improve, restore and/or reassess the landscape at trans-municipal levels**

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The European Landscape Convention, recommendations by the Council of Europe's Committee of Experts for its development, and conclusions reached at different meetings of scientists and political heads held to assess its fulfilment, under the auspices of the Council of Europe, all highlight the importance of initiatives to improve, reassess and create landscapes, all within the framework of landscape planning.

From the perspective of the Convention, protective action is as important as management and planning. Landscape planning and management are, indeed, one of the most important innovations of the ELC, compared with the essentially conservationist approach of legislation on the environment and cultural heritage and even urban planning through the classic figure of spatial landscape plans. This is logical because the ELC understands the landscape to be a characteristic of the entire territory and an essential element in people's quality of life, and so it is necessary to protect landscapes of greater value while also restoring or improving degraded or common ones insofar as it is possible.

Given the above, in addition to the protection and recognition of the landscape in certain areas, the Consell de Mallorca's Landscape Strategy includes among its objectives the improvement and reassessment of landscapes in places in a shabby or degraded state that have not only lost their landscape values, but also tend to suffer from other environmental or social problems. As a result, the Landscape Strategy aims to redirect and reinforce some of the landscape commitments of the Mallorca Spatial Plan and spatial planning reassessments through certain areas classified as 'spatial conversion areas' (ART in Spanish) and to act at the initiative of the Consell de Mallorca and cooperate, if necessary, with town and city councils in other spheres that merit this kind of action.

- ▶ Developing projects for the restoration and improvement of the landscape through instruments contemplated in the Mallorca Spatial Plan.
- ▶ Acting directly through the Consell de Mallorca in other spheres where reassessments or improvements are needed.



The restoration of degraded or low-quality periurban areas is one of the main objectives of the Consell de Mallorca's landscape policies.

The conservation and management of rural farming landscapes must be reinforced as a spatial management strategy.

## OBJECTIVE 5

### To safeguard and manage rural landscape values in cooperation with the Consell de Mallorca's agricultural policies

A major part of Mallorca's traditional landscape and its management, both in the plain and in extensive parts of its mountains, are based on agricultural and livestock farming. What is more, many of the morphological, ethnographic, aesthetic, biological and ecological values of the Mallorcan landscape are closely linked to traditional or modern agricultural practices and to the organization of land uses within farm estates.

It is an acknowledged fact in expert literature and in the EU's agricultural and rural policies that agriculture has numerous functions. Beside its fundamental role of producing primary goods, it also produces public goods and positive externalities that are not truly reflected in the price of products or in earnings by farmers (Mata Olma, 2004). Among these public goods, one of the most important examples is the landscape, especially in areas and societies like Mallorca: a highly developed island which still has large areas of rustic land and, more specifically, well conserved agricultural land and woods.

As a result, in a global landscape strategy like the one proposed here, inter-cooperation between landscape and spatial planning policies and agricultural ones is essential (indeed agricultural policies increasingly refer to the territory and environment and their legitimization), without prejudice to agriculture's basic productive function. For this reason, landscape quality criteria and objectives must be incorporated in agricultural policies, although, at the same time, spatial planning policies must incorporate the values and multiple functions of agriculture as a territorial asset and not just as a land use in zoning and urban planning classification. In this sense, the landscape is an excellent link and an opportunity for agriculture and for the island.

Thus, specific objectives of Mallorca's Landscape Strategy include:

- ▶ In cooperation with agricultural policies, the promotion of agricultural, livestock and forestry practices for the maintenance and management of important features and sections of Mallorca's rural landscape.
- ▶ To boost initiatives to produce and sell high-quality products with a local identity that contribute toward the management and functions of the landscape and to support them.





## OBJECTIVE 6

### To promote public access to the landscape

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The Florence Convention situates landscape policies within the realm of territorial sustainability and the quality of life of populations, and it incorporates perception into the concept of the landscape as an intrinsic indispensable condition. There can be no landscape if it is neither seen nor perceived. Landscape policies must pay attention, as previously mentioned, to the identification, protection and improvement of the values of a landscape.

However, all initiatives aimed at safeguarding the quality and character of what is seen and perceived must be complemented, within the same landscape management policies, by action aimed at promoting and facilitating public access to contemplation of the landscape, ensuring, insofar as is possible, that the experience is educational and gratifying.

In consequence, the Mallorca Landscape Strategy includes among its main objectives the promotion of public access to the landscape and the improvement of means for its understanding and interpretation. In this respect, among other things, the proposals for thematic heritage routes included in the Mallorca Spatial Plan must be reinforced and developed, together with other ones termed “natural routes”, like the dry-stone hikers’ routes that cross the Tramuntana mountains lengthwise or the Artà-Lluc route, inspired by the same philosophy. Both routes now have special approved plans. Thus it is important to reinforce the scenic aspect of these routes and insert them in a global network aimed at helping people discover and interpret the diversity of Mallorca’s landscapes. These routes must include items of heritage as landmarks or reference points in interpreting the island’s landscapes.

This general objective has the following aims:

- ▶ To integrate and coordinate thematic routes of historic or heritage-related interest from the Mallorca Spatial Plan into a network of scenic island routes.
- ▶ To boost the importance and interpretative capacity of the natural and rural routes included in the Mallorca Spatial Plan.
- ▶ In the design and management of Mallorca’s network of roads, to include appropriate infrastructure and the right conditions for contemplation of the landscape.

## OBJECTIVE 7

### To put cooperative initiatives into practice and ensure international involvement in matters concerning the landscape

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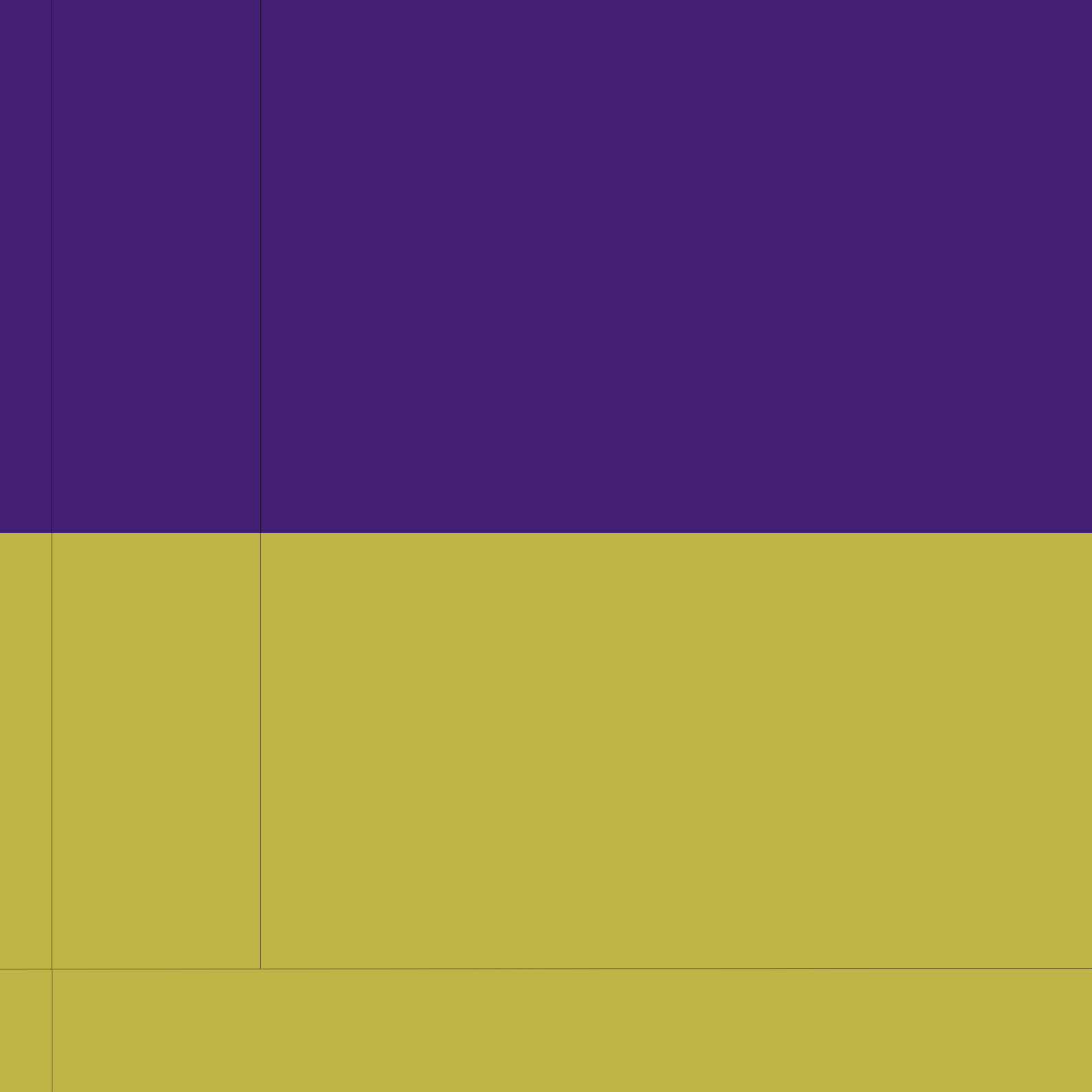
Chapter III of the European Landscape Convention is dedicated to European cooperation in studies of the landscape-related dimension of international policies and programmes so as “to enhance the effectiveness of measures taken in accordance with articles of this Convention”. This cooperation is specified as offering technical assistance, promoting exchanges by specialists, and exchanging information on all matters contemplated in the Convention.

The Consell de Mallorca aims to participate actively in international cooperation initiatives in matters concerning landscape policies, either within the framework of the Council of Europe or other international arenas. To do this, it proposes:

- ▶ The incorporation and involvement of the Consell de Mallorca in cooperative networks and networks for monitoring the European Landscape Convention, particularly ones with local and regional participation.
- ▶ Its integration in other networks which might be of interest in matters related to landscape management, even though they have not been expressly created for the purposes of landscape cooperation.



In 2008, the Consell de Mallorca organized a meeting of the Executive Board of the European network of local and regional authorities for the implementation of the European Landscape Convention (RECEP-ENELC).





**IV**

**LANDSCAPE ACTION PLANS**



### **IN THE FIELD OF KNOWLEDGE, AWARENESS RAISING AND PUBLIC PARTICIPATION IN MATTERS CONCERNING THE LANDSCAPE AND THE TRAINING OF SPECIALISTS IN LANDSCAPE PLANNING AND MANAGEMENT**

- To create a Mallorcan Landscape Observatory in order to assess and monitor the evolution of the landscape, provide support for the Consell de Mallorca's active landscape policies, foster research and the dissemination of information, and generate a forum for public representation and debate so as to organize and promote public participation in matters concerning the landscape.
- To collaborate, through agreements, with the University of the Balearic Islands' Master in Landscape Studies and work toward the training of expert professionals in landscape planning and management from an integrated, multidisciplinary perspective, as promoted in the European Landscape Convention.

- To develop a demonstration project via the constitution of a forum for participation in urban and landscape planning in the Son Sardina district of Palma, with the collaboration of the University of the Balearic Islands.
- To foster an improved professional profile in matters concerning the landscape among technical staff working for the Consell de Mallorca and town and city councils, through in-house training activities and cooperation with other academic and professional bodies and the public authorities inside and outside Mallorca.

### **IN THE FIELD OF THE CREATION OF TECHNICAL DOCUMENTS TO ACT AS A REFERENCE IN PROMOTING GOOD PRACTICES IN LANDSCAPE PLANNING AND MANAGEMENT**

- To draw up manuals and guides to good practice in matters concerning the landscape.

The advisability of a corpus of documents on good practices in matters concerning the landscape has often become evident, for the use of public and private stakeholders involved in the conservation and transformation of the Mallorcan landscape. The idea is to ensure that the landscape is taken into account at all levels of spatial intervention, on each scale, from urban, sectoral and spatial planning to specific projects for buildings or facilities or the development of different territorial uses.

The drafting of guides or manuals of a more technical nature must serve as a reference tool for different groups of professionals involved in this field when planning or designing specific action. Although these guides cannot offer direct solutions for all situations, they can systemically offer a series of basic criteria and strategies for intervention, as well as possible model solutions. Together with some pragmatic examples, they will help overcome the main challenges involved in integrating different uses of the territory into the landscape. As well as specifying provisions relating to the landscape that have already been incorporated in current legislation governing the island of Mallorca, particularly regulations cited in the Mallorca Spatial Plan, they must take into account different specific research studies by institutions within the framework of projects to develop the European Landscape Convention.

The aim of these manuals must vary: on the one hand, methodological guidelines must be offered on how to conduct landscape integration analyses for plans and projects and, on the other, different generic behavioural guidelines must be drawn up (good practices) when certain

The dry riverbed of a torrent passing through Parc Bit business park. One of the pending challenges of urban and spatial planning policies is the integration of the network of torrents.

landscapes are involved, both on rustic land and fringes between rustic and urban land, so that they focus on specific subject areas. These include the conservation of our agricultural and rural landscapes, taking into account agricultural buildings, housing, infrastructure, services and other installations (whether linear, singular, or large-scale with a single function), action to the landscape on the outskirts of urban nuclei in order to improve the integration of newly developed areas (housing, industrial estates and services), or accesses to urban nuclei of a better standard that do not detract from their heritage or historic values.







Landscape integration analyses must therefore entail a multi-dimensional study of the repercussions of each proposed activity on the landscape, particularly ones that might alter its physiognomy, dynamics or intrinsic values. The study must contain the following, as a bare minimum:

- a) A graphic and written description of the initial landscape, defining the basic features of the place, factors relating to visibility, and the components and values of the said landscape from different scales of perception.
- b) A graphic and written description of the proposed project, including an analysis of its repercussions on the landscape in order to anticipate what the resulting landscape would be like. It must pay special attention to factors of a morphological, volumetric and dimensional nature, to criteria governing grouping or repetition, surface textures and treatments, and complementary elements.
- c) Tying in with both the above, a summary of criteria and measures for integrating the project into the landscape, dealing with its repercussions on the landscape and the monitoring of its temporal development

## **II. Guide to good practices on rustic land: the maintenance of agricultural and wooded landscapes**

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This guide must contain a series of reflections and initiatives aimed at maintaining the quality of our rural landscape. They are recommendations to be taken into account by all stakeholders (mainly landowners, the authorities and farmers) when intervening in the countryside. Among others, the following aspects should be taken into consideration:

- a) The conservation of the network of country roads, which play a role as superb vantage points for observing the landscape.
- b) Action to maintain or improve the network of torrents and irrigation ditches.
- c) Earthworks to adapt land for other activities.
- d) The maintenance or planting of vegetation inside plots, on hillside terraces or alongside roads.
- e) How property is walled off or enclosed.
- f) Improving signing on rustic land.

### **III. Guide to good practices on rustic land: agricultural buildings**

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This document must contain a series of guidelines on how to deal with new buildings and agricultural or livestock facilities, because today these farms follow a certain logic and they have a very different character from traditional ones. This is due to the modernization of farms and changes brought about by intensive farming and the industrialization of the livestock sector, with the incorporation of new technical and building solutions. It is a question of making the sector's production needs compatible with better interrelations between buildings and the surrounding environment.

As an example, this guide would cover wineries and oil mills with vats; new barns to store produce or machinery; sheep-sheds etc. Guidelines must be drawn up for their location, positioning, and integration among buildings and other existing ethnological features, with possible measures to minimize impacts through vegetation, the choice of materials and finishes etc.

### **IV. Guide to good practices on rustic land: residential buildings.**

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This document must outline guidelines for the proper integration of new housing on rustic land and criteria for intervention in the case of existing buildings, whether residential, rural rented housing or country hotels.

It must unite different existing legislation and provide examples and clarifications of what is already laid down in the law. Likewise, it must propose guidelines for the selection of locations, the conditions of those sections of a plot not occupied by buildings, how the plot is walled or cordoned off, the volume and type of buildings, materials, colours etc. It must also contain general considerations on the true character of traditional rural architecture and applicable criteria for exceptional cases exonerated from typical rural typologies contemplated in Articles 27.2b) of the Rustic Land Act.

It is advisable to take into account certain features that might detract from panoramic views of a traditional town or village.



## V. Guide to good practices on urban peripheries: urban limits

This document must mainly propose a series of guidelines to ensure that the characteristic external faces and silhouettes of our urban nuclei are valued and taken into account in urban planning. The aim is to lend importance to certain external faces or profiles of urban nuclei that are well consolidated in the public's minds. Consequently, all general planning documents must include an analysis of this issue and, if applicable, define protective measures, like the prevention of urban development in certain areas, controls over the size of buildings that might affect profiles, and the location and treatment of public and private open spaces, in a global vision of landscape planning that protects and reaffirms the importance of these external faces and silhouettes.

These considerations must also include more general issues related to the definition of new urban limits, to subjects like the pre-established objective when dealing with the external faces of urban nuclei (whether it involves the definition of clear or vaguer limits or whether the new limits will be accompanied by roads or final plots), the location of large installations on the periphery of urban nuclei etc.



One specific case in this guide is accesses to towns and villages. Often they offer a mundane unplanned image that does not fit in with the character of the towns, villages or cities on whose limits they lie. Sometimes, by taking minor action, the standard of these roads can be improved by incorporating plants to give them a more uniform look, re-planning pavements and parking spaces, removing or re-planning signs, using better quality urban furniture etc. The document must also offer guidelines at a planning level, so that measures are contemplated that ensure improvements to accesses, both in cases of new growth and existing urban nuclei (specific regulations regarding volumes and façades, the location of green areas etc).

## VI. Guide to good practices on urban peripheries: industrial estates

Industrial estates are one of the features that most distort our landscapes, given their morphology and singular nature. That is why we wish to create a specific guide to cover them, because it is possible to integrate existing and new ones much better into the surrounding landscape.

A proposal for tackling an industrial fringe at the entrance to a traditional town.



Thus in planning it is essential to take into account factors like the ideal location, distribution of green areas, compactness as opposed to dispersion (separations between buildings, setbacks etc), clear planning of façades and volumes etc. At the same time, the aim is also to offer some guidelines on how to improve existing industrial estates through vegetation, lighting and urban furniture in general, the definition of rules to improve the standard of buildings, and the regulation of signing, advertising and different maintenance programmes.



### **IN THE FIELD OF PROTECTING AND ASSESSING LARGE SCENIC ENSEMBLES**

- Nominating the Tramuntana mountains a World Heritage Site (UNESCO) in their capacity as a cultural landscape:

- (1) To carry out the necessary studies and technical work to support the area's nomination.
- (2) To make the nomination known to people and involve local authorities and civil society.



## IN THE FIELD OF IMPROVING, RESTORING AND/OR REASSESSING EVERYDAY LANDSCAPE

- Action to develop tools contemplated in the Mallorca Spatial Plan.

Within the framework of initiatives in the field of landscape and environmental improvements and reassessments, three areas have been chosen from the Mallorca Spatial Plan as pilot projects. The first two are good examples of the need for intervention in places subject to management difficulties due to their periurban nature and low level of spatial integration. They are examples of the “fringe between two peripheries”, the first located in the Palma metropolitan area (the limit between Palma and Marratxí) and the second in the Cala Millor tourist resort (the rural and urban-residential limit between Son Servera and Sant Llorenç). The third initiative - of a singular nature but one that constitutes a good model, given the type of industrial building and natural surroundings that are involved - consists of landscape intervention in the area near Alcúdia's former power station.

- a) The fringe between Palma and Marratxí (ART 9.1): the planning of a trans-municipal periurban area.



The area around Alcúdia's former power station is a good example of the need to rehabilitate a dilapidated former industrial landscape.

- b) The limit between Son Servera and Sant Llorenç in Cala Millor (ART 9.2): the planning of a borderline area between a tourist resort and rural area.
- c) The conversion of Alcúdia's former power station (ART 10.2): the restoration of buildings belonging to a former power station and the surrounding area to transform them into a museum and urban park.

■ Direct action at a local level

I. Improving the landscape near main roads and accesses to urban nuclei:

The proposed small-scale scenic initiatives have a dual interest appeal: (1) They affect much-used places with a high visibility, since these places link in with main roads and/or access areas to urban nuclei, and are therefore clear examples of everyday landscapes; (2) They could generate a repertoire of good practices on a pilot-project scale as a basis for larger-scale future initiatives.

- a) Improving connections between Santa Maria and Consell along the old Inca road: changes to the accesses to the towns, and the creation of a pedestrian and cycle corridor between both of them.

Son Reus contains infrastructure that serves the Palma metropolitan area in a rural/low-density residential area. In landscape terms, this infrastructure must be better integrated.



- b) Improving the integration of the s'Esgleieta road network (The Palma-Valldemossa road).
- c) Improving access to s'Hostalot from the Palma-Sineu road.
- d) Improving access to Palma from the Sóller road (Son Castelló industrial estate-Son Sardina).
- e) Improving access to Palma from the Palma-Manacor road.

## II. Improving periurban industrial landscapes affected by large-scale infrastructure.

This section includes two initiatives in two places that have undergone big changes in production activities or other land uses. Following their reassessment, however, they will offer social, environmental and scenic opportunities. The first, Son Reus, is an unsystematically planned area of industries and infrastructure, with the presence of some positive features from the perspective of environmental and landscape integration (a torrent and section of farmland). The second initiative concerns landscape intervention in areas close to quarries by including specific measures in the sectoral Master Quarry Plan.

- a) The restoration of the landscape in the Son Reus area.
- b) Quarry plan: the inclusion of measures aimed at restoration and landscape integration.
- c) The scenic integration of the Santa Maria and Consell industrial estates.

## IN THE FIELD OF THE PROTECTION AND MANAGEMENT OF RURAL LANDSCAPE VALUES

- An agreement with the Balearic Ministry for Agriculture and Fishing for the promotion of and participation in initiatives and projects to improve the landscape in farming, livestock and rural environments. The agreement must pose the drafting of a guide to good practices for the management of Mallorca's rural heritage values and a proposal for criteria for integrating new buildings into the rural landscape.
- Improving the rural landscape and landstewardship.



Restoring the rural landscape round Secar de la Real Monastery could be a good way of enhancing and dignifying the surrounding area.

The two initiatives described in continuation are pilot projects for rehabilitating and improving the rural landscape in farm holdings of important heritage value. The initiative in the Secar de la Real Monastery area is aimed at restoring the rural landscape in a unique periurban area, applying the landstewardship system combined with action directed at integrating surrounding infrastructure into the landscape. The second initiative entails the improvement and adaptation of an estate called Raixa – which, in the future, might be used as the headquarters of the Mallorca Landscape Observatory or for an interpretation centre for the cultural landscape of the Tramuntana mountains – given the estate's role in the organization and structure of the landscape, with three integrated complementary dimensions: its rural and ethnographic value, natural and forestry value, and artistic and historic dimension (in this last case through its historic garden). All are a good example of the rural scenery of Mallorca's mountains.

(a) Secar de la Real Monastery: the restoration of the rural landscape in a unique periurban area through landstewardship.

(b) The rehabilitation of Raixa and its surroundings.

## **IN THE FIELD OF PROMOTING INFORMED PUBLIC ACCESS TO THE LANDSCAPE**

- Assessing and improving the interpretative potential of natural and rural routes contemplated in the Mallorca Spatial Plan:
  - a) The dry-stone route.
  - b) The Artà-Lluc route
  - c) The Palma water supply route
- The integration and dissemination of cultural routes listed in the Mallorca Spatial Plan (on the theme of archaeology, castles, the gothic and the baroque), providing suitable interpretative infrastructure, with the incorporation of the landscape as a link.
- The creation of vantage points and scenic routes open to the public; the enjoyment and interpretation of the landscape, based on the network of heritage routes proposed in the Mallorca Spatial Plan. This will be founded on possible action included in the Highways Plan, taking advantage of country roads and the adaptation of main roads at specific interest points.

## **IN THE FIELD OF INTERNATIONAL LANDSCAPE COOPERATION**

- The Consell de Mallorca's adhesion to the European network of local and regional authorities for the implementation of the European Landscape Convention (RECEP-ENELC) and the inclusion of the Secar de la Real initiative as a European pilot project.

The incorporation of the Consell de Mallorca in the European network of local and regional authorities for the implementation of the European Landscape Convention (RECEP-ENELC) is a highly appropriate additional complement to its adhesion to the objectives of the European Landscape Convention. RECEP was created in Strasbourg in April 2006, thanks to the Convention's recognition of the principle of subsidiarity and local self government, in order to involve the local and regional authorities of signatory States in the definition and implementation of landscape policies and in the definition of landscape quality objectives, based on the identifi-





To participate in an international organization such as RECEP-ENELC means, for the Majorcan Council, an excellent opportunity.

cation and assessment of the landscapes of each territory.

RECEP was created at the initiative of the Italian Campania region. The latter was joined by twenty other European local and regional bodies in response to a recommendation by the Congress of Local and Regional Powers, given the important commitments that these bodies had undertaken in matters concerning landscape policies. It now has 48 members.

Membership participation in an international organization aimed at promoting the diffusion and application of the European Landscape Convention at this decision-making level, close to citizens, and fostered exchanges of landscape experiences among members are an excellent opportunity for the Consell de Mallorca and for the island's municipal authorities. It must be remembered that the Convention lends considerable importance to European cooperation in studies of landscape-related aspects of international policies and programmes and to mutual assistance and information exchanges in order to ensure the greater efficiency of adopted measures by virtue of the Convention's application and cross-border landscape cooperation at a local and regional level.

In this respect, the authorities that belong to RECEP-ENELC cooperate within the framework of an international structure, through which they can make contact with non-governmental bodies, universities and research centres and also receive consultancy advice on the application of the commitments undertaken by state authorities, European institutions and international organizations with scope of authority over the landscape.

By way of a conclusion, we must add that the Son Real project has been included as a RECEP-ENELC pilot scheme in the application of the European Landscape Convention. This involves the establishment of a framework collaboration agreement via which RECEP-ENELC will provide support for the project and include it in its programme of initiatives as a model for future projects to be developed in other areas.

■ The Consell de Mallorca's participation in the PAYS.MED.URBAN European project.

The Consell de Mallorca has also joined the PAYS.MED.URBAN European project of the MED (2007-2013) programme. Among others, its members include the Umbria and Lombardy regions of Italy (both with accredited experience in landscape policies) and the self-governing regions of Catalonia and Andalusia (which in 1992 promoted the Mediterranean Landscape Charter, the immediate precedent for the European Landscape Convention).

With a clear forward-looking cooperative approach, PAYS.MED.URBAN considers high-quality landscapes to be a key to the sustainability and competitiveness of urban areas, which play a very important role in Mallorca's functional organization and its landscape. High-quality landscapes are not just important in the identity, quality of life and health of ecosystems and cultural heritage, but also – and the project insists on this dimension – they are a crucial factor in an area's competitiveness and in economic pull factors. As a result, high-quality landscapes are a territorial asset and an important means of attracting businesses from innovative economic sectors, highly skilled creative work forces, and high-quality tourism.

Among its priorities, the project pays particular attention to axis 4 of the MED programme. That is, the promotion of polycentric development, which can only be sustainable when it is combined with the idea of a compact city in order to prevent a scattered polycentric settlement pattern characterized by urban sprawl. Promoting regions with compact polycentric urban systems calls for close attention to the landscape (especially the preservation of public open spaces in periurban areas), together with other landscape issues also contemplated in PAYS.MED.URBAN.

As a result, the Consell's participation in this project constitutes a strategic opportunity for international cooperation for the development of the objectives of the European Landscape Convention, which explicitly promotes international policies and programmes in matters concerning studies of landscape-related aspects of policies and programmes by the parties, mutual scientific and technical assistance, and exchanges of landscape specialists and information regarding all the different issues contemplated by the Convention (Chapter III, Articles 7 and 8).



**APPENDIX:  
PROPOSED LANDSCAPE  
INITIATIVES**

# UNITING MALLORCA'S METROPOLITAN AREA



**Location:** Palma-Marratxí

**Project designer:** Antoni Forteza / Joan Riera Architects

**Type of action:** Landscape conversion  
Structuring urban areas  
Linear metropolitan park

**Bodies involved:** Consell de Mallorca  
Palma City Council  
Marratxí Town Council  
Government of the Balearic Islands  
Associations of property owners



## Context

- A periurban metropolitan area.
- A large interstice (500 hectares). The Torrent Gros area.
- North-south linear direction (7 km).
- Lack of coordination in urban planning by the two municipalities (Marratxí – Palma).
- Fragmented or unstructured development.
- Discontinuous urban grids belonging to different urban nuclei.
- Transition from urban to rural areas.
- Territorial scars: Natural (longitudinal) torrent. Artificial (transverse) connecting road, 2 motorways, 5 main roads – side roads, railway.
- Environmental degradation, the presence of incompatible uses (rubbish dumps, landfill sites, vehicle compounds, industries on rustic land etc).
- Spatial conversion area (ART) in the Mallorca Spatial Plan.
- Need for urban re-planning.

## OBJECTIVES

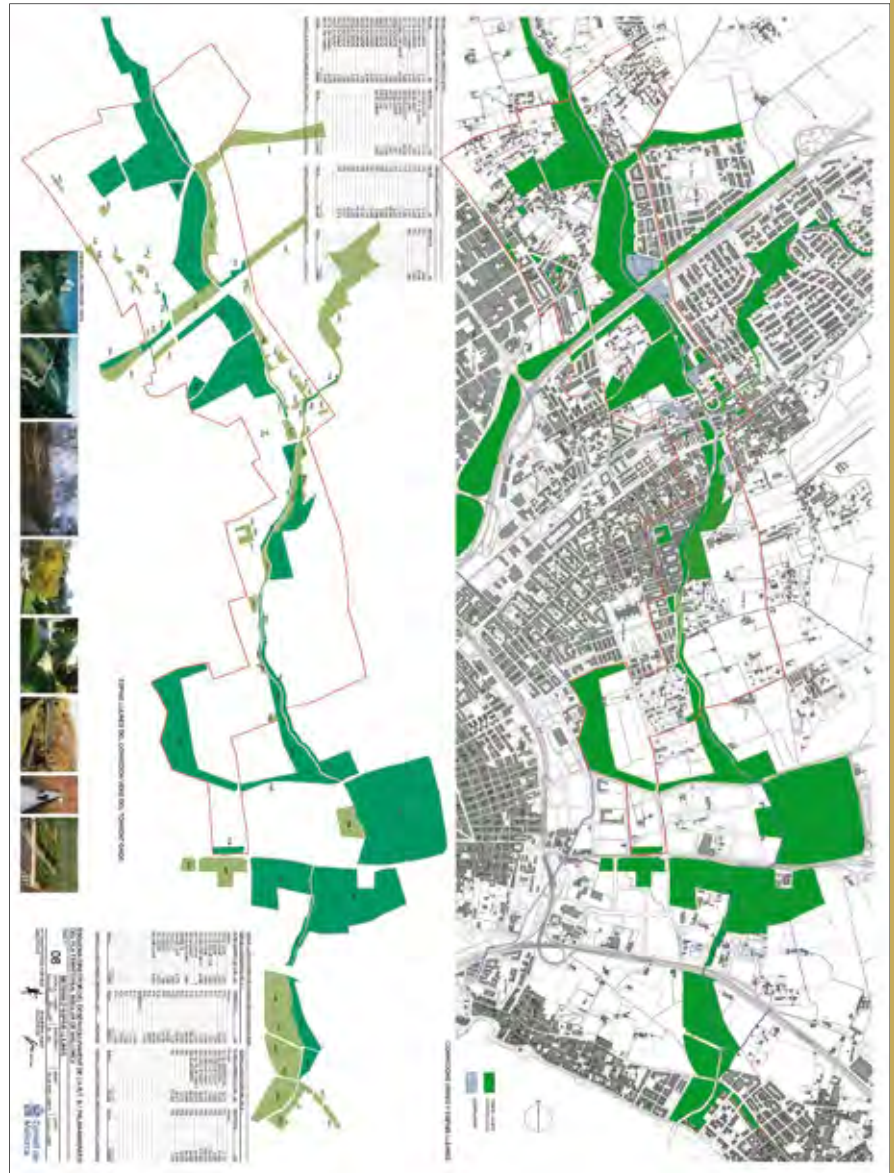
- To improve connectivity between different urban grids.
- To create a system of open spaces.
- To improve the landscape.
- To eliminate uses incompatible with residential areas.
- To reduce the impact of busy roads.
- To promote trans-municipal coordination.





## Action

- Large-scale intervention: Performed in stages in coherent fields (currently in the strategic planning stage).
- Spatial model: green metropolitan corridors with cohesive urban elements for public use. New interrelations between the city and territory.
- Longitudinal continuity of the system of open spaces: the integration of existing spaces and creation of new ones to create a linear metropolitan park by the Torrent Gros.
- Linking up green corridors: to roads, to the Torrent de na Bàrbara, Torrent de Coanegra, coast, and cycling and hiking routes of Camí de Son Macià, Camí de sa Fita and Camí de Son Fangos.
- The insertion of expansive open spaces in facing urban grids.
- The planning of new road and pedestrian connections.
- The contemplation of crossing points, and the landscaping and improvement of large-scale infrastructure and transverse connectors to make them look more pleasant for the public (bridges, stepping stones, fords etc).
- Improved accesses into Palma.
- The contemplation of areas requiring urban improvements or internal rehabilitation, and the planning of reserved areas for new growth.



# SYNERGIES BETWEEN TOURISM AND THE LANDSCAPE



**Location:** Cala Millor  
(Sant Llorenç-Son Servera)

**Project designer:** Biel Horrach  
Mariana Debat  
(Researchers from Catalonia  
Polytechnic University's Dept.  
of Urban and Spatial Planning)

**Type of action:** Landscaping and environmental  
improvements  
Planning of a degraded area

**Bodies involved:** Consell de Mallorca  
Sant Llorenç Town Council  
Son Servera Town Council  
Tourist sector



## TOWARD A NEW PLANNING MODEL FOR THE CALA MILLOR TOURIST RESORT

This initiative by the Consell de Mallorca forms part of the implementation of one of the spatial conversion areas (ART) contemplated in the Mallorca Spatial Plan.

**Objective of the initiative:** ■ To develop ART 9.2 of the Mallorca Spatial Plan. ■ To promote joint coordinated work by municipalities and other institutions in this field. ■ To establish landscape management policies. ■ To offer a suitable response to new tourist behaviour.

**Starting points:** ■ To list the area's different territorial features in order to define a strategy for intervention. ■ To draw up a planning project for the tourist resort, taking into account landscape values. ■ To manage different initiatives aimed at a more sustainable tourism model. ■ Evolving landscapes, a new urban planning paradigm. ■ To tackle the seasonality of tourism and the territorial imbalance it causes. ■ To define strategic action to promote a new identity. ■ To multiply visions. Different scales of reflection.

### THE SCOPE. A DUAL DIMENSION TO THE PROJECT

Over and above mere urban planning, the project aims to respond to local demands concerning the environment and the local landscape.

The area is construed as part of a bigger system that encompasses the following axes:

1. The coastal tourism system.
2. The landscape unit and urban-territorial management.

This landscape sub-unit is understood to represent the tourist resort's management unit.

### DIAGNOSIS AND PROPOSED ACTION

1. An analysis of the main urban and spatial problems of tourist resorts so as to highlight the resorts' poten-

tial and formulate proposals based on the latter.

2. The definition of a common strategy to overcome the monotony and indifference that affects many areas characterized by an inward-looking, self-absorbed vision. The objective is to work on differentiation and identity. Identifying, distinguishing and contrasting lines that run parallel to the coast and connectors that run perpendicular to them, with the establishment of new activity areas at the meeting points between both.

### General structure of mobility

#### TOWARD A NEW MODEL OF NEW TOURISM MOBILITY

**Faced with an unstructured road system characterized by a lack of cohesion and hierarchy, the main objectives are:** ■ To establish a new more sustainable model of tourism mobility. ■ To optimize intermodal transport. ■ To consider the possibility of reintroducing the train line from Artà to Palma. ■ To create an alternative system of mobility to motor vehicles.

**Planned criteria and action:** ■ The creation of an intermodal node and establishment of a road hierarchy. ■ The creation of a network of car parks. ■ The consolidation of a network of traditional country roads. ■ Prioritizing pedestrian zones in the area.

**A system of settlements and activities TOWARD A COHERENT URBAN SPACE**

#### A system characterized by a lack of global vision or global planning:

■ The current coastal model: the consolidated importance of the seafront area, discontinuity, fragmentation. ■ Dispersed settlements and activities. ■ The uneven distribution of services and activities on urban land. ■ Different tourist settlements and their characteristics. ■ The pressure of socio-economic dynamics on urban limits.

**The main proposed objectives are:** ■ To take action to combat thoughtless disperse land occupation. ■ To





undertake initiatives that act as articulated links. ■ To foster morphological reassessments of the existing tourism fabric. ■ To reassess dilapidated urban areas and rehabilitate obsolete tourist areas. ■ To re-equip the sector: at a trans-municipal and local scale.

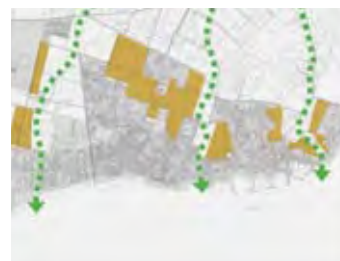
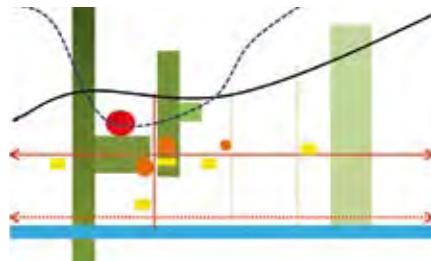
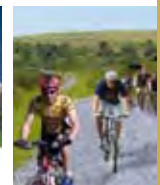
**The criteria and planned initiatives include:** ■ The planning of peripheral areas and interaction between urban nuclei and rural areas. ■ The positioning of intermodal nodes at strategic points to increase urban isotropy, tied in with the possible location of a railway station. ■ The planning of large transitional areas for social and sporting use. ■ The planning of new service supply centres. ■ Specific intervention in different fields (the urban, rural, tourism fabric etc) to promote values and correct any deficiencies.

**OPEN SPACES AND THE LANDSCAPE.  
INGREDIENTS IN STRUCTURING THE TERRITORY**

■ The fragility of open spaces and their landscape, natural and heritage values. ■ Discontinuity and a lack of coherence in urban open spaces. ■ The existence of natural and heritage values of high scenic interest.

**Proposed general objectives:** ■ To promote the natural values of features that contribute to the quality of the landscape due to their unique characteristics or environmental ones, defining an identity for the area. ■ To promote natural and cultural landscapes as resources. ■ To re-establish continuous links between open spaces, generating a new system of open spaces on differing scales. ■ To manage landscape sub-units as if they were units. ■ To restore territorial continuities by creating environmental corridors and landscape connectors. ■ To recognize other natural features as being of scenic interest.

One of the cornerstones of the proposals is to plan a system of urban open spaces, rural interstices and sections of countryside in the re-planning of this area.



# THE CONVERSION OF AN OBSOLETE INDUSTRIAL LANDSCAPE



**Location:** Port of Alcúdia

**Project designer:** Alonso/Hernández, architects.  
ah idea.

**Types of action:** Heritage conservation  
Spatial conversion of an  
obsolete industrial landscape  
Improvement of tourist areas

**Bodies involved:** Consell de Mallorca  
Alcúdia Town Council  
Balearic Port Authorities  
GESA/ENDESA  
Friends of the Science Museum



## Context

The Port of Alcúdia houses the buildings of a former electrical power station, with chimneys that are visible from all points around the bay. It stands in a privileged location right next to the coast, beside the commercial port (the island's second most important port). This power station now not only contributes to the discontinuity of this part of the coastline but, due to its abandonment and state of neglect, it has a negative impact on the image of Alcúdia's tourist areas, one of the island's top resorts.

The power station is a prime example of industrial architecture in the Balearic Islands. Unlike other examples, it has a clear urban and architectural value (designed by architect Ramón Vázquez Molezún in 1955) as well as a testimonial and historic one due to its avant-garde design and added mission of creating a housing estate round it for workers, including social and leisure facilities.

The Mallorca Spatial Plan considers that it is essential to take action in this area by making this a specific spatial conversion area (ART 10.2).



## OBJECTIVES

- To adapt the power station for a special use.
- To create a big green area at the east end and improve the landscape around it.
- To plan the affected area, creating inner connections - mainly for pedestrians - that ensure continuity from the main part of the Port of Alcúdia to the commercial port and Alcanada housing estate.
- To create a business park beside the port.

## Action

In 2007, the Navarre-based team of architects Alonso, Hernández & Associates won the tender for ideas for the rehabilitation of the power station and its transformation in the future into a science and technology museum with a project entitled "The Clearing in the Wood". Their project has been complemented by a landscape project aimed at creating surroundings with a high scenic value.



The landscape initiatives that have been contemplated and the rehabilitation of the main building of the power station and its chimneys comprise:

- The creation of a continuous public route leading to the power station (for pedestrians, bicycles etc) and the improvement of connections with adjoining urban areas. This will involve the redevelopment of the area, including a raised walkway over the entrance to the port.
- The rehabilitation of the apron surrounding the power station, with the definition of different garden areas and accesses.
- The regeneration of an adjoining open space between the power station and coast (a pine grove and old quarry) that includes an old watchtower in an equipped urban park.
- The rehabilitation and improvement of the old industrial housing estate.
- The planning of open spaces and perimeter of the port.





# THE REHABILITATION OF AN AREA AND CREATION OF NEW LANDSCAPES



**Location:** Palmanyola-Son Reus  
(Municipalities of Bunyola and Palma)

**Project designer:** Tatjana Radovich  
Ignacio Escribano

**Types of action:** Landscape and environmental adaptations  
Landscape enhancement

**Bodies involved:** Consell de Mallorca  
Emaya  
Gesa  
Tirme  
Town & City Councils

## A GLOBAL PROJECT TO ENHANCE AND REHABILITATE AN AREA

The project encompasses scenic and environmental improvements to an area close by Gesa power station, Son Reus waste processing centre, and Ses Velles industrial recycling estate. It is 10km from the capital in the plain of the Bay of Palma, very close to one of the main roads leading to the Tramuntana mountains (the Palma-Sóller road).

The initiative was requested by citizens themselves (residents of Palmanyola, Son Amar, sa Coma and sa Font Seca), who called for action from the authorities to minimize the impact of the aforementioned sites.

The Consell de Mallorca's Territorial Department responded to the petition within its programme of landscape initiatives.

## A SPATIAL ANALYSIS IDENTITY AND STRUCTURE

The project is envisaged as a master plan, defining strategic landscape initiatives, and its main objective is to tackle the area at a global level as a single unit in order to minimize landscape and environmental repercussions, mainly generated by the power station and Son Reus rubbish dump.

From this spatial analysis of the area, the following points should be highlighted:

- The area's consideration as a large-scale area.
- Natural features of substantial territorial potential: a torrent.
- A fragmented rural structure, negatively affected by the disorganized proliferation of signs of modernity (urban settlements, large-scale infrastructure and installations).
- Various

- unconnected areas and settlements with functional autonomy.
- The decontextualization and negative impact of large-scale infrastructure (the power station, rubbish dump, industrial estate, incinerator etc).
- Linear structural elements: a main road, railway tracks, torrent etc.
- The presence of hidden items of heritage.
- A feeling of social aversion: difficulty identifying with characteristic features of the area (Son Reus).

## An interpretation and analysis of the existing structure and existing action:

- A lack of unity in planning initiatives.
- Failure to assess or integrate existing aspects in planning.
- A lack of concern for internal urban development conditions.
- The non-existence of an integral spatial planning project.
- Little consideration for spatial or landscape-related impacts.

## THE PROJECT'S RESPONSE

The main objective of the project is to minimize the impact of the different installations on the surrounding area and to contemplate their inclusion in a single (environmental and landscape) project aimed at restoring a degraded area.

In the area under study and action undertaken within the project, key attention must be paid to the most degraded places and areas with maximum visual exposure.

The plan of action must be governed by the following criteria:

- A global, integral planning approach.
- The use of the same project approach.
- Improved accessibility within the area.
- A positive vision of features that make up the area.
- The recovery of the area's values and its features (its historic, ethnologi-



cal and environmental heritage: its rural structure, minor roads, irrigation channels, irrigation tanks, old rural houses, torrent etc.). ■ The minimization of environmental (visual and olfactory) impacts. ■ The promotion of new public activities based on existing resources. ■ The improved quality of the landscape for the population (residents and users).

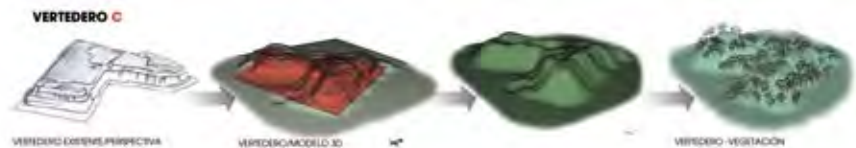
**Proposed pilot activities to apply these criteria and strategies:**

■ General controls of views and odours, by dealing with them visually (integration or concealment) or through olfactory means (a system of banks and aromatic trees and bushes, based on a standard use of species).

General criteria applied to:

- I. The Palma-Sóller road.
- II. Elements in the planned design of industrial estates.
- III. Specific treatment of byways and sections of road.
- IV. The internal treatment of land at Son Reus and ses Veles.
- V. Existing accessible areas and newly created ones.

■ Adapting byways and accessible areas to promote their use by citizens (urban and rural areas): adapting them for walking, cycling or horse-riding. ■ Adapting and promoting the area near the torrent (a spatial connector and accessible local area). ■ The closure and sealing of Son Reus rubbish dump and a project for its integration. ■ Enhancing local rural surroundings: planning and intensifying crop and fruit growing. ■ Specific action to emphasize certain features (sculptural treatment, vantage points etc).



# LANDSCAPE RESTORATION ALONG HIGHWAYS AND BYWAYS



**Location:** Santa Maria – Consell

**Project designers:** G. Golomb/A. Hevia/M. Riera architects

**Type of action:** Work to main road  
Industrial landscape  
Accesses to towns

**Bodies involved:** Consell de Mallorca  
Consell Town Council  
Santa Maria Town Council  
Private owners

## Context

- The old road between the towns of Santa Maria and Consell.
- A rectilinear route lasting for approx. 3 km.
- A reduction in traffic since the opening of a motorway.
- The emergence of atypical uses along the road (industrial estates, warehouses etc).
- Negative visual impacts (industrial facilities, badly walled or cordoned off property).
- A mainly rural landscape with the Tramuntana mountains in the background.
- Improved public access to Son Llaüt industrial estate.

## OBJECTIVES

- Visual continuity for road users.
- Functional continuity. A public corridor between the towns of Santa Maria and Consell (for cyclists, pedestrians etc).
- Correcting negative visual impacts.
- Landscaping the accesses to the towns.

## Action

- Seeking a uniform perception by users (drivers, cyclists, pedestrians etc).
- Clearly visible garden areas that infuse the area with a unique, recognizable look.
- The use of specific leafy plant species (European nettle trees, cypress trees, pines)
- Ornamental shrubs to make plant screens (wild roses, brambles etc).
- The creation of a continuous paved section for pedestrians and bicycles.
- The incorporation of rest areas with urban furniture and plant shade.
- Leafy masses of vegetation to conceal discordant industrial premises (pines) in Son Llaüt industrial estate and Consell industrial estate.
- The singular treatment of accesses to the towns.

## Project execution phases:

- Phase 1: Action on public land. The edges of the road.
- Phase 2: Agreed action on private land.







# LANDSCAPING REDESIGNED ROADS



**Location:** The Palma – Sineu road

**Project designers:** Joan Alba/ Ester Morro / Javier Rosselló  
C'd'enb Architects

**Planned action:** Landscaping a section of road  
Improvements to an urban development

**Bodies involved:** Consell de Mallorca  
Palma City Council  
Private owners



## Context

Following general work to modernize the Palma-Sineu road some years ago, certain remaining areas were left between the old road and the new one that have not been finished off. Some of these areas have a big negative visual impact both due to their morphology and size and because of their proximity to urban nuclei, which have close-up view of them.

One area that needs dealing with is the section of road between the villages of s'Hostalot and es Pinaret.

In addition to the need to landscape these areas, there have been demands by citizens to improve conditions, particularly in terms of pedestrian traffic along the road.

## OBJECTIVES

- The landscaping of the sides of the road.
- The creation of a pavement for pedestrians between both villages.
- Improving the initial roadwork and services of both neighbouring residential nuclei.

## Action

An initiative involving the public highway.

The project is based on the following criteria and specific initiatives:

- a) The correction of the negative visual impacts of roadwork and the landscaping of the bus stop area in front of s'Hostalot by planting carob and European nettle trees.
- b) The replanting of pines and redesign of the open space bordering es Pinaret village. An assessment of existing species of trees.
- c) Additional finishing touches to the edges of the altered road (to levelled areas, embankments, tarmac remains, walls etc) by making topographic amendments, adding soil and planting wild plant species.
- d) The creation of a new curb-side footpath for pedestrians, protected from vehicle traffic.
- e) A new bus-stop at the entrance to es Pinaret village.

The Consell de Mallorca's Territorial Department has already carried out the first three initiatives of the planned project.





P6 - LANDSCAPING A SECTION OF THE SINEU ROAD (S'HOSTALOT)

# RETHINKING A TRADITIONAL CROSSROADS



**Location:** Valldemossa road (S'Esgleieta)

**Project designer:** Joan Alba/ Ester Morro / Javier Rosselló  
Cdenb architects

**Type of action:** Landscaping the road  
Heritage assessment  
Improved conditions

**Bodies involved:** Consell de Mallorca  
Esporles Town Council



## Context

- S'Esgleieta: a historic hamlet set in rural surroundings on a crossroads. A meeting point.
- The existence of interesting items of heritage (a church, hamlet, guesthouse, water supply system).
- A rural landscape of high scenic value with the Tramuntana mountains as a backdrop.
- A busy tourist and leisure route.
- Successive alterations to the Valldemossa road as a reason for intervention.
- A setting diminished by the presence of infrastructure (the main and connecting roads, new features related to the road, the water supply network) and negative visual impacts (industrial warehouses).
- Long calls for improvements to the hamlet, related to the road (the square/car park, bus stop etc.).

## OBJECTIVES

- The landscaping of the sides of roads and infrastructure (stone walls, the verge of the road, the river bed of torrents).
- The redesign of s'Esgleieta square.
- The enhancement of items of heritage.
- The correction of negative visual impacts.
- Compatibility with infrastructure.



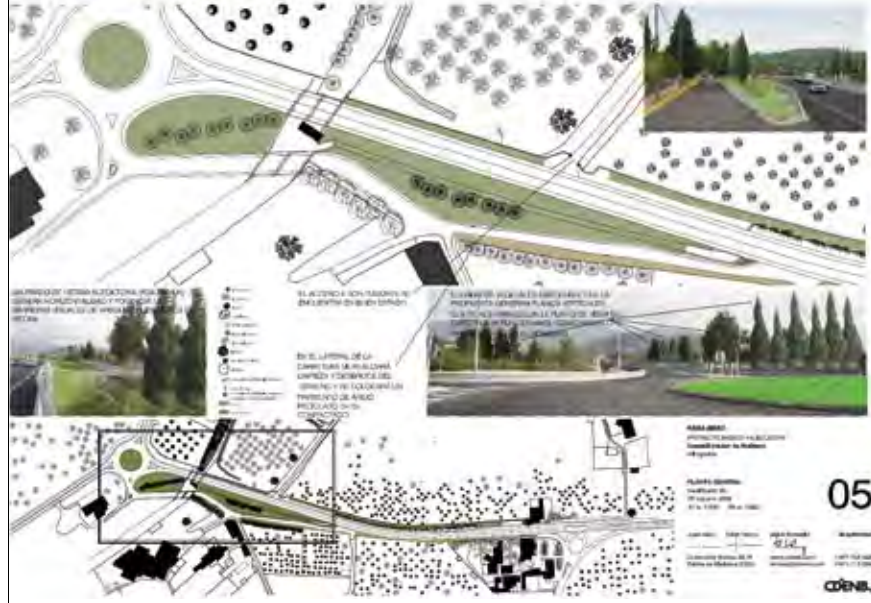


## Action

The following action is proposed in public areas (main roads, the torrent and an urban open space).

Criteria and specific initiatives:

- a) The creation of garden areas on verges and old sections of the road. Preference will be given to native plant species already present in the area.
  - The creation of visual barriers (cypress and carob trees).
  - Changes to the topography and to old sections of paved road, using wild species of plants.
  - The planting of aromatic plants hanging over the bed of the torrent.
  - Vegetation as a protective barrier on the outer limits of s'Esглеieta Square.
  - The treatment of traffic islands in the middle of connecting roads.
- b) The re-design of the car-park area of s'Esглеieta square and the enhancement of the church.
- c) The redevelopment of the area by the bus stop and guesthouse.



# A THREATENED LANDSCAPE / A LANDSCAPE OF OPPORTUNITY



Location: Es Secar de la Real, Palma

Project designer:

Type of action: Heritage conservation  
Rehabilitation of a rural landscape  
Landstewardship

Bodies involved: ARCA  
Consell de Mallorca  
Balearic Ministry of Agriculture  
RECEP ENELC  
Secar de la Real Foundation  
Balearic Department of Health



1956



2008



## Context

### A natural environment:

- A rural area for fruit and vegetable growing and non-irrigated crops.

### A unique setting of considerable historic interest:

- La Real Monastery (13th-14th century)
- Islamic water system (8th century).

### Cultural value and identity:

- Residential conservation movements.
- Folklore activities.
- Ramón Llull Cultural Centre.

### Periurban setting:

- Pressure to develop the area.
- Limits of the continuous city.
- Introduction of large-scale infrastructure (major hospital, ring-road etc).

## OBJECTIVES

- Restoration of the landscape.
- Spatial sustainability.
- Improvements to the rural setting.
- Promotion of high-quality agricultural activities (slowfood etc)
- A place for leisure and education
- The creation of green corridors and a periurban park.





## Plan of Action

### LA REAL, A PLACE OF OPPORTUNITY

In new interrelations between the city and surrounding area (the metropolis, large-scale infrastructure, historic heritage, ecological values etc), the landscape must be integrated into initiatives to understand and unite the two, revitalizing major hallmarks of the landscape and reinventing or rehabilitating minor features, giving new scenic meaning to certain realities and gaps in modern life.

### THE COORDINATION OF THE AREA AND ENVIRONMENTAL IMPROVEMENTS

- Action 1: Planning and conserving an area of high symbolic and scenic interest.
- Action 2: The promotion and improvement of agricultural activities.
- Action 3: The integration of adjoining infrastructure (the hospital, ring-road etc).
- Action 4: The diffusion of new spatial policies.
- Action 5: The development of its educational potential.
- Action 6: The incorporation of landstewardship associations in the management system.



# THE TRAMUNTANA MOUNTAINS, A CULTURAL LANDSCAPE



**Location:** Tramuntana mountains

**Project designer:** Consell de Mallorca  
Government of the Balearic Islands

**Technical management and coordination:**  
Jaume Mateu i Lladó (Balearic Spatial Planning Directorate)  
Joaquim Sabater Bel  
Margalida Castells Valdivieso

**Type of action:** Unique landscape  
Heritage conservation and management  
Education and awareness raising  
Local development

**Bodies involved:** Consell de Mallorca  
Government of the Balearic Islands  
Town Councils  
Property owners



## THE CONSERVATION AND MANAGEMENT OF NATURAL AND CULTURAL HERITAGE: A SUSTAINABLE SPATIAL DEVELOPMENT MODEL

The Consell de Mallorca's Territorial Department has initiated procedures to propose that the Tramuntana mountains be nominated a UNESCO World Heritage Site as a cultural landscape.

*Declared a picturesque landscape by virtue of Decree 984/1972, the area is protected by various different figures that recognize its uniqueness and its natural assets.*

### A cultural landscape

All landscapes deserve to be classified cultural landscapes in as much as they are the result of interrelations between man and the natural environment over the course of time. This is the case of the Tramuntana mountains, a landscape that exemplifies particularly harmonious relations with the natural environment where history and culture have transformed the area into an outstanding unique landscape with exceptional values.

These mountains are, at the same time, a fragile area. The abandonment of agricultural, livestock and forestry activities could endanger the environmental and scenic balance that the area has maintained over the years.

Given its outstanding character, its conservation is crucial to avoid future action that might negatively affect its values.

When a place is declared a World Heritage Site, it is a very important way of ensuring the conservation of its heritage values.

### The nomination of the area

The singularity of the area's cultural landscape must be recognized beyond our own borders by acknowledging the word "Tramuntana mountains" to be a sign of identity of the place and its

people.

### Objectives:

To identify the singularity of the landscape of the Tramuntana mountains with the culture that it generates. ■ To conserve the Tramuntana mountains through the necessary instruments for their conservation, activation and evolution by taking into account the area's rich scenic and heritage values and to improve the quality of life of its inhabitants. ■ To make the public aware of these values, together with the importance of heritage and landscapes as signs of identity that must be conserved and developed. ■ To invest in a sustainable spatial planning model, defining strategies for an environmentally friendly model of socio-economic development. ■ To improve the external image of Mallorca and the Balearic Islands. ■ A commitment to careful management and a respect for Mallorca's most valuable asset: its landscapes. ■ To foster transversal landscape policies. ■ To construe the UNESCO World Heritage Site designation as a commitment to maintain and develop the quality of acknowledged heritage.

The nomination must stimulate the population by fostering a sense of pride, responsibility and joint commitment, so that institutions, the authorities and citizens play an effective role in protecting this asset. This protection must be based on stakeholders' conviction and desire to conserve and improve their heritage and take it into account in their social and economic development.

To protect the landscape of the Tramuntana mountains, those activities that have generated the landscape and support it must be safeguarded, maintained and promoted.

The Tramuntana mountain area must maintain its identity and evolve through an awareness of its values and education in these values.





## The management plan

Within the framework of the nomination, it is proposed that a management plan be defined as an essential goal in guaranteeing the conservation of the asset that we wish to be declared a World Heritage Site.

Basic features of this management plan must include the possibility of working as a network and strategic planning for the coordination of the numerous initiatives that must be undertaken, without losing sight of the fact that the underlying philosophy behind all these activities is “development through maintenance”. That is, to develop and advance through maintenance”.

### Participation in the Tramuntana mountain project. Joint involvement and responsibility

Public and institutional participation must constitute an essential tool in the project's development in its role as a transversal instrument in intervening in natural and cultural heritage, in local socio-economic development etc. In this sense, the aim is to involve all the different stakeholders as key assets in the project through their participation in the form of knowledge building, taking the initiative, and the definition of opportunities, strategies and action based on the management plan.

#### *Participation as a tool in developing the management plan. Contributions:*

Raising the population's awareness of the importance of the landscape, heritage and their management (the plan). ■ Involving the population and stakeholders as an active, necessary part of the project. ■ The contribution and exchange of information. ■ Fostering and entering into alliances for future work. ■ Guaranteeing active acceptance of the contents of the plan by society. ■ Facilitating the execution of the project. ■ Defining shared strategies and initiatives.

However, first and foremost, the project is a bid for responsible sustainable spatial development. Based on an awareness of the values on which the identity of a place is founded and a respect for them, an active process of sustainable spatial development can be put into practice.

*To protect in order to keep and develop in order to protect.*



nosel paisaje creado serrarotes camin  
el paisaje. vivido de integridad y aute  
ccion del paisaje. tramuntana acegujas  
a secaolivares paisaje margesaljibes  
sevolucion historica cultural el context



# VANTAGE POINTS FOR VIEWING THE PLA DE MALLORCA



<b>Location:</b>	Pla de Mallorca
<b>Promoted by:</b>	Consell de Mallorca
<b>Design:</b>	Gabriel Alomar Garau Joan Carles Fuster
<b>Type of action:</b>	Adaptation of landscape interpretation points Education and awareness raising Local development
<b>Bodies involved:</b>	Consell de Mallorca Town Councils

## EL PLA: A UNIQUE LANDSCAPE UNIT

The Pla de Mallorca is a morphological landscape unit corresponding to the island's central depression. It occupies the area between the northern mountains (the Tramuntana mountains) and eastern mountains. It is not completely flat, but has certain undulations, alternating small plains with elevations, some in the form of hills and other more prominent unique ones like Puig de Randa or Puig de Bonany.

The predominant natural landscape is made up of a mosaic of agricultural and wooded land where, amid large stretches of cultivated land, small patches can be seen, mainly in the centre of the Pla, where there are still pine groves and the remainder of woods of holm oaks. In contrast, the fringes of the Pla that face the Palma depression mainly comprise undergrowth made up of wild olives, more typical of coastal landscapes.

The Pla de Mallorca is also intensely cultivated in different ways: in the form of open fields for single crops of grain or in the form of non-irrigated trees combined with herbaceous plants (the prevailing landscape). The most commonly grown trees are almonds, figs and carob trees. Almonds are in fact the characteristic winter image associated with Mallorca. There are also vines, which play a relatively important role in the economy of the Pla.

Within the rural landscape of the Pla, urban nuclei can be found in most of its higher areas, mainly on south-facing slopes. They contain typical examples of village houses and traditional Mallorcan streets.

## DESCRIPTION OF THE PROJECT

Within the Pla de Mallorca, there are certain elevations that offer a broad panoramic vision

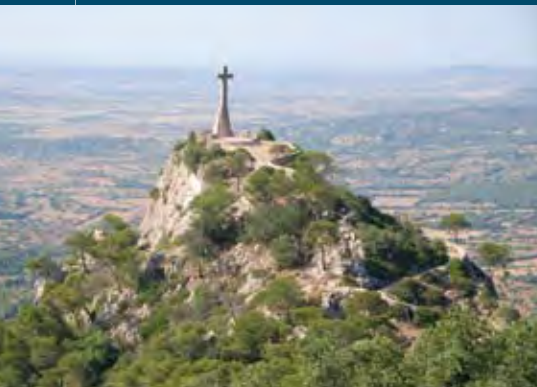
of the landscapes that make up the area. They could be regarded as natural vantage points of the centre and inland area of the island, from which one can view, assess and interpret the surrounding countryside. The visual experience offered by these natural vantage points calls for landscape initiatives in the form of the creation of recreational vantage points, situated at strategic points on these elevations.

For this reason, the creation of a network of vantage points is proposed for interpreting the landscape and geography of the Pla de Mallorca, based on a network of scenic routes. The network must be created at three levels, founded on the following design components:

(1) The location of different nodes in the network. These must operate as points for interpreting the diversity and richness of the landscape and geography of Mallorca's inland areas. Selection criteria must be taken into account: the physical reality of the place in question (and for this reason unique orographic points will be selected), its heritage value (with the inclusion of places that are emblematic hallmarks for the local population) and accessibility in relation to the network of scenic routes. Attempts will be made to offer different thematic interpretations of the views.

At one level, the network will be made up of four unique reliefs: Puig de Randa (543m), Puig de Bonany (317m), Puig de Santa Magdalena and Puig de Sant Salvador (494m). At a second level, it will comprise smaller reliefs and unique viewpoints that offer a more detailed vision of the landscape.

(2) The strategically chosen spots will be adapted and equipped depending on their usefulness and spatial characteristics as vantage points, with the creation of a pleasant setting



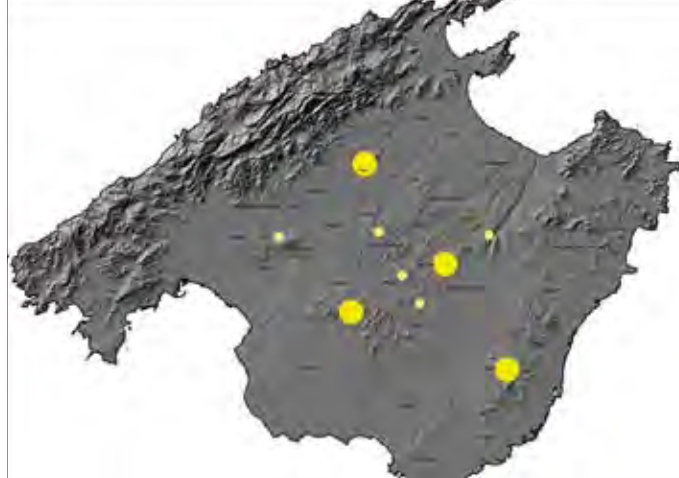
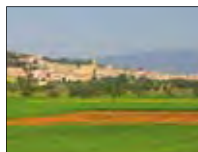


for users.

(3) The third design level will consist of directional signs for the vantage points along scenic routes and in urban nuclei, and the creation of informative panels for interpreting the landscape at the chosen vantage points. Via illustrations and explanatory texts, the panels will offer a scenic insight into the land and the historic and geographic processes that led to it.

### PROPOSAL FOR STRATEGIC VANTAGE POINTS

- Randa massif (543m high). From the top of the massif, there are two different panoramic views: to the southeast, the flat areas of the Lluçmajor coastal strip, and to the northwest, the Pla. From the village of Algaida, a road leads to an area of undergrowth and to Puig de Castellitx and, from there, to the small village of Randa. From Randa, a road winds up to the peak or alternatively you can walk up through Albenya wood. At the top of the massif, you can find the shrine of Cura and, on the southern side, the hermitage of Sant Honorat and shrine of the Mare de Déu de Gràcia.
- Puig de Son Seguí and Puig de Santa Eugènia. Leaving the town of Santa Maria del Camí, you cross a landscape with a predominance of vines that leads to Puig de Son Seguí. This offers panoramic views of El Pla, El Raiguer and the Tramuntana mountains from a place known as Es Monument. The small depression of Es Rafal separates this elevation from Puig de Santa Eugènia, which stands 242 metres high.
- Puig de Bonany. This stands between the municipalities of Sant Joan and Petra at a height of 317 metres, rising up over fields of grain. At the top there is a shrine.
- Puig de Sant Salvador. This is the highest peak in the municipality of Felanitx (494 metres high). It forms part of the eastern mountains and has extensive panoramic views of inland Mallorca and its southeast coast.





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