

# Town Planning Consortium for the Improvement and Landscaping of Platja De Palma Beach, Mallorca, Balearic Islands – ES

## 1. Policy Objective & Theme

- ADAPTATION TO RISK: Managing impacts of climate change and safeguarding resilience of coasts/coastal systems
- ADAPTATION TO RISK: Preventing and managing natural hazards and technological (human-made) hazards
- ADAPTATION TO RISK: Integrating coherent strategies covering the risk-dimension (prevention to response) into planning and investment
- SUSTAINABLE USE OF RESOURCES: Preserving coastal environment (its functioning and integrity) to share space
- SUSTAINABLE USE OF RESOURCES: Sound use of resources and promotion of less resource intensive processes/products
- SUSTAINABLE ECONOMIC GROWTH: Balancing economic, social, cultural development whilst enhancing environment
- SUSTAINABLE ECONOMIC GROWTH: Improving competitiveness

## 2. Key Approaches

- Integration
- Participation
- Knowledge-based
- Ecosystems based approach
- Socio-economic
- Technical

## 3. Experiences that can be exchanged

An urban and landscape consortium which includes all the competent administrations to solve a specific problem is an effective way of integrating all the sectors, interests and actors, ensuring information exchange and transparency, while at the same time accelerating the bureaucratic mechanisms.

## 4. Overview of the case

An agreement between several Administrations has been signed to ensure co-operation for the development and increase the value of the tourism activity in a mature Balearic tourist destination. A key issue in this project is the role of the Spanish Government, creating the post of Commissioner for the Palma Beach Consortium who reports directly to the Council of Ministers of the Spanish Government. The agreement results in the establishment of a Town Planning Consortium. The aim of that Consortium is to design and develop a plan to achieve a new tourism model which incorporates sustainability and climate change issues.

## 5. Context and Objectives

### a) Context

The Balearic Islands, in the western Mediterranean, are made up of four main islands and several islets. Mallorca is the largest island of the archipelago and offers many pocket beaches along its northern and south eastern coasts. The largest beaches are located at both, the Alcudia and Palma bay. White sand and transparent water beaches often finishing at dunes

and macchia forests are a constant feature of the coastal landscape. Its natural richness and the summer weather, as well as its proximity to the major focus of European tourism, have favoured the success of a non-stop tourist activity since the sixties. However, that tourism model, based on mass-tourism resorts and residential developments, sometimes occupying fields of dunes and disturbing the equilibrium of coastal – physical and biological - systems, has resulted in an unsustainable model. Platja de Palma Beach is nowadays a mature tourist destination and is not currently satisfying the needs and expectations of society. This is why the Consortium has been created, in order to couple the values and potentials of that tourist destination with a sustainable development framework and integrating and promoting the co-operation between the different administrations involved in Platja de Palma Beach.

## **b) Objectives**

The mission: “With all eyes on 2020 we hope to have transformed Platja de Palma into an innovative, prosperous and sustainable destination which will be a worldwide reference for other mature tourist destinations” The agreement between the involved authorities and organisations aims to carry out cooperation and integration-based initiatives for the tourism development of Platja de Palma Beach including infrastructure provision, as well as land-use, urban and natural resources zoning and planning. These initiatives are based on two tools: a master plan for the restoration of the tourist areas and an urban consortium to fulfil all those land-use and urban-related decisions in the plan. Therefore, the objectives of the Urban Consortium, to be achieved by means of the integration of all the competent Administrations, are (1) to formulate the new planning of the study zone, and (2) to promote, execute and manage the foreseen urban, equipment and infrastructure works. The Plan for Platja de Palma Beach includes short-term and long-term goals, existing activities that look for results in a 5 year period viz. infrastructures, social programmes, and others seeking longer ones, such as 10-20 years viz. reduction of CO2 emissions, water treatments, etc.

## **6. Implementation of the ICZM Approach (i.e. management, tools, resources)**

### **a) Management**

The Consortium is made up of 5 institutions: The Secretary of State for tourism from the Ministry of Industry, Tourism and Trade of Spain (national), the Autonomous Community of the Balearic Islands (Regional Government), the Council of Mallorca (provincial) and the Councils of Palma and Lluçmajor (locals Governments). The level of importance and responsibility in the decision-making is the following: out of a total of 9 votes, 3 correspond to the State, 3 to the Autonomous Community, 1 to the province and 1 to the two Local Councils. Decisions are taken by simple majority and occasionally unanimously.

### **b) ICZM tools**

The Urban Consortium is a planning and land management tool: it has developed a Plan to restore tourist areas, which integrates the interests of all the administrations with competences in tourism and spatial/urban planning and management. It can develop specific planning or management proposals and agreements, collaboration between administrations, hard and soft constructions, etc. The specific actions that can be carried out by the Consortium are the following: (1) Writing, managing, approving, checking or modifying the planning and management tools for the execution of urban planning; (2) Promoting the checking of natural resources, spatial and urban planning, (3) Writing and approving projects, (4) Inviting tenders of and contracting works, (5) Elaborating urban management proposals; (6) Endorsing urban planning/management agreements, (7) Urban licence/permit granting, (8) Promoting the involvement of other Administrations, Public Entities and privates in the Consortium, (9) Collaborating with Consortium members to accelerate the bureaucratic mechanisms, Etc.

Participation tools:

- a website for the Urban Consortium has been created to make all the related information available to any interested person,
- public participation is a key issue in the Palma Beach Consortium activities. There are several workshops with neighbours, hotel owners, commercial offers, etc previous to the plan design. Additionally the official participation processes and filing of allegations required by any plan or project are going strictly to carry out,
- all the actors have been identified and both the Plan for the restoration of the tourist infrastructures and the Plan have been distributed among them; after this information process several participation and discussion sessions are carried out to achieve consensus-based proposals.

#### Coordination tools:

- the Governance Board, which is composed of the Consortium members, formally meets once each month and its sessions are called by the Consortium President;
- the Monitoring Commission, composed by the Governance Board, the Consortium staff and the external experts who develop each of the seven strategies. Usually meeting once a month.
- Coordination agreements promoted by the Consortium are signed with the main specific actors, such as policy-makers, tourist entrepreneurs, trade unions and citizens with the aim of ensuring continuity and Governance for change.
- On December 2004, all the administrations with competence on tourism and spatial/urban planning and management, signed a co-operation agreement to establish the "Consortium for the improvement and the embellishment of the Playa de Palma, as an instrument of common organisation for the management of a convention collaborative framework for the implementation of the Renovation Plan of the tourist area of the Bay of Palma.
- On September 2008, a new age in the management of the Consortium was opened, with the appointment by the Council of Ministers of Spain of Margarita Najera, as Commissioner of the Government for the development of the Plan for the transformation of the touristic destination

## 7. Cost and resources

The budget for the implementation of the Plan for 2010 is €127,700,000, funded by the involved Administrations. The budget for the Urban Consortium comes from the involved Administrations. The manpower currently being used for the implementation of the tool is 9 people: 1 manager, 6 technical staff and 4 administrative staff.

## 8. Effectiveness (i.e. were the foreseen goals/objectives of the work reached?)

The effectiveness of the consortium has been high. In the first year of existence it has developed urgent actions related to urban works and accessibility, and is addressing the design of an integral Plan for the restoration of the tourist area. In July 2010, the strategic Plan will be presented to the Presidency of Spain, thereafter the main actions of the Plan will start to be developed. The current staff, managed by the Commissioner of the Government, introduced on May 2009 the basic preliminaries of the revaluation of Playa de Palma. The strategic plan will be presented during the next month, after the adoption of the law of playa de Palma, by the parliament of the Balearic Islands. Meanwhile small improvement have been carried out on infrastructures with a € 6 m budget.

## 9. Success and Fail factors

An important factor that was helpful in achieving the objective was that all the actors involved recognise the necessity of changing the tourist model. Additionally all the entities included in the Consortium have the competences required to achieve the Consortium's goals. Also, the high tourist and environmental degradation of the zone that increases the need for reforms in the tourist sector; the global crisis that highlights the need for a more competitive and modern tourist area to get benefits from it, as it was declining; the existence of a legal framework promoting the achievement of a more competitive and sustainable tourism model in Spain (Spanish Tourism Plan 2020- Spanish Tourism Plan 2008-2012) which also promotes the definition of a re-qualification programme for mature tourist destinations; and the achievement of a more competitive, sustainable, integrated and consensus-based tourism model in Balearic Islands (Llibre Blanc del Turisme, 2009). In order to avoid the threat of changes policies, the Plan will be guaranteed and ratified by all parties that constitute the parliament of the Balearic Island:

## 10. Unforeseen outcomes

No unforeseen outcomes have been resulted up to now.

## 11. Prepared by

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## **12. Verified by**

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## **13. Sources**

None.