

The Consell de Mallorca's Landscape Strategy

Part 1



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Note regarding this edition:

The contents of this publication correspond to Part 1 of "The Consell de Mallorca's Landscape Strategy", approved by the Consell de Mallorca at a plenary session on February 14th 2019 as a binding document for the Consell de Mallorca's different departments and as guidelines for territorial policies throughout the whole of Mallorca in matters concerning landscape protection. (Balearic Official Gazette no. 35 of March 16th 2019).

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Part 1 Definition of the Landscape Strategy

Preamble, the European Landscape Convention, criteria, purpose and objectives (objective-based strategies and guidelines)

1. PREAMBLE

Mallorca's landscape as a whole, with its wide variety of different scenery, generated as a result of interaction between society and nature in past and more recent times and by multisensory perceptions of it, is one of local society's communal shared assets. Not only is the landscape a key component of the identity and character of both the island and its society, it is also an invaluable heritage asset, determining and differentiating tourist experiences.

Given all the above, within its scope of authority over spatial and urban planning and other sectoral policies with impacts on the landscape, the Consell de Mallorca wishes to promote and develop a specific coordinated strategy to safeguard Mallorca's landscape values, to manage processes of territorial change in keeping with the nature of the relevant landscapes and the goals of environmental, economic and sociocultural sustainability, to enhance and reclassify degraded landscapes, and to promote public access to the landscape and its interpretation, using the Council of Europe's European Landscape Convention as a reference framework.

The final text of the said Convention, adopted by the Council of Europe's Committee of Ministers on July 19th 2000, was opened for signature by the parties in Florence on October 20th 2000

within the context of the Council's "Europe, a Common Heritage" campaign.

The Convention came into force on March 1st 2004, after ten Member States of the Council of Europe agreed to ratify it. Spain ratified the Convention in November 2007 and it came into effect in this country on March 1st 2008.

By virtue of an Agreement of February 2008, the Consell de Mallorca adhered to "the principles, objectives and measures contained in the European Landscape Convention". Likewise, in the second section of the said Agreement, in accordance with Article 3 of its governing statutes, the Consell de Mallorca asked "the competent bodies of the European Network of Local and Regional Authorities for the Implementation of the European Landscape Convention (RECEP-ENELC) for permission to join the said network as a member".

The following year, in 2009, at the initiative of its Territorial Department, the Consell de Mallorca drew up a document entitled "Fundamentals of a Mallorcan Landscape Strategy". This has served as a direct reference and guide for this Landscape Strategy by the Consell de Mallorca.

Hence, an explicit well-coordinated landscape policy is needed for Mallorca to preserve, manage and foster an appreciation of its unique, varied, fragile scenic heritage. The physical landscape also lies at the roots of social perceptions of the identity of Mallorca's inhabitants and of many of the images that make the island attractive to tourists.

Without prejudice to the need to catalogue and characterize the island's diverse landscapes on an appropriate scale with careful precision, the Mallorca Spatial Plan (the PTIM according to its Spanish acronym) breaks its wide variety of scenery down into nine landscape units, by grouping together some thirty smaller ones. They come under the umbrella of two different systems of protection, depending on their different values.

Although the general reference book "*Atlas de los paisajes de España*" ("Atlas of Spain's Landscapes") works on a less detailed scale than the Mallorca Spatial Plan, and its function is merely to characterize landscapes, it reflects the diversity of Mallorca's scenery in a richer, more complex mosaic, made up of 19 landscape units, grouped into five types of landscapes. This is one of the biggest examples of scenic diversity found in the atlas if the island's limited size is taken into account in comparison with other areas with big scenic contrasts on mainland Spain.

In addition to the myriad of different makeups or landscape units, the rich variety and interest appeal of their physical, environmental and cultural features must also be taken into account. Indeed, it is important to highlight their outstanding dry-stone heritage in the form of walls and other architecture, the network of rural roads and tracks, and the historical framework of the system of settlements, ranging from rural estates or farmhouses built with traditional techniques to the towns and villages of Es Pla.

Lastly, special attention must be paid to one other key factor of Mallorca's landscape which infuses it with extra value. We are referring to its superb visibility and easy access. In coastal and inland areas alike, this allows for the enjoyment and interpretation of its differing scenery on varying scales, from panoramic views to close-ups, with countless subtle nuances and a high explanatory capacity.

Despite this, the tangible features and values of Mallorca's landscapes are both fragile and vulnerable due to Mallorca's insular nature and their high exposure and visitor numbers on a heavily populated island of modest proportions. Added to this, the island receives large numbers of tourists and other

travellers who seek to visit some of its most highly prized landscapes, both on the coast and in mountain areas.

The vulnerability of Mallorca's natural and cultural landscape values can also be attributed to the dynamics of certain clearly unsustainable economic and spatial processes with high impacts on the landscape, related in particular to building development for residential and tourism purposes, infrastructure of different kinds, and big services and facilities. In some parts of the island, particularly in largely agricultural or wooded areas, the landscape's vulnerability is usually due to the abandonment of arable, livestock or forestry activities. These should be promoted through a new approach that takes into account the multiplicity of functions and services that these landscapes offer society, from production and food-related functions to environmental ones.

All these objective reasons—connected with the diversity and values of Mallorca's scenic mosaic and the multiple functions of its landscapes and their vulnerability—highlight the need for a coherent, cross-cutting landscape policy like the one envisaged in this Strategy. It is a landscape policy that aspires, in accordance with the European Landscape Convention, to go beyond the usual practice of relegating landscape issues to legislation on urban planning, the environment and historical

and cultural heritage. Without prejudice to the necessary protection for certain landscapes of high interest value, it tackles the management and regeneration of all kinds of landscapes, in particular everyday commonly visited ones, as a means of raising the standard of the public policies and territorial processes that define the population's day-to-day surroundings.

As indicated earlier, the reference framework for the Consell de Mallorca's Landscape Strategy is the Council of Europe's European Landscape Convention, to which it adhered in 2008. Nonetheless, the Strategy is unable to count on specific base law in matters concerning the landscape at either a Balearic or a Mallorcan level. Despite this, its approach, main objectives and strategic guidelines coincide with the principles and approach of the European Landscape Convention and, as a result, with the possible provisions of any future landscape act inspired by the Florence Convention that might be enacted at a Balearic or Mallorcan level, as has occurred in Catalonia, the Valencia region, Galicia and Cantabria.

In spite of this lack of a landscape act, the Strategy also takes as a reference State, autonomous community and island regulations and instruments that deal with issues relating to the

landscape to differing extents and from different perspectives.¹ The formulation of the main objectives of the landscape policy and their embodiment in strategies and guidelines are primarily the competence of the Consell de Mallorca, without prejudice to the impact that other State or autonomous community policies might have on the landscape.

Indeed, amendments to the Balearic Statute of Autonomy in 2007 led to the explicit inclusion of various references to landscape protection; more specifically, in Article 23, in the section on the environment. This states that the autonomous community's public authorities must safeguard its defence and protection by establishing policies in the fields of management, planning and enhancement. Another reference can be found in Article 24, on tourism and the primary sector, where agriculture's important role in preserving the landscape, area, culture, environment and the island's identity is acknowledged. Hence the amended statute goes further than the 1978 Spanish Constitution, which makes no explicit mention to the landscape, and the 1983 text of the Balearic Statute of Autonomy, whose only reference to the landscape was the autonomous community's powers over historical, cultural, architectural, archaeological, scientific and landscape heritage, under Article

149.1.28a, which has been maintained in the statute currently in force.

At the same time, the defence of landscape values is dealt with in different Balearic acts, mainly with a view to their protection rather than for management or planning purposes.

As outlined in section 9 of part 2 of the Strategy, references to the landscape's defence of varyingly explicit kinds can be found in legislation on the protection of the environment and on historical and cultural heritage, and, with a broader spatial scope, in spatial and urban planning. In Act 5/2005 of May 26th on the conservation of areas of environmental value, the designations Natural Site (Paraje Natural) and, even more pertinently, Protected Landscape (Paisaje Protegido) can be found as figures closely linked to the protection of certain landscapes, without prejudice to the role of other categories of protected natural spaces in conserving landscape values.

In line with State legislation, indirect references to the landscape are also included in Balearic legislation on cultural heritage. These can be extended and reinforced thanks to the European Landscape Convention. In Act 12/1998 of December 21st on Balearic historical heritage, the Asset of Cultural

¹See the contents of section 9 of this document.

Interest designation (BIC according to its Spanish acronym) does not encompass the figure of a cultural landscape, despite the latter's recent inclusion in half a dozen autonomous community laws on historical and cultural heritage. The Balearic law is relatively sparing in its definition of the concept of a background setting; a term with evident scenic potential. Article 11 refers to the background setting of Assets of Cultural Interest, stating that "in the event of intended delimitations or modifications to the protective environment of assets declared to be of cultural interest, the same procedure and formalities must be followed as those involved in the declaration of an asset of cultural interest." Similarly, Article 35 follows the State act in maintaining that "property declared to be of cultural interest and listed property are inseparable from their background environment". The act's meagre wording does not condition in any way the preceding conclusions, since in the absence of a definition of the term "background environment", reference must be made to State legislation and thus to the interpretation of the rules governing them under the same terms.

As outlined in part 2, there are also references of interest to safeguarding and managing the landscape in current urban planning legislation (Act 2/2014 of March 25th on land use and

planning, repealed by Act 12/2017 of December 29th on urban planning in the Balearic Islands, in effect since January 1st 2018) and agricultural legislation (Balearic Agricultural Act 12/2014 of December 16th)² and, in particular, in recent Balearic legislation on environmental assessments (Balearic Environmental Assessment Act 12/2016 of August 17th).

As the recitals section (V) of the above act states, "in general, given the aim of State Act 21/2013 to be a comprehensive, directly applicable law, the option of its transcription here was ruled out, and instead the Balearic act is limited to the legislative development of matters relating to the specificities of the Balearic Islands, except when it is deemed clearer and more practical to reformulate the regulatory provisions of the base law by adding specific contributions".

Indeed, in the documentation of environmental impact studies, as well as the minimum input established in the base law, an appendix on impacts on the landscape has been added (without regulating its contents), "bearing in mind the landscape of the Balearic Islands' value as an asset and the current validity of the European Landscape Convention, approved by the Council of Europe on October 20th 2000, which entered into force in Spain on March 1st 2008".

²See Balearic Agricultural Act 3/2019 of January 31st.

A greater, more explicit commitment to the defence and management of landscape values can be found in the aforementioned new Urban Planning Act of December 2017 and in the draft bill of the Balearic Agricultural Act (2017), whose preamble reiterates the multifunctional nature of agriculture and its decisive social and cultural contribution to the conservation of the landscape, albeit in connection with the fundamental task of producing quality food products and reducing the islands' specific vulnerability in terms of their dependence on food, opting for food sovereignty and security.

Likewise, as also indicated in section 9, within the frameworks of State legislation from the first half of the year 2000, the 1999 Balearic Spatial Planning Guidelines (DOT according to their Spanish acronym) and Balearic Spatial Planning Act 14/2000, in the Mallorca Spatial Plan, approved in December 2004, numerous references to the landscape were included in both its background report and its planning policy before the Spanish State's ratification of the European Landscape Convention in November 2007. The consolidated text of the planning policy of February 2011—which contains significant changes relating to the landscape made in the second amended version of the Mallorca Spatial Plan—reinforces its commitments and scope with regard to the landscape, with express mention of the

European Landscape Convention as a general reference framework in the treatment of the landscape.

This Landscape Strategy by the Consell de Mallorca—which develops the 2009 "Fundamentals of a Mallorcan Landscape Strategy" and is rooted in a study of the legal reference framework and a critical analysis of the contents of the Mallorca Spatial Plan in matters concerning the landscape—contains summarized guidelines on how to link up a landscape policy through the Mallorca Spatial Plan. The Strategy is organized as follows:

Firstly, a presentation is given of the approach, concepts, objectives and policy-related plans of action of the European Landscape Convention, highlighting its territorial notion of the landscape, and the need to protect, manage and plan landscape values throughout a whole area, dependent on their characteristics and condition. It also describes the "general measures" and "specific measures" contemplated by the Convention, which are transposed in one way or another to the Strategy.

Next an outline is given of the criteria on which the Strategy is based, highlighting its integrative concept of the landscape, the need to act in matters concerning the landscape throughout the whole island and on different scales, and the need to boost the concept of a landscape's character as a value and strength in

sustainable insular and local development. In all this, it is also important to take into account a landscape's dynamic nature, together with the need to manage territorial changes in order to safeguard places' identity and quality. Likewise, a landscape policy must be backed up by coordination and cooperation with sectoral policies and with different political and administrative levels if their actions might impact on the state and evolution of the landscape. In accordance with the European Landscape Convention and the aforementioned "Fundamentals of a Mallorcan Landscape Strategy" on which the Mallorca Spatial Plan is based, a landscape policy and the establishment of landscape quality objectives are endorsed through public participation and involvement.

Having explicitly outlined the purpose of the Strategy as a contribution, through a holistic integrative approach to the landscape, to territorial governance in matters concerning political and administrative coordination and cooperation, demonstrating to the population that a landscape policy is a priority on the Consell de Mallorca's administrative agenda, the contents of the Landscape Strategy are presented, based on six main objectives: (I) To boost knowledge, training, a raised awareness and participation in matters concerning the landscape; (II) To put into practice landscape protection, management and planning, in accordance with the European

Landscape Convention, through the Mallorca Spatial Plan's general spatial policy; (III) To incorporate the landscape as a dimension in sectoral policies and instruments with impacts on the landscape; (IV) To specifically foster the protection, management and activation of landscapes of cultural interest in Mallorca; (V) To promote public access to the landscape and its interpretation; and (VI) To boost international cooperation in matters concerning the landscape with other autonomous communities, the Spanish State, Member States of the Council of Europe and other international bodies.

Each of these objectives is embodied in a certain number of strategies and these, in turn, are transposed into guidelines or lines of action of a more planning-related nature.

Objective I, on boosting knowledge, training, a raised awareness and participation in matters concerning the landscape, raises the need for an institutional support in the form of a Mallorcan landscape observatory or landscape studies centre, together with the promotion of educational, training and awareness-raising activities with regard to the nature and values of the Mallorcan landscape.

Objective II focuses on putting landscape protection, management and planning into action, in accordance with the European Landscape Convention, through general spatial planning policies and instruments, in particular the Mallorca

Spatial Plan. Without prejudice to the importance of other public policies in matters concerning the landscape, in the European Landscape Convention, spatial and urban planning play a central role insofar as their regulations and instruments are aimed at defining, guiding and regulating numerous territorial processes with big repercussions on the landscape. That is why the Landscape Strategy lends so much emphasis to this objective—an area under the Consell de Mallorca's scope of authority, to be developed in the Mallorca Spatial Plan, currently in the process of revision, and in urban planning.

Objective III, on the incorporation of the landscape as a dimension in other sectoral policies and instruments with scenic impacts, complements the previous one and it opens the gateway to public action in certain activities with important repercussions on the state and evolution of landscapes, also in accordance with the European Landscape Convention. Tying in with this, the Strategy puts forward certain strategic areas and lines of action relating to the landscape under the Consell de Mallorca's scope of authority, in fields like historical and cultural heritage; agriculture and local and rural development; tourism information, promotion and planning; and natural environment policies. In this last case, although this area does not come under the scope of authority of Balearic Island Councils established in Article 70 of the Balearic Statute of Autonomy, which was amended in 2007, it is a field for governance through

their Environmental Department. In addition to proposing strategies and guidelines for the said policies, the Landscape Strategy also contains general landscape-related guidelines and recommendations for issues contemplated in sectoral planning; that is, Sectoral Master Plans with a high impact on the landscape, in particular those under the authority of the Consell Insular de Mallorca, such as the Sectoral Master Plans for Roads, Quarries and Commercial Facilities and the Tourism Intervention Plan. Likewise, guidelines are included on the adaptation and integration of the landscape in the case of the Balearic Sectoral Master Plan for Energy, which comes under the Balearic Government's scope of authority.

Objective IV, on the fostered protection, management and activation of Mallorcan landscapes of special cultural interest, acknowledges the island's wide variety of landscapes of this kind and the need for specific initiatives aimed at their conservation, management and fostered appreciation as heritage of educational and tourist interest and for general public enjoyment. The strategies and guidelines refer to both the Serra de Tramuntana, as a UNESCO World Heritage Cultural Landscape, promoting an integrated coordinated approach to it, and to the formulation of a strategy to safeguard and activate landscapes of cultural interest in Mallorca.

Objective V's strategies and guidelines are aimed at promoting public access to the landscape and its interpretation insofar as the European Landscape Convention regards landscape policies as being an important part of territorial sustainability and people's quality of life, and it adds a multisensory perceptual dimension to the landscape which is initially based on vision. Hence, a landscape policy must promote access to the landscape and provide the means for its contemplation and interpretation, leading to greater knowledge and to love and respect for it by the population.

Objective V is directed at boosting cooperation in matters concerning the landscape at different levels, from an autonomous community level to an international one, in line with the recommendations of the European Landscape Convention. In particular, it aims to foster cooperation with regions and Member States of the Council of Europe, in studies of the landscape-related dimension of international policies and programmes, and in good practices. This is a path that the Consell de Mallorca has already embarked on and which it must continue to pursue through membership of networks for cooperation and the monitoring of the European Landscape Convention and other types of autonomous community and international networks for cooperation in matters relating to the landscape.

Given the strategic nature of the Consell de Mallorca's Landscape Strategy, aside from its specific objectives and their embodiment in strategies and guidelines, it is a dynamic open-ended instrument, whose development will depend on cooperation among public authorities and the participation and involvement of bodies representative of public groups and the population in general.

2. THE EUROPEAN LANDSCAPE CONVENTION: ITS APPROACH, CONCEPTS, OBJECTIVES AND LINES OF ACTION

Although there are recent precedents—for instance, the 1999 European Spatial Development Perspective—, it is the European Landscape Convention that fully takes into account the territorial significance of matters relating to the landscape; that is, the innovative idea, from a scientific, legal and political standpoint, that all territories are landscapes and that each area is expressed through the specificities of its landscape, regardless of the latter's quality or the social appreciation that it deserves. According to the European Landscape 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 is a definition based on environmental and cultural concerns, with eminently social motivations, founded on three basic notions: a territory or area, perceptions and character.

In accordance with the Convention's territorial notion of a landscape and its commitment to protecting, managing and planning the landscape values found throughout the whole of an area, the main premises on which it is based can be summarized as follows, from what is expressed in its preamble:

- Quality of life: The Convention approaches the concept of a landscape by first highlighting 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 recognized as being of outstanding beauty as well as everyday areas."
- Identity: The landscape contributes to "the formation of local cultures and [...] it is a basic component of the European natural and cultural heritage" and to "human well-being and consolidation of the European identity".
- Economic resources of general interest: The landscape plays 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".

Its commitment to public action with regard to all landscapes is embodied in five main objectives or "**general measures**", ranging from knowledge-building and study-related tasks to

planning and a fostered raised appreciation. They are as follows:

- To know and assess the qualities of landscapes in order to educate, raise a greater awareness, and act.
- To legally recognize the landscape as an essential component of people's framework for life, a component of their identity and expression of the diversity of their shared cultural and natural heritage.
- To define and implement landscape policies aimed at landscape protection, management and planning.
- To integrate the landscape into spatial and urban planning policies; cultural, environmental, agricultural and tourism policies; and any other policies that might have a possible direct or indirect impact on the landscape.
- To develop and apply procedures for public participation.

In Chapter I, "General Provisions", the Convention defines the **three main fields of action of spatial landscape policies**–

landscape protection, management and planning—as reproduced below:

- "Landscape protection" means actions to conserve and maintain the significant or characteristic features of a landscape, justified by its heritage value due to its natural configuration and/or from human activity.
- "Landscape management" means 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.
- "Landscape planning" means strong forward-looking action to enhance, restore or create landscapes.

Protection, management and planning are thus the main cornerstones of public action in matters concerning the landscape, in accordance with the characteristics and state of the landscape in each place. In some cases, certain areas or features of a landscape must be protected due to their high interest value, representativeness, or simply given the social appreciation they merit. In others, in situations of evident

degradation, they will need restoring, readapting or creating (planning). With many landscapes, it will just be a question of managing processes of change, so that these changes can be integrated into the landscape without its character being affected.

The general objectives or measures which the signatories undertake to follow are described in the "**specific measures**" outlined below. These form the basis of the Consell de Mallorca's landscape policy:

- a) Civil society, private organizations and the public authorities' raised awareness of the value of landscapes, their social role and changes to them.
- b) Training and education at different levels: the training of specialists and postgraduates; the training of professionals from the public and private sectors and from relevant associations; school education and the training of university graduates.
- c) Identification and assessment: Inventories and the characterization of the landscapes in each area, analysing the features that contribute to their identity and the pressures that are altering them, assessing them

in accordance with their tangible, natural and cultural values and incorporating social perceptions.

- d) The definition of landscape quality objectives for the identified assessed landscapes, following public consultations.
- e) The implementation of landscape policies through the establishment of instruments aimed at protecting, managing and/or planning the landscape.

3. THE CRITERIA BEHIND THE LANDSCAPE STRATEGY

In accordance with the approach and objectives of the European Landscape Convention and commitments in this field in Balearic legislation and in the Mallorca Spatial Plan, the formulation of an explicit strategic landscape policy by the Consell de Mallorca must be founded on the following criteria:

1. **An integrative concept of the landscape, able to encompass social, environmental, cultural and economic aspects**

In contrast with partial, merely protectionist approaches, this Strategy follows the European Landscape Convention's holistic integrative definition, where the landscape is construed as people's perception of an area and its character is the outcome of natural and social processes and their interactions. This concept of a landscape must incorporate the environmental, economic and social dimensions that help shape it and that explain its organization and dynamics as a tangible perceived reality. Likewise, in the field of knowledge, it must integrate different disciplines and professions concerned with landscape studies and landscape creation and diagnoses.

2. **Landscape action throughout the whole of the island, and in each place**

In accordance with the European Landscape Convention, a landscape is a tangible and a perceptual attribute of a whole area and of each place. Public action in matters concerning the landscape must not just be reduced to protecting assets or areas of special value. It must also encompass the management, enhancement and, if applicable, reclassification of landscapes, depending on their values and state of conservation within the context of each individual place. The Consell de Mallorca's Landscape Policy is thus conceived to act in a holistic, stratified way, ranging from proposals for protection to initiatives in the field of landscape restoration and creation.

3. **Landscape interventions at different levels**

As a territorial reality, landscapes can be regarded on different scales, both physically and in their perception. The Consell de Mallorca's landscape policy aims to act on the landscape at different levels, from large ensembles or landscape units of a predominantly natural or rural type, and others of a supra-municipal administrative scope to

landscape projects on a more detailed scale in urban, peri-urban and rural areas.

4. The promotion of a landscape's character as a value and strength in local and insular sustainable development

A landscape's quality is more than just a part of its identity and a component of people's quality of life. It is also a key factor in an area's sustainability and capacity to compete, both in urban or tourist areas and in rural ones. A landscape policy that safeguards the conservation, management and enhancement of landscapes also helps to boost an area's value and its capacity to attract businesses from innovative economic sectors and quality tourism.

5. Recognition of the landscape's dynamic nature and the guidance of territorial changes so as to safeguard the quality and identity of places

A landscape's character is the morphological and perceived expression of an area's natural and social processes and, hence, it is a dynamic phenomenon. A landscape policy's actions must encompass the greater majority of an area, taking into account the evolution of landscapes, while also

seeking to make sure that any justified changes are harmoniously integrated into the inherited landscape so that it does not lose its character or identity. In addition to protective measures for certain features or ensembles, what is most important is a spatial planning and management policy with close awareness of landscape values.

6. A landscape policy based on coordination and cooperation with sectoral policies and with different political and administrative levels if their actions might impact on the state and evolution of the landscape

An explicit integrative landscape policy that goes one step further than allusions and regulations of a sectoral type requires vertical coordination and cooperation and, at an island level particularly, horizontal coordination and cooperation with sectoral policies that might impact on the makeup, dynamics and fostered appreciation of an area's scenic heritage. Without prejudice to the authority of some sectoral policies over certain issues relating to the landscape, in the drafting, application and monitoring of a landscape policy, special responsibility must be given to the definition of a spatial model.

7. The endorsement of the landscape policy and the establishment of landscape quality objectives through public participation and involvement

The Florence Convention defines the landscape as the character of an area, as perceived by the population. More than any other policy, one indispensable requisite of a landscape policy is participation and, if possible, the involvement of the society that inhabits, contemplates and perceives the area. In this concept of a landscape, perception thus implies social participation, as a means of knowing "the aspirations of the public" with regard to the landscape, and the formulation of "landscape quality objectives", as expressed in the Convention.

4. THE PURPOSE OF THE LANDSCAPE STRATEGY

To draw up the objectives and lines of action of a specific holistic, well-coordinated, open-ended landscape policy

The European Landscape Convention states that national, regional and local policies shall establish the basic priorities and general principles that are required for the planning and management of activities and initiatives that impact on the landscape. Without a fully comprehensive landscape policy based on clearly defined objectives, it is hard to act in a coordinated way to influence the processes and private or public groups and bodies that impact on the landscape.

Given its scale and its self-governing status, Mallorca has an appropriate spatial scope for the formulation of a landscape strategy that can act as a framework for the coordination of sectoral policies with impacts on the landscape and for cooperating with town councils and civil society in the development of landscape objectives for the island.

The aim of the Strategy is also to act as a reference point and as a mechanism for settling possible disputes involving different levels of island government and larger-scale policies with

repercussions on Mallorca's landscape. The Strategy is therefore a contribution, from a holistic integrative standpoint, to governance of the island in matters concerning political and administrative coordination and cooperation. Logically, it is also a way of showing the population that a landscape policy is a priority on the Consell de Mallorca's administrative agenda.

A landscape strategy that is thus conceived does not overlook the regulatory capacity and scope of authority in landscape issues that other public authorities and their respective legislation might have. Quite the opposite. It aims to integrate and reinforce them, based on a series of landscape quality objectives that are, in most cases, cross-cutting in nature.

In the initial phase of drawing up a landscape policy, two types of initiatives are required. The first, which has already been completed, is adherence to the European Landscape Convention, over and above its ratification by the Spanish State, followed by membership of the European bodies that safeguard compliance with the Convention. The second is what this document aspires to do: to define a global, open-ended landscape strategy, based on the principles of cooperation, coordination and public participation.

5. THE OBJECTIVES OF THE LANDSCAPE STRATEGY

In accordance with all the above, the Consell de Mallorca's Landscape Strategy is hinged upon **six main objectives**, embodied in strategies aimed at achieving them. These, in turn, are linked to guidelines for action.

To draw up the said objectives, the European Landscape Convention's general indications were taken into account and, in particular, the Consell de Mallorca's scope of authority over matters concerning the landscape and that of other higher public authorities whose policies have landscape-related implications and can be adapted to fit in with the island's spatial model and its planning. Given its nature, the Strategy is an open-ended document that does not aspire to cover all possible issues concerning the landscape or to come up with an exhaustive plan. Instead it establishes guidelines and priorities in the Consell de Mallorca's governance of matters relating to the landscape.

This chapter deals with each of the six main objectives mentioned above, describing them and briefly outlining their significance and scope. Each objective is embodied in different strategies. In turn, when required due to their complexity and the need for further specification, these

strategies are further developed through different guidelines.

The objectives of the Landscape Strategy

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Objective I

To boost knowledge, training, a raised awareness and public participation in matters relating to the landscape

A well-grounded landscape policy, on a spatial scale like that of the island of Mallorca, calls for the accurate identification and characterization of its landscapes, their classification, and the establishment of landscape quality objectives and landscape guidelines based on this knowledge. To put a landscape policy into practice, it also requires skilled experts from the public authorities and private sectors in matters relating to the characterization of the landscape and planning and projects in this field. Public participation must be involved in knowledge building relating to the landscape and this, in turn, must contribute to a raised social awareness.

The 2011 second amendment to the Mallorca Spatial Plan includes an interesting proposal for the development of a landscape policy by the Consell de Mallorca—both within the plan and externally. This consists of the creation of "a technical office or observatory for the assessment, monitoring and management of Mallorca's landscape policy, based on the strategic areas established in the document developing the European Landscape Convention (Point 70.2.b. of the Mallorca Spatial Plan).

This landscape observatory or similar body is deemed to be a suitable instrument for making further headway in building up systematic knowledge of the landscape and in the formulation of landscape quality objectives and their corresponding guidelines.

The strategies of objective I

I.1. Boosted knowledge of the landscape and its assessment through an institutional support structure and the necessary studies and instruments, plus support for legislative initiatives relating to the landscape.

The guidelines of strategy I.1

I.1.a) The reinforcement of the Consell de Mallorca's technical and administrative support structure in matters concerning the landscape

Without prejudice to the creation of a technical landscape office, observatory or studies centre, the current technical and administrative landscape and spatial support structure must be maintained and reinforced in order to make headway in knowledge of the landscape and its assessment and planning.

I.1.b) The creation of atlases or catalogues and studies relating to the landscape

The development of studies of Mallorca's landscapes in the form of atlases, inventories or catalogues of collections of historical and current photographs etc. for the characterization and assessment of landscapes and the establishment of landscape quality objectives and guidelines.

I.1.c) Guides to good practices / A landscape award

The drafting of guides to good practices on topics and priority fields of action relating to the landscape: landscape integration, agricultural and residential buildings, industrial and logistics estates, roads, urban fringes and accesses etc.

At the same time, a landscape award is a good way of disseminating projects and programmes, architecture or infrastructure, management activities, awareness raising activities and artwork as examples of good practices in order to encourage care and an appreciation of urban and peri-urban landscapes by public and private bodies.

Through an award for special attention to the landscape, in accordance with Article 11 of the European Landscape Convention, which singles out public or private landscape-related initiatives, a greater awareness can be raised of the important role that landscapes play in defining Mediterranean areas and in boosting the population's quality of life.

I.1.d) A technical landscape office or landscape observatory

In accordance with point 70.2.b. of the Mallorca Spatial Plan's planning policy, the creation of a landscape office or observatory is suggested in cooperation with university and cultural bodies and with the participation of experts, technicians, institutions and members of civil society to act as an advisory body for the Consell de Mallorca by reinforcing its current technical services' capacity for action and to make headway in tasks relating to the knowledge, assessment and monitoring of the landscape.

This advisory body must foster and guarantee public participation by citizens and private action, in as broad a manner as possible, derived from the management and application of the Mallorca Spatial Plan, based on the principles of coordination, planning and collaboration among town councils, the Consell de Mallorca and the Balearic Government

I.1.e) Support for and the promotion of legislative initiatives relating to the landscape

The landscape policy shall be consolidated and systematized through the formulation of legislation specifically relating to the landscape (landscape acts at an island or autonomous community level) and through the incorporation of explicit landscape objectives in sectoral legislation relating to matters with a high impact on the landscape. Based on the objectives and guidelines contained in this Strategy, the Consell de Mallorca shall provide support for these types of initiatives, promoting them, if applicable, within its own scope of authority.

I.1.f) The creation of a digital image bank

The encouragement of a visual awareness of everyday landscapes through the creation of a useful image bank to produce, share, disseminate and circulate images that serve to characterize Mallorca's different landscape.

I.2. The development of educational and training activities

The guidelines of strategy I.2

I.2. a) Educational guides and other teaching materials

The creation of a landscape-related educational programme, based on guides and teaching materials as backup for teachers and students of different educational levels.

I.2. b) Other informative and educational initiatives

The implementation of other landscape-related educational, informative or awareness-raising initiatives in cooperation with bodies attached to the Consell de Mallorca involved in matters concerning the landscape, in particular the Serra de Tramuntana Consortium.

I.2. c) Landscape training and technical development

The design of technical training programmes for developing professional skills in landscape planning, management and projects (vocational training cycles, universities' own postgraduate/master's degrees etc.).

Objective II

To put into practice landscape protection, management and planning through the Mallorca Spatial Plan's general spatial policy

As highlighted in chapter 3 of this document, the landscape's consideration as a characteristic of a whole area, its synergies with numerous territorial processes and the need to take action—not just in the field of protection, but also in management, enhancement and public use—all inevitably call for spatial planning.

Within the frameworks of Spanish State legislation from the first half of the year 2000 and Balearic Spatial Planning Act 14/2000, numerous references to the landscape were incorporated in the Mallorca Spatial Plan approved in December 2004, in both its background report and planning policy, prior to the Spanish State's ratification of the European Landscape Convention in November 2007.

The consolidated text of the Mallorca Spatial Plan of February 2011, which contains significant changes relating to the landscape made in the second amended version, duly approved by the Consell de Mallorca, reinforces the plan's grounding and

scope with regard to the landscape, justifying the advisability of its use as the basis of a large part of the Consell de Mallorca's landscape policy, while also taking advantage of the current process of its revision. In this respect, the following strategic areas must be noted, which partly develop the proposals put forward in section 11.

The strategies of objective II

II.1. The incorporation of the European Landscape Convention

Although with the Mallorca Spatial Plan's second amendment in 2011, the European Landscape Convention is mentioned as a reference framework in points 39 and 70 of its planning policy, the starting point for the plan's current revision in matters concerning the landscape is the Convention's explicit acceptance. The best place for this is the preliminary section on its general provisions.

The guidelines of strategy II.1

II.1.a) The European Landscape Convention's definition of the landscape in the Mallorca Spatial Plan

The adoption of the European Landscape Convention's definition of a landscape, which the Mallorca Spatial Plan emulates as follows: "any area, as perceived by the people, whose

character is the result of the action and interaction of natural and/or human factors".

II.1.b) Landscape protection, management and planning

As a logical consequence of understanding a landscape to be an attribute of a whole area, explicit acknowledgement must be made (in the aforementioned section, in the point defining the scope, purpose and objectives of the plan, or in a specific point and/or chapter) of the three types of interventions established in the Convention: "landscape protection, management and planning" (to which fostered appreciation, enjoyment and public access to the landscape should be added), defined as follows:

- "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 harmonize changes which are brought about by social, economic and environmental processes."
- "Landscape planning": "strong forward-looking action to enhance, restore or create landscapes."

These three types of public action in matters concerning the landscape (to which public access to the landscape and its interpretation should be added) will allow the numerous landscape-related provisions of the current Mallorca Spatial Plan to be coherently linked up, together with any others that might be included as a result of its revision. Reference must be made to this, by way of a presentation, in the preliminary section mentioned above.

II.1.c) Fostered right of access to the landscape and its enjoyment

For the population in general, right of access to diverse high-quality landscapes must be fostered, bearing in mind any constraints on land use.

II.2. The protection of rural, urban and coastal landscapes

The Mallorca Spatial Plan has the capacity to protect (which it has already partly done) certain areas with important landscape values, even though this protection is not explicitly landscape related. A better knowledge of the character and values of the island's scenic mosaic—derived, for instance, from catalogues or inventories of its landscapes, as cited in the first objective of the Consell de Mallorca's Landscape Strategy—would lead to the well-grounded improved protection of these values, together with the establishment of criteria for their management, integration and planning, as indicated below. Even so, it is still possible to do so with the knowledge that is currently available.

The guidelines of strategy II.2

II.2.a) Safeguarding the rural landscape: zoning and regulation

The establishment of a zoning system for rural land, and a system of uses that guarantees the preservation of the makeup and features of Mallorca's most noteworthy predominantly rural landscapes.

II.2.b) The protection of the urban landscape in its spatial context

The establishment of criteria and measures for the protection of urban landscape values in their spatial context (noteworthy silhouettes and visual features, noteworthy characteristic views, urban façades and interesting points of contact with agricultural surroundings).

II.2.c) Inland urban landscapes and municipal planning

The inclusion of the criteria mentioned in the above point in general municipal planning, with the necessary detail for planning on that scale, together with measures to safeguard inland urban landscapes.

II.2.d) Management of coastal landscapes

Proposals will be put forward for seafront areas, aimed at diversifying stretches of the coast with unique identities, linking beaches

with scenic connectors and accesses, and with urban or other open spaces.

II.3. Landscape management and integration in processes of spatial change

One challenge in spatial planning is management of changes to the landscape, from the perspective of sustainable development, through landscape integration in new residential/tourism developments, projects for buildings and installations on rural land, and new services and facilities at an island level.

As mentioned earlier, in the European Landscape Convention, "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.

The guidelines of strategy II.3

II.3.a) The integration of new residential/tourism developments into the landscape

The establishment of criteria and requirements for the integration and

landscaping of new residential or tourism developments to fit in with the morphology, function and visual arrangement of the landscape.

II.3.b) Landscape integration conditions for rural land

The establishment of conditions for the landscape integration of buildings and installations on rural land, taking into account their location, building characteristics and relation to the plot/background environment.

II.3.c) Services/facilities and the landscape

The establishment of landscape integration criteria for the creation of new services or facilities at an island level.

II.4. The planning of degraded or obsolete supra-municipal landscapes

In accordance with the European Landscape Convention, the Mallorca Spatial Plan deals with the challenge of "planning" degraded, fragmented and/or congested landscapes through their reclassification and regeneration in peri-urban and tourist areas and through improved ecological connectivity at an island level.

The European Landscape Convention understands "landscape planning" to mean "strong forward-looking action to enhance, restore or create landscapes". The actions associated with Spatial Conversion Areas (ART according to the Spanish acronym) and Landscape Intervention Areas (AIP) fit in well with this, in the genuine sense of the Spatial Planning Guidelines and their development in the Mallorca Spatial Plan, particularly after its second 2011 amendment,

The guidelines of strategy II.4 (ART & AIP)

II.4.a) **Projects for the reclassification, restoration and enhancement of everyday landscapes in peri-urban and tourist settings**

Using special plans as instruments, landscape enhancement projects will be carried out in peri-urban and tourist areas, based on the supra-municipal planning guidelines contemplated in the Mallorca Spatial Plan for Landscape Intervention Areas (AIP).

II.4.b) **The spatial and ecological connectivity of landscapes of special interest**

Initiatives aimed at the improved spatial connectivity, environmental restoration and integration of fragmented landscapes of special interest, using the figure of a Landscape Intervention Area (AIP) for the connection and integrated management of certain Spatial Conversion Areas (ART)

belonging to inland Natural Special Interest Areas (ANEI).

Objective III

To incorporate the landscape as a dimension in sectoral policies and instruments with scenic impacts

Although the European Landscape Convention gives much responsibility to spatial and urban planning policies and instruments, it also refers to and involves other sectoral policies with scenic impacts in the task of landscape protection, management and planning, in particular policies in the fields of historical and cultural heritage, the natural environment, agriculture, rural development, infrastructure and tourism.

The Consell de Mallorca's Landscape Strategy puts forward several priority plans of action in areas under its scope of authority relating to the landscape, in fields such as historical and cultural heritage; agriculture; rural and local development; tourism information, promotion and planning; and environmental policies. The strategy also contains general landscape-related guidelines and recommendations for matters regulated in sectoral plans; that is, Sectoral Master Plans with a high impact on the landscape, in particular those under the Consell de Mallorca's scope of authority, like the Sectoral Master Plans for Roads, Quarries and Commercial Facilities, and the Intervention Plan in Tourism Areas.

The strategies of objective III

Although with its second amendment in 2011, the Mallorca Spatial Plan now alludes to the European Landscape Convention in points 39 and 70 of its planning policy, its current revision in matters concerning the landscape must begin with the Convention's explicit acknowledgement. The best place to do this is in the preliminary section with the general provisions.

III.1. Historical and cultural heritage and the landscape

This strategy is aimed at reinforcing the contents and scenic aspects of policies on historical and cultural heritage.

Policies on historical and artistic heritage—a subject under the Consell de Mallorca's scope of authority—are closely tied in with the Landscape Strategy insofar as assets of cultural interest and other assets of heritage value are, in most cases, relevant features of landscapes, and their immediate backdrops interact and enter into dialogue with the landscape. On certain occasions, areas with a high heritage value deserve to be treated as "cultural landscapes" or "landscapes of

high cultural interest". In order to reinforce scenic aspects of certain plans of action currently being implemented by the Consell de Mallorca's competent departments, the following guidelines are proposed:

The guidelines of strategy III.1

III.1.a) Management of the background setting of Assets of Cultural Interest (BIC according to its Spanish acronym) and the landscape

The treatment and management of the background setting of Assets of Cultural Interest and other features of heritage value by applying landscape criteria (see the indications of the Spanish Cultural Landscape Plan, IPCE-MECD, 2012).

III.1.b) The interpretation of the relations between cultural assets and the landscape

The interpretation of the relations between assets of cultural interest and their scenic

setting, with particular reference to watchtowers and mills; a focus of special attention by the Consell de Mallorca's Department for Culture, Heritage and Sport.

III.1.c) Landscapes of high cultural interest

The identification, characterization and management of landscapes of high cultural interest (This figure is not contemplated in Balearic legislation, but the National Plan on Cultural Landscapes can serve as a reference).

III.1.d) The promotion of traditional dry-stone building techniques

Because the UNESCO has declared traditional dry-stone building techniques to be examples of intangible heritage, the revival of traditional trades is being fostered for the reconstruction of Mallorca's hillside terrace walls and other dry-stone walls.

III.1.e) The cataloguing of unique dry-stone ethnological features

Given the unique nature of some ethnological features, studies, inventories and catalogues must be drawn up of dry-stone features associated with traditional tasks that have helped shape differing rural landscapes evocative of enduring traditional subsistence activities, like hunting.

III.2. Agriculture, rural development and the landscape

The integration of the landscape's environmental values and ecosystem services in agricultural policies and local and rural development policies.

Agricultural and livestock activities, particularly traditional ones, and coastal fishing have historically led to the formation and management of landscapes with a high agricultural, environmental and cultural value and a strong identity, deserving of high social recognition by residents and visitors. These landscapes have a high strategic value due to their capacity to produce high-quality local food products, thus contributing to the island's self-sufficiency in food while also promoting local island cuisine based on inherited know-how.

The active conservation of these predominantly rural landscapes, which cover a large surface area of Mallorca, is therefore intrinsically linked to the quality, traceability and conditions of agricultural and livestock produce and the food products derived from them.

The guidelines of strategy III.2

III.2.a) Designations of origin, protected geographical indications and the landscape

The incorporation and promotion of the character and values of a landscape in protected geographical indications, in designations of origin and, in general, in promotional and economic innovation projects and initiatives involving local resources, craftwork and traditional production activities and skills. (The Consell de Mallorca's Department for Economic & Treasury Affairs has a programme for craftwork and economic promotion).

III.2.b) The conservation of landscape features and rural development

The fostered conservation and management of items and features of the rural landscape with a high interest value through projects

that can apply for grants from the Consell de Mallorca's different departments.

III.2.c) Agricultural parks and management of the rural landscape

The promotion of the figure of an Agricultural Park, fostering an economically viable productive function in conjunction with the management and activation of the landscape and its interpretation, tied in with high-quality local food products. In the planning policy of the Mallorca Spatial Plan, the figure of "a peri-urban park around the city of Palma" (point 57.6.a) can be found. Although it was originally devised to fulfil a different role, it might act as a springboard for initiatives of this kind, described in detail in the draft bill of the Balearic Agricultural Act (2017).

At the same time, agricultural and environmental measures must be promoted to foster improvements to agricultural produce, leading to better health and a

better quality of life, putting into practice the concept of sustainability by consuming local produce and fostering zero kilometre products.

III.2.d) The promotion of certain agricultural and hunting landscapes

The promotion of planning in the field of hunting, incorporating the landscape's active functional conservation while also acknowledging its environmental and cultural footprint over the course of history and its related heritage and cultural features.

III.3. Natural environmental policies and the landscape

With this strategy, the aim is to reinforce scenic aspects of natural environment policies, with specific measures to safeguard and interpret the landscape and to boost professional skills in this field.

Although the natural environment does not come under the scope of authority of Balearic Island Councils, the Consell de Mallorca has an Environmental Department and, attached to it, an Island Directorate for Environmental Affairs, whose scope of influence includes "the natural environment and the landscape". This is an area traditionally related to the landscape. Not surprisingly nature conservation policies have traditionally been tied in with the conservation of predominantly rural landscapes of special value, and, in accordance with the recommendations of the Spanish Association of Agricultural Engineers (the UICN according to its Spanish acronym), the figure of a "protected landscape" features in most autonomous community nature conservation acts and in the base State Act on Natural Heritage and Biodiversity. In accordance with the plans of action already put into

practice by the said department, the following guidelines are proposed.

The guidelines of strategy III.3

III.3.a) Environmental education and the landscape

The consideration of the landscape's character and values in the environmental education programmes run by the Consell de Mallorca's Environmental Department.

III.3.b) Landscapes, protected spaces and rural estates owned by the Consell de Mallorca

The adoption of specific measures to safeguard, manage and interpret the landscapes of natural spaces and rural estates owned by the Consell de Mallorca.

III.3.c) Landscape interpretation of routes and paths

The reinforced interpretation and contextualization of the landscape on dry-stone and hiking routes, and a boosted awareness of the characteristics of this heritage, particularly in areas declared Assets of Cultural Interest (BIC according to its Spanish acronym).

III.3.d) Environmental training programmes and the landscape

The consideration of landscape management as the possible object of training and employment programmes run by the Consell de Mallorca's Environmental Department.

III.4. Landscape quality and diversity, and tourism policies

The diversity, singularity and strong personality of Mallorca's scenic mosaic and the quality and acceptable state of conservation of many of these landscapes play an important role in the tourist destination's image, contributing to pleasant edifying tourist experiences.

Paradoxically, disorganized unsustainable mass tourism activities with a disregard for these values have a decisive influence on a landscape's loss or degradation even though it is one of the assets and key resources of an area.

That is why all tourism and residential intervention projects must be based on the preservation and activation of their landscape heritage, bearing in mind the quality and diversity of the island's scenic mosaic.

The guidelines of strategy III.4

III.4.a) Tourism information and promotion and the landscape

The reinforced importance of Mallorca's landscapes as examples of natural and cultural heritage in tourism information and promotional activities through the appropriate interpretation of their characteristics, values, identity and diversity.

III.4.a) The Tourism Intervention Plan and the landscape

The incorporation of the landscape as a dimension and basic principle in the island's tourism model, in tourism planning, in the enhancement of open spaces and in the harmonious integration of tourism establishments and activities into the background setting.

III.4.b) The preservation of areas of scenic value in tourist areas

Fostered appropriate interrelations between tourism activities and the conservation and enjoyment of settings of unique scenic value as a way of boosting the competitiveness of the tourist sector. Attempts must be made to create structured networks of open spaces, ensuring functional continuity and permeability.

III.4.c) Landscape criteria and the reclassification of degraded tourist areas

The development of quality-based environmental intervention projects in tourist areas, particularly in mature resorts, to improve the urban landscape and ensuing rural setting in order to rectify the negative impacts of tourism.

III.4.d) The drafting of Special Landscape Plans

The drafting of detailed planning instruments to regulate land use and activities in tourist areas, highlighting the value of all inland landscapes and settings as an alternative to merely taking into consideration coastal "sun and sand" landscapes.

III.5. The classification and landscaping of road networks

Road networks, in particular main roads, are key morphological and functional features of the makeup and evolution of landscapes and a means of access and point of contact with the landscapes through which they pass. Hence, they call for special attention through the landscaping of new stretches of road, the enhancement of existing ones and the possible adaptation of those with better quality visual potential so as to allow users to contemplate and interpret the landscape.

The guidelines of strategy III.5

III.5.a) The incorporation of the landscape as a dimension in the Sectoral Master Plan on Roads

The incorporation of the landscape as a dimension in the revision of the Mallorca Sectoral Master Plan on Roads, taking into account a landscape's character, values, visibility and interpretation.

III.5.b) Landscaping projects for roads and accesses to communities

Projects to enhance, restore and adapt the landscapes of roads and accesses to communities, particularly in areas of high scenic value.

III.5.c) The adaptation of roads to improve contemplation of the landscape

The adaptation of roads with a high scenic potential for the contemplation and interpretation of the landscape.

III.6. The integration of commercial facilities into the landscape

In the case of commercial facilities in urban and peri-urban areas, with their high impact on the quality of the existing landscape and the one that is generated with their creation, particularly in the case of large shopping centres on the fringes of urban areas, special planning is required through the Mallorca Sectoral Master Plan on Commercial Facilities. This instrument, which comes under the authority of the Consell de Mallorca, is in the final approval stage. It explicitly refers, in quite a detailed way, to the landscape as a dimension in facilities of this kind, both in diagnoses of current situations and in the proposed management of existing and newly created ones.

The guidelines shown below are from the background report and planning policy of the Mallorca Spatial Plan, and they are deemed to coincide with the approach and objectives of the Consell de Mallorca's Landscape Strategy, hence meriting their rapid approval and implementation.

The guidelines of strategy III.6

III.6.a) Diagnoses of the scenic impacts of commercial facilities

The consideration of scenic impacts in diagnoses of different types of commercial facilities at an island and urban level.

III.6.b) Landscaping measures

The adoption of landscaping measures to minimize the impact of new facilities in both well-consolidated urban and peri-urban areas.

III.6.c) Well-landscaped commercial facilities

The adoption of measures to guarantee commercial facilities with well-landscaped areas and architecture, particularly in the case of large-scale ones in peri-urban areas, in terms of the location of buildings, accesses, car parks, advertising, the urban façade, their perimeters and enclosures.

III.7. Landscape integration in mining and quarrying activities

Given their morphological characteristics, location, size, widespread nature and visual repercussions, mining and quarrying activities have a big impact on the landscape and they call for special attention in the instruments that plan and regulate them, in particular the Mallorca Sectoral Master Plan on Quarries (PDSP according to its Spanish acronym) in the context of Balearic legislation on mines.

The guidelines of strategy III.7

III.7.a) The landscape in the revision of the Mallorca Sectoral Master Plan on Quarries

Based on assessments and knowledge of Mallorca's landscapes, greater emphasis must be placed on the landscape as a dimension in the revision of the Mallorca Sectoral Master Plan on Quarries, in current and future spatial management of quarrying activities, and in terms of the footprint left by past quarrying activities and the fostered appreciation of this heritage.

III.7.b) The fragility of the landscape and the delimitation of mining areas

The consideration of the landscape's intrinsic values and possible visual impacts in the delimitation of potential mining areas, avoiding places or points that are particularly sensitive, due to their value or scenic vulnerability from an environmental, aesthetic, heritage or identity-related perspective.

III.7.c) Giving priority to the restoration of quarries and their related landscapes

Priority must be given to the identification and restoration of former quarries and mining areas that have had the biggest impact on the landscape.

III.7.d) Special regulation of activities in the Serra de Tramuntana

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The specific treatment and regulation of activities in the Serra de Tramuntana's cultural landscape, given its intrinsic values and vulnerability to visual impacts.

III.8. Landscape integration in energy sector planning

One key issue that will affect the future of the Balearic Islands and Mallorca in particular is the change in the energy model, in a context of global change and growing dependence on non-renewable fossil fuels with their high contribution to global warming. The adoption of renewable energies—an inherent part of the necessary change of model—has obvious spatial, environmental and scenic repercussions in an island that has set its sights on the dual goal of a change of energy model and the protection of its landscape. Priority must be given to this issue in spatial planning and, above all, in the zoning of rural land, because renewable energies should not be seen as conflicting with the landscape. Instead, they should be regarded as synergies in a sustainable spatial model.

The Balearic Government has authority over regional energy planning through the Balearic Sectoral Master Plan for Energy (the PDSEIB according to its Spanish acronym). With its amendment in 2016, it responded to the need for specific regional planning on the installation of onshore wind power and photovoltaic

plants through a suitability map. Without prejudice to its provisions and the regional government's authority over such matters, the following guidelines are put forward on the scenic impacts and integration of this infrastructure into the landscape.

The guidelines of strategy III.8

III.8.a) Landscape suitability for renewable energies on an island and municipal scale

The adaptation and adjustment on a relevant scale—in the Mallorca Spatial Plan and in municipal plans—of areas with a high, medium and low environmental and spatial suitability, depending on their landscape values (including features and areas of high intrinsic value, and possible significant visual impacts on areas of high scenic interest and areas declared Assets of Cultural Interest).

III.8.b) "Landscape impact reports" and photovoltaic and wind energy

In the regulatory application of landscape impact reports established in Balearic Environmental Assessment Act 12/2016 of August 17th with regard to environmental impact studies, specific inclusion must be made of the possible impacts of wind energy and photovoltaic plants and installations on the makeup, features and visibility of the landscape. The possible effects of cumulative associated impacts must be taken into account when this report is drawn up.

III.8.c) Technical and design solutions for mitigating scenic impacts

Without prejudice to the island's capacity for such installations, in accordance with the spatial and environmental suitability maps of the Balearic Sectoral Master Plan for Energy, the adoption of technical solutions to mitigate inevitable impacts through measures aimed at their integration in terms of their size, layout, shapes, materials and

colours, landscaping buffers, and their location and distribution in relation to the specific characteristics of the affected area and landscape.

III.9. Landscape integration in waste management planning

By delimiting reserved areas, including plots with optimum characteristics for new waste management facilities, and planning their strategic spatial distribution, this will help to improve the integration of these facilities into the background setting.

The guidelines of strategy III.9

III.9.a) The planning of waste storage and management areas

By incorporating criteria that foster the decentralization of waste treatment activities, this will allow for smaller waste storage and management facilities, improving their integration into the background setting and reducing their visual impact, noise and smell for local communities.

III.9.b) Unified planning of open spaces in Landscape Intervention Area II of the Mallorca Spatial Plan (Settings in Son Reus)

Corrective measures will be introduced to adapt the landscape in order to integrate different types of supra-municipal sectoral infrastructure belonging to the General Infrastructural Network located on rural land at Son Reus. Specific landscaping measures will be included in the construction projects to be drawn up with a view to successfully integrating the green areas contemplated in the Mallorca Sectoral Master Plan for Urban Waste Management (PDSRGRUM according to its Spanish acronym) while minimizing the environmental impacts of the construction of new infrastructure or the extension of existing types.

III.10. The incorporation of the landscape as a dimension in cooperation with water resource policies

Landscapes shaped by natural water-related processes and features and others created as a result of human water harvesting activities, in particular traditional agricultural uses tied in with irrigation, are key factors in the character and diversity of Mallorca's landscapes. They are also some of its most important natural, cultural and aesthetic expressions. Most public action in the field of surface and underground water resources and related areas is conventionally planned through water resource plans, more specifically in the case of Mallorca through the Balearic Water Resource Plan.

Hence, within the framework of the Consell de Mallorca's Landscape Strategy, the necessary cooperative steps should be taken to ensure that the implementation of the Water Resource Plan and any revised versions includes objectives and action aimed at the protection, management and restoration or regeneration of aquatic landscapes and their associated natural or cultural heritage, in particular in the areas pertaining to them—that is, public water courses,

embankments and waterfronts, and wetlands in accordance with the Water Act and Public Water Regulations. In turn, the water authorities' cooperation could be of strategic relevance in initiatives to protect and restore water-related features and settings through spatial projects for the management, reclassification and public use of landscapes where water and aquatic spaces play an important role.

The guidelines of strategy III.10

III.10.a) The treatment of the landscape in interventions to water courses and wetlands

In intervention projects to dry gullies, torrents and wetlands, the inclusion of the natural and cultural components of aquatic landscapes should be fostered in order to take advantage of synergies that highlight their importance.

III.10.b) The incorporation of water resource policies in the landscape's enhancement and reclassification

In spatial projects to enhance and reclassify the landscape, in particular in Landscape Intervention Areas of the Mallorca Spatial Plan featuring water courses and wetlands, added value will be achieved by taking into account water resource policies as a means of seeking a convergence of interests.

III.10.c) The landscape's interaction with public water

By fostering cooperative efforts to ensure the incorporation of landscapes features and values into initiatives for the public use and interpretation of publicly-owned aquatic landscapes.

III.10.d) The recognition of landscapes associated with irrigation and drainage systems

So as to foster a raised appreciation of key features of landscapes throughout the island containing irrigation and drainage systems, such as traditional water harvesting systems (irrigation channels, water storage tanks, mills etc.) and traditional agricultural drainage and crop-growing systems (drained areas, hillside terraces, channels, kitchen gardens etc.).

III.11. Economics and the landscape

Based on the premise that all landscapes have an economic component to them, the concept of a landscape posed in the European Landscape Convention can be seen to determine and condition a new concept of economics.

The guidelines of strategy III.11

III.11.a) The introduction of the landscape as a variable in economic management mechanisms

Landscapes can help to improve people's quality of life by contributing to processes of economic, political, social and cultural development. Hence their patrimonialization is advisable in order to be able to count on numerical records so that an economic appraisal can be made of the loss of the features that characterize them, above all, if they are irreplaceable.

III.11.b) The incorporation of landscape integration measures in the construction of infrastructure and services on rural land

In the construction of new road infrastructure and services or changes to existing ones, an amount must be earmarked in the budget corresponding to at least 10% of the budgeted project execution cost to contribute to its integration into the surrounding landscape.

III.11.c) Fostered action to make sure that steps to restore the legality of urban developments include the landscaping of the immediate area

When projects are carried out to restore the legality of urban developments, efforts must be made for the project to recover eliminated features of the landscape and the original characteristics of the background setting.

III.11.d) The incorporation of landscape requirements in calls for applications for grants

In calls for applications for grants by the Consell de Mallorca's different departments, it is suggested that the requirements should include the landscape as an assessment and selection criterion, particularly in matters concerning culture, heritage, local cooperation, the promotion of the local economy, the environment, waste, education, training and tourism.

Objective IV

To foster the protection, management and activation of landscapes of special cultural interest

Mallorca has a wide variety of landscapes of high cultural and interest value. These require specific initiatives in the fields of protection, management and activation as heritage of educational and tourist interest and public enjoyment.

Within this context, the Serra de Tramuntana is a scenic ensemble of extraordinary natural, historical, cultural, perceptual and symbolic interest to the extent that it has been included on the UNESCO's World Heritage list in the category of a Cultural Landscape.

The strategies of objective IV

IV.1. A coordinated integrated approach to the Serra de Tramuntana's protection, management, planning and public use

The Serra de Tramuntana's inclusion on the World Heritage list, in 2011, as a Cultural Landscape calls for its coordinated integrated management. From a spatial planning perspective, this must be contemplated in the Mallorca Spatial Plan, currently in the process of its revision. Nonetheless, this type of management must go further, through the coordination and cooperation of all public authorities, sectoral policies and activities by social agents that are involved in safeguarding its landscape heritage, contributing to the dynamism and sustainability of economic activities, particularly traditional ones, and helping to fulfil the key enlightening educational role of landscapes of such extraordinary universal value, for Mallorcans, visitors and tourists alike. With this in mind, the following strategic fields of action are proposed:

The guidelines of strategy IV.1

IV.1.a) Unified treatment of the Serra de Tramuntana in the Mallorca Spatial Plan

The unified consideration and treatment of the Serra de Tramuntana World Heritage Site (core and buffer areas) in the Mallorca Spatial Plan.

IV.1.b) The application of "heritage impact assessments" to the Serra de Tramuntana

Following a prior study of the viability and methodological application of this tool, the incorporation of heritage assessment impacts, in accordance with the recommendation and guidance of the International Council on Monuments and Sites for UNESCO World Heritage properties, in order to assess the impact of new infrastructure, buildings and uses of areas with a possible impact on the character and

landscape values of the Serra de Tramuntana.

IV.1.c) The promotion of the activities of the Serra de Tramuntana Consortium

The promotion of the activities of the World Heritage Serra de Tramuntana Consortium for the fulfilment of its objectives in the fields of the conservation and enhancement of natural, cultural, tangible and intangible heritage; sustainable economic development linked above all to activities that shape and manage the landscape; and the dissemination and interpretation of the landscape with a view to ensuring pleasant educational visits by tourists and the local population.

IV.2. Safeguarding and activating landscapes of cultural interest

To promote the preservation, enhancement and fostered appreciation of Mallorcan landscapes of special cultural interest, a specific strategy is called for aimed at identifying and characterizing them, while also establishing the main lines of action for protecting and activating these landscapes as local heritage, in accordance with the Consell de Mallorca's policy on cultural and historical heritage. Insofar as is possible, the indications of the National Cultural Landscape Plan by the Spanish Institute for Cultural Heritage (MECD) should be followed.

The guidelines of strategy IV.2

IV.2.a) The characterization of landscapes of cultural interest

The identification and characterization of landscapes of cultural interest, taking into account the National Cultural Landscape Plan's functional proposal for categorizing them, among other methodological sources.

IV.2.b) Management plans for landscapes of high cultural interest

The drafting of management plans to facilitate the integration and planning of recognized heritage and scenic or cultural assets, with the establishment of objectives, strategies, programmes, tools and assessment mechanisms in cases in which this is justified, due to their higher cultural interest, singularity, fragility or management and assessment needs.

They must be open-ended, participatory planning instruments, aimed above all at the conservation, protection and management of landscapes of high cultural interest.

IV.2.c) The drafting of a guide to landscapes of special cultural interest

The creation of a guide that outlines the characteristics of Mallorcan landscapes of high cultural interest for educational and cultural tourism purposes through the

dissemination and interpretation of the island's heritage.

Objective V

To promote public access to the landscape and its interpretation

The Florence Convention associates landscape policies with territorial sustainability and people's quality of life, and it incorporates perception into the concept of the landscape at a multi-sensory, albeit initially visual level. As mentioned in previous objectives, landscape policies must foster knowledge of a landscape's values and their defence and enhancement.

However, in all these actions aimed at safeguarding the quality and character of something that is experienced at a multi-sensory perceptual level, initiatives are also required, through landscape policies aimed at promoting and facilitating public access to the landscape's contemplation so that this experience is gratifying and enlightening as well as simply being possible.

That is why one of the objectives of this Landscape Strategy is to promote public access to the landscape and the improvement of the means that facilitate its contemplation and interpretation.

The strategies of objective V

V.1. The integration and coordination of thematic routes with historical, natural and heritage-related input

The island of Mallorca already has various different natural, cultural and heritage-related thematic routes, promoted through spatial, environmental, historical, cultural and local planning. All these routes must be linked up in an integrated Mallorcan network, with the reinforcement of their scenic aspects.

The guidelines of strategy V.1

V.1.a) An island network of access to the landscape

The creation of an integrated island network, providing access to natural and cultural heritage and to Mallorca's landscape, with the inclusion of routes and vantage points.

V.1.b) The Mallorca Spatial Plan's heritage routes

The organization of the proposed Mallorcan network to include the heritage-related thematic routes in the Mallorca Spatial Plan and others like the dry-stone or Artà-Lluc routes, which now have special plans to regulate them.

V.1.c) Landscape information and interpretation

The promotion of improvements to the information for interpreting the landscape of routes and vantage points.

V.2. The landscaping of the road network for the contemplation and the interpretation of the landscape.

Mallorca has a dense network of roads, some offering superb access to the landscape and its interpretation thanks to the route they follow. These roads with high scenic potential must be identified, signed and adapted to fulfil this function.

The guidelines of strategy V.2

V.2.a) An inventory of Mallorca's scenic roads

The identification and an inventory of stretches of road or roads of special scenic interest due to the landscapes they cross or the route they follow.

V.2.b) The creation and/or adaptation of vantage points

The signing and adaptation of vantage points in places with particular scenic

potential, given their broad vistas and capacity for interpreting the landscape.

V.2.c) The creation of parking areas

Depending on the route followed by roads and the characteristics of the surrounding area, the identification and adaptation of parking areas close to vantage points and/or linear routes of special interest.

V.2.d) Digital and non-digital landscape interpretation materials for scenic vantage points

In coordination with guideline V.1.c., the provision or improvement of digital and non-digital landscape interpretation materials for vantage points.

Objective VI

To boost international cooperation in matters concerning the landscape with the general State and autonomous community authorities

Chapter III of the European Landscape Convention is devoted to European cooperation in studies of the landscape as a dimension in international policies and programmes "in order to enhance the effectiveness of measures taken under other articles of this Convention". More specifically, this cooperation consists of providing technical assistance and promoting exchanges of specialists and information on all matters contemplated in the Convention.

The Consell de Mallorca aspires to be actively involved in international cooperation initiatives in matters concerning landscape policies and to collaborate with other autonomous communities and local island bodies involved in landscape policies through existing networks or any others that might be set up for this purpose.

The strategies of objective VI

VI.1. The Consell de Mallorca's presence in monitoring the European Landscape Convention

To make sure that the European Landscape Convention is effectively applied and to learn from the experiences of areas elsewhere, the Consell de Mallorca's presence in networks for cooperation and for monitoring the Convention must be reinforced, particularly in the case of networks involving the participation of local and regional bodies.

The guideline of objective V1.1

VI.1.a) Participation in international congresses and seminars run by the Council of Europe

Ongoing attendance of get-togethers organized by the Council of Europe in order to participate in them and maintain ongoing exchanges of experiences with other regions

that have adhered to the European Landscape Convention.

VI.2. Integration in all kinds of landscape cooperation networks

Along the same lines as the previous strategy, it is important for the Consell de Mallorca to join and participate in other kinds of autonomous community and international networks for landscape cooperation that might be of interest in matters concerning landscape knowledge and management.

The guideline of strategy VI.2

VI.2.a) Fostering technical cooperation in landscape projects with town councils

The inclusion of landscape integration criteria, environmental sustainability measures and participation in European networks in the selection requirements of grant applications for the technical assistance programme for town councils and in the Works and Services Plan (POS according to its Spanish acronym), managed

by the Consell de Mallorca's Local Development Department.

VI.3. The Consell de Mallorca's promotion of cooperation networks and initiatives as a means of reinforcing landscape policies

With the approval of this Landscape Strategy, the Consell de Mallorca will spearhead local bodies committed to landscape protection, management and planning. Without prejudice to its integration and participation in landscape networks, the Consell de Mallorca may promote initiatives in the fields of landscape cooperation, studies and dissemination with public authorities, private bodies and organizations from civil society.

The guidelines of strategy VI.3

VI.3.a) The organization of technical seminars with the collaboration of the university community

The organization of seminars to raise an awareness of the actions of the public

authorities so as to boost the technical knowledge of future professionals and hence reinforce landscape policies.

VI.3.b) The promotion of associative networks for the development of landscape policies

Membership of research projects that foster international exchanges of technical know-how.

VI.3.c) Fostering stewardship networks

Participation, together with citizens, in conservation projects and programmes that involve local property owners and users of a specific area in the conservation of its natural, cultural and scenic resources.

VI.3.d) Support for other networks that run landscape projects

The development of European exchange projects relating to the planning,

Part 1. Definition of the Landscape Strategy

management and fostered appreciation of the landscape through studies and practices in matters concerning the landscape.

6. Summary of the Landscape Strategy

This document, corresponding to part 1 of the Landscape Strategy, contains an outline of the Strategy by the Consell de Mallorca, together with its justification and preamble, the conceptual and strategic fundamentals on which it is based, using the European Landscape Convention as a reference framework, the underlying criteria and purpose of the Strategy and the definition of its six main objectives, embodied in strategies and guidelines or lines of action.

Part 1 is complemented by a second part. This refers briefly to the methodology that was followed. It also indicates the legal framework for landscape issues at different levels, from an international to a local one, and it contains a critical analysis of the contents of the current Mallorca Spatial Plan in matters concerning the landscape, and some recommendations for linking up the landscape policy in the revision of the Mallorca Spatial Plan that is currently underway, specified in more detail in the Strategy.

As indicated in the Strategy's justification, Mallorca needs an explicit well-coordinated landscape policy due to its unique, diverse, fragile scenic heritage, which must be preserved and managed, in addition to fostering recognition of its importance.

The physical landscape is also the basis of social perceptions on which the identity of Mallorca's inhabitants is built, helping to forge many of the images that make the island so appealing to tourists.

Within the scope of spatial and urban planning under the authority of the Consell de Mallorca and other sectoral policies with an impact on the landscape, it aspires to take advantage of this Strategy to promote and develop a specific well-coordinated policy aimed at safeguarding landscape values, managing processes of spatial change, improving and reclassifying degraded landscapes, and fostering public access to the landscape and its interpretation, taking as a reference framework the Council of Europe's European Landscape Convention.

The final text of the European Landscape Convention, adopted by the Council of Europe's Committee of Ministers on July 19th 2000, was opened for signature by the parties in Florence on October 20th 2000, and it entered into force on March 1st 2004 after ten Member States belonging to the Council of Europe agreed to ratify it. Spain ratified it in November 2007 and it has been in force here since March 1st 2008.

By virtue of an Agreement of February 4th 2008, the Consell de Mallorca embraced the "principles, objectives and measures contained in the European Landscape Convention". The following year, in 2009, at the initiative of the Territorial Department, the Consell de Mallorca drew up a document entitled "The Fundamentals of a Mallorcan Landscape Strategy". This has served as a direct reference and guide in the drafting of this Landscape Strategy by the Consell.

The reference framework for the Consell de Mallorca's "Fundamentals of Mallorcan Landscape Strategy", as indicated in the justification of the said document, was the Council of Europe's European Landscape Convention, which the Consell de Mallorca embraced in 2008, although neither the Balearics nor Mallorca has specific legislation relating to the landscape like that approved by other autonomous communities. Despite this, the document's focus, main objectives and strategic areas coincide with the European Landscape Convention's proposals and approach and, as a result, with the possible contents of a future landscape act inspired by the Florence Convention and approved by the Balearic Parliament or Consell de Mallorca.

Because the Strategy was not able to count on a specific Balearic or Mallorcan landscape act, in part two of the section of this document dedicated to the background facts, it identifies

the legal framework in matters relating to the landscape on different scales, from an international level to an autonomous community and local one; in this last case the powers, regulations and instruments of the Consell de Mallorca.

In legislation concerning the landscape, first it deals with the treatment that is given to its protection in State legislation and in international treaties and bodies in relation to protected spaces and historical and cultural heritage, with special reference to base State legislation on the conservation of natural heritage, biodiversity and protected spaces and the conservation of historical, artistic and cultural heritage, highlighting the strengths and weaknesses in both cases.

It should be emphasized that, in contrast with the limitations of Spanish Historical Heritage Act 16/1985 in matters concerning the landscape, the 2007 Natural Heritage and Biodiversity Act, amended in 2015, represents a step forward in its safekeeping and management. This is because it incorporates the definition and guidelines of the European Landscape Convention and it recognizes that, without prejudice to action to protect the landscape under the said act's own scope of authority, management instruments need to be implemented, such as the minimum mechanisms established in the European Landscape

Convention, over and above any mere protective action established in the 2007 act.

Without prejudice to the potential interest of evolutionary approaches to the protection of "natural" and "cultural" landscapes of special interest on the part of both the IUCN (International Union for Nature Conservation), which included a category called a "Protected Landscape" in its first system of protected areas in 1978, and the UNESCO's Convention Concerning the Protection of the World Cultural and Natural Heritage, which incorporated a new type of site—Cultural Landscapes—in the 1992 Operational Guidelines, this document pays particular attention, for obvious reasons, to the European Landscape Convention (Council of Europe, 2000), as the background framework for the Consell de Mallorca's Landscape Strategy.

Among the most innovative aspects of the European Landscape Convention, with the most salient implications on the Mallorca Landscape Strategy, its concept of a landscape must be highlighted, in dialogue with the area—with all areas—, with the past and the future from a clearly forward-looking perspective, and with people. Likewise, it stands out for the fact that all landscapes (not just the most highly prized or best-conserved ones but also everyday ones) merit attention and management.

Consequently, protective guardianship of relevant landscapes is not enough, as was the case up until now, because management, planning and the reclassification of evolving and degraded landscapes is also required.

The above notions form the basis of Member State commitments and measures and, according to the principle of subsidiarity, those of other regional and local public authorities, like the Consell de Mallorca. Given their interest appeal as direct sources of inspiration for the Mallorca Landscape Strategy, quoted below are the "General and Specific Measures" of the European Landscape Convention.

The general measures are as follows:

- 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 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.

The specific measures refer to:

- a) A raised awareness by civil society, private organizations and the public authorities of the value of landscapes, their role and alterations to them.
- b) Training and education at different levels: The training of specialists and postgraduates; the training of professionals from the public and private sectors and from relevant associations; and school education and training for university graduates.

- c) Identification and assessment: The identification of the landscapes in each area and throughout a territory; an analysis of their characteristics and study of the forces and pressures that alter them; the monitoring of such changes; and the classification of landscapes as previously defined, taking into account the values attributed to them by the parties and population in question.
- d) The definition of landscape quality objectives for the identified and assessed landscapes, following public consultations.
- e) The implementation of landscape policies through the establishment of instruments aimed at protecting, managing and/or planning the landscape.

Section 9 below deals with the application of the European Landscape Convention in Spain. It starts by highlighting how little it has been developed in the landscape commitments undertaken in recent base State legislation. As for the general legislation approved over the last decade—some with big impacts on the landscape, such as the consolidated text of the Land Act (Royal Legislative Decree 2/2008 of June 20th; Royal Legislative Decree 7/2015 of October 30th by virtue of which

the consolidated text of the Land and Urban Reform Act was approved) or Act 45/2007 of December 13th on the sustainable development of rural areas—, they barely mention the conception and commitments established in the Florence Convention.

In contrast, it is important to highlight two State laws that were approved during the past decade on matters with a high relevance for the landscape, both featuring the partial incorporation of concepts from the European Landscape Convention. One is Act 42/2007 of December 13th on natural heritage and biodiversity and the second is Act 21/2013 of December 9th on environmental assessments. Reference has already been made to the first. The second indicates that "special mention must be made of the fact that the European Landscape Convention, ratified on November 26th 2007, is now fully applicable in Spain, and so it should be applied in both the assessment of environmental impacts and in strategic environmental assessments", reinforcing the treatment of the landscape, under the terms of the European Landscape Convention, in both environmental and strategic assessments (appendix VI of the act).

Headway in the application of the European Landscape Convention at an autonomous community level has been

greater, with significant progress in knowledge of the diversity of landscapes found in autonomous communities and areas through atlases, catalogues and inventories. Likewise, progress has also been made through action in the field of landscape protection, management and planning, both in autonomous communities with specific legislation on the landscape (the Valencia region, Catalonia, Galicia and Cantabria with an act and the Basque Country with a landscape decree) and in those without such legislation through the possibilities offered by spatial planning instruments on different scales and the drafting of landscape strategies, as is the case of Andalusia, with a strategy approved in 2012, and the Murcia region.

In this autonomous-community-related context of the development of a landscape policy, the document refers in particular to the case of the Balearic Islands. As already indicated in "The Fundamentals of a Mallorcan Landscape Strategy", local Balearic legislation exists in which the landscape is deemed to be a subject of attention in public policies by the Balearic government, island councils and town councils. However, these policies regulate the landscape in a secondary contributory way.

References to landscape protection of varyingly explicit kinds in legislation on environmental protection and cultural heritage

and in spatial and urban planning (in this last case of a broader nature given its territorial scope) still coincide with what is stated in the 2009 Fundamentals, given that Act 5/2 of May 26th on the conservation of areas of environmental importance is still force. This contains the figures of a Natural Landscape (Art. 13) and, above all, a Protected Landscape (Art. 16), both closely linked to the protection of certain types of landscape, without prejudice to the fact that the remaining categories of protected natural spaces also presuppose the conservation of landscape values. Following State legislation, Balearic legislation on cultural heritage also contains indirect references to the landscape which can be extended and reinforced in the light of the European Landscape Convention and according to the proposals of this Strategy.

Balearic Agricultural Act 12/2014 of December 16th³ introduces an important change to the landscape's consideration, of a more declaratory nature than an applied one, by stating that "agriculture is not limited to producing goods, food products and raw materials for markets in which end consumers and businesses can demonstrate their willingness to pay for them. Agriculture also gives rise to public assets with social implications, like the protection of cultural and ethnological heritage, or environmental functions, such as acting as a

support for habitats, the protection of biodiversity or the maintenance of landscapes, among others, with no associated market or price. The arguments and some specific proposals put forward in the draft bill of the 2017 Balearic Agricultural Act are of particular scenic interest in the above context. In its recitals, the draft bill reiterates agriculture's multifunctional nature and its decisive social and cultural contributions to the maintenance of the landscape, albeit tied in with the fundamental task of providing quality food products and reducing the specific vulnerability of islands in their dependence on food supplies by opting for food security and self-sufficiency and introducing instruments with a high scenic potential, such as agricultural parks.

One law with a big potential impact on landscape protection and management and on the quality of the evolution of landscapes was Act 2/2014 of March 25th on land use and planning until it was repealed by Balearic Urban Planning Act 12/2007 of December 29th, which entered into force on January 1st 2018. The act aspired to regulate all administrative activities in matters concerning urban planning, developing the Balearic autonomous community's scope of authority over urban planning legislation while also establishing a system for

³See Balearic Agricultural Act 3/2019 of January 31st.

integrating and incorporating it into spatial planning through a more global vision.

What is surprising about the 2014 act, in matters relating to the landscape, is that it excluded the regulation of uses and activities on rural land, consigning this to specific legislation. The Balearic Urban Planning Act of December 29th 2017 maintains the same codifying purpose as the 2014 act. However, it also includes the regulation of rural land, an area that was missing from the previous act, which thus relinquished the basic goal of all urban planning legislation: a single regulation for all three types of land. The 2017 act reiterates the previous one's measures for the conservation and improvement of nature, flora and fauna, and for the protection of cultural and landscape heritage, while also taking into account "the effects on the landscape that all urban planning activities have". There is one significant change concerning rural settlements. In the classification of rural land in Article 26, rural settlements (treated as urban land in the repealed act) are established as constituting a special category, construed as settlements of grouped buildings of a mainly residential nature.

In the review of Balearic legislation relating to landscape protection and management, Balearic Environmental Assessment Act 12/2006 of August 17th is particularly interesting in relation to spatial and urban plans and other sectoral policies with environmental impacts. It is important to note that in the documentation of environmental impact

studies, as well as the minimum documents established in the base law, an appendix is included on possible landscape-related impacts (without any regulatory specifications) "bearing in mind both the assets that the Balearic Islands' landscapes represent and the validity of the European Landscape Convention, approved by the Council of Europe on October 20th 2000, which entered into force in the Spanish State on March 1st 2008" in the judicious words of the Balearic act.

In part 2 of the Landscape Strategy, special attention has been given to a critical review of the contents of the Mallorca Spatial Plan in matters relating to the landscape. The Plan, which develops the Spatial Planning Guidelines, contains numerous references to the landscape and also to the landscape as a dimension in spatial planning in Mallorca, both in the background report to the 2004 Plan and in its planning policy, although the latter does not always manage to meet the expectations generated in the report. As for the planning policy of the Mallorca Spatial Plan, the Landscape Strategy refers to the consolidated text of February 2011, which contains significant changes in matters concerning the landscape brought about by the second amendment of the Mallorca Spatial Plan, duly approved by the Consell de Mallorca. In the opinion of this report, it is this amended version that partly paved the way for the current revision of the Mallorca Spatial

Plan in relation to the landscape and for the drafting of this Strategy.

Section 10 starts by referring to the numerous, barely interlinked references to the landscape made in the background report of the Mallorca Spatial Plan, in the wording of its planning criteria, in the diagnosis of strengths, weaknesses and opportunities ("the creation of a landscape assessment network") and in the formulation of a spatial model. In the latter, two main tasks are contemplated with regard to the landscape: the creation of Spatial Conversion Areas (ART according to the Spanish acronym) in order to improve their environmental and scenic quality, and the identification and regulation of areas withdrawn from urban development in which there is an evident need for the preservation and management of predominantly natural rural landscape values. Explicit references to the landscape can be found in proposals for new growth; the protection and fostered appreciation of urban and architectural heritage and certain features and areas of rural ethnological interest; and in the specific treatment that the Serra de Tramuntana deserves, even years before it was declared a UNESCO World Heritage Site.

When the Mallorca Spatial Plan's planning policy is compared with the contents of the background report, a certain lack of

coherence can be seen between the report's outlined approach to the landscape and the planning policy's scanty references in its stated purpose and objectives. What is missing is a more specific defence of the landscape in the preliminary section.

In the critical review of the regulations of the Mallorca Spatial Plan contained in point 10.2 of part 2, whose most significant aspects are summarized here, specific mention is made of the treatment of the landscape in areas withdrawn from urban development. In addition to the conventional protective practice of zoning and regulating uses, the planning policy contains a chapter (chapter 3 of section II) entitled "Landscape Integration". However, its contents and the text of point 21 of the planning policy on "supra-municipal environmental and landscape integration units" (with the characterization and assessment-related limitations of the Mallorca Spatial Plan indicated in the text) really regulate the conditions of buildings and installations (maximum built area, maximum percentage of a plot occupied by buildings and other built elements, elevations, materials, roofs etc.), their position and implementation, and the conditions of the part of the plot not occupied by buildings (i.e. in a regulated system of specific uses).

Despite the merit of the conditions for integration contained in point 22 of the planning policy, the main criticism is the limited scope of this applied notion of landscape integration, merely applicable to certain uses on rural land, together with the very limited role of landscape units in the different landscape integration measures and, in general, the absence of high-quality objectives and guidelines or specific recommendations with regard to the character and values of each unit.

Section IV on "Spatial Conversion Areas and Areas for Landscape Intervention" has bearings on the landscape, particularly when the justification for the 2011 second amendment to the Mallorca Spatial Plan is taken into account. This led to a reduction or to a change in the Spatial Conversion Areas in the 2005 Mallorca Spatial Plan through the application of the principle of sustainable spatial development and the introduction of an important new figure in matters concerning the landscape: Areas for Landscape Intervention, made up of former Spatial Conversion Areas in degraded settings on the fringes of municipalities: the Palma-Marratxí boundary, the Son Servera-Sant Llorenç boundary, Alcudia's old power station, and settings like those of La Real and Son Reus.

Lastly, in this summary of the Mallorca Spatial Plan's planning policy, it should be noted that, in addition to express mention

of landscape integration in chapter 3 of section II, there are other interesting references to landscape integration measures in the planning policy on infrastructure and services (section VI, chapters I and II), in the section on affected areas of Sectoral Master Plans, and in section VII "the Implementation and Management of the Plan". This includes a proposal of undeniable interest in the development of the Consell de Mallorca's landscape policy—both within the plan and outside it—, consisting of the creation of "a technical office and observatory for the guidance, monitoring and management of Mallorca's landscape policy, founded on the base strategies of the European Landscape Convention" (Point 70.2.b).

Based on the critical review in section 10 of the treatment given to the landscape in the Mallorca Spatial Plan, section 11 contains an open-ended proposal for linking up the landscape policy through the said Plan. As indicated in this document, a proposal of this nature must take into account two key circumstances: on the one hand, a diagnosis of the evolution of the landscape during the period of the Mallorca Spatial Plan's implementation, reviewed in terms of the efficiency of its corresponding planning policy in safeguarding and enhancing the landscape; and, on the other, what the scope of the current revision should be.

The proposal is made in a context of a partial review, taking into consideration the new crisis and post-crisis economic scenario—a situation that has not halted factors like the island's densification (albeit with the containment of residential and tourist areas), the urban development of rural land and the tertiarization of rural space, as in other mature Mediterranean tourist destinations; some spatial disorganization in the development of new infrastructure and economic activities stemming from sectoral policies; and very little development of policies relating to the landscape, combined with the inoperability of some measures to put the Plan into action, particularly in spatial and landscape protection and management and in the activation of cultural heritage. And all this has gone hand in hand with feeble efforts to implement spatial sustainability policies, with little adaptation to subsequent new legislation.

Based on all this and taking advantage of the revision of the Mallorca Spatial Plan, the first provisional recommendation is to adopt the European Landscape Convention's road map, concept, approach and lines of action. Secondly, the document also suggests the formulation of a set of general landscape quality objectives in accordance with the European Landscape Convention's understanding of them, ten of which are put forward as suggestions. Thirdly, some ideas are proposed to systematize and link up the Mallorca Spatial Plan's landscape-

related input in its future revision, partly outlined in the development of the Landscape Strategy's objective 2. Bearing in mind the European Landscape Convention's lines of action—protection, management and planning—, to which this document and the Strategy have added public access, interpretation and enjoyment of the landscape, in order to protect the non-urban landscape as a whole and its features, zoning and the regulation of rural land uses are suggested. Some more protectionist amendments to the matrix of uses are advisable in terms of certain residential or other types of developments, together with a new category of Area of Agricultural Interest: grain producing, which is not currently considered. The protection of urban landscape values at a spatial level (that is, the integration of settlements into the landscape, in particular traditional/historical ones, taking into account their location and position, their relations with their immediate surroundings, and noteworthy silhouettes and façades) could be improved upon in the revision process, notwithstanding the merit of what is already established in point 7 of the planning policy and in chapter II of section V on urban and architectural heritage.

Landscape management means 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. As

mentioned previously, the associated contents of the Mallorca Spatial Plan should not be limited to what is contained in section II on "landscape integration" in areas withdrawn from urban development. The planning policy of the Mallorca Spatial Plan also contains numerous guidelines, indicated in this document, that fit in with the idea of landscape integration and management, in accordance with the European Landscape Convention. This circumstance should be pointed out, for instance, in the section with the general provisions or where the Mallorca Spatial Plan's main areas relating to the landscape are mentioned, in association with what is established in the European Landscape Convention. At the same time, Spatial Conversion Areas and Areas for Landscape Intervention fit in well with planning aspects (the reclassification and regeneration of landscapes) of an essentially forward-looking nature, in accordance with the European Landscape Convention, particularly after the 2011 second amendment to the Mallorca Spatial Plan. In this case, the recommendation is that Spatial Conversion Areas, or most of them, should be considered Areas for Landscape Intervention, hence clarifying their status and objectives and reinforcing the Consell de Mallorca's landscape policy through the Mallorca Spatial Plan.

Lastly, in terms of public access and the interpretation and enjoyment of the landscape, the recommendation is that a

Mallorcan network of access to the island's natural, cultural and scenic heritage should be organized, reinforcing it with more scenic routes and vantage points and improving their equipment and interpretation.

Based on these premises, the Consell de Mallorca's Landscape Strategy, outlined in section 5, is organized thus. First it outlines the European Landscape Convention's approach, concepts, objectives and policy-based lines of action, highlighting the territorial notion of a landscape and the need to protect, manage and plan landscape values throughout the whole island, in accordance with their characteristics and condition. It also outlines the general and specific measures posed by the Convention, which are transposed in one way or another to the Strategy.

Set forth below are the criteria on which the Strategy is based, highlighting its integrative concept of the landscape, the need to act in matters concerning the landscape throughout the whole of the island and on different scales, and the need to emphasize the character of a landscape as a value and strength in sustainable insular and local development. Having explicitly described the purpose of the Strategy as a contribution to territorial governance, in terms of political and administrative coordination and cooperation through a holistic, integrative

approach to the landscape, demonstrating to the population that a landscape policy is a priority on the Consell de Mallorca's administrative agenda, the contents of the Landscape Strategy are organized around six main objectives:

- I) To boost knowledge, training and a raised awareness in matters concerning the landscape.
- II) To put landscape protection, management and planning into practice, in accordance with the European Landscape Convention, through the Mallorca Spatial Plan's general spatial policy.
- III) To incorporate the landscape as a dimension in sectoral policies and instruments with an impact on the landscape.
- IV) The specific promotion of the protection, management and activation of landscapes of cultural interest in Mallorca.
- V) To promote public access to the landscape and its interpretation.
- VI) To boost cooperation in matters concerning the landscape with Spain's autonomous communities, the Spanish State, the Council of Europe's Member States and other international bodies.

Objective I, on boosting knowledge, training, and a raised awareness in matters concerning the landscape, poses the need for an institutional support in the form of a Mallorcan landscape observatory or studies centre, together with the promotion of educational, training and awareness-raising activities on the nature and values of the Mallorcan landscape.

In accordance with the European Landscape Convention, **objective II** refers to putting into practice landscape protection, management and planning through spatial and urban planning instruments and policies. Without overlooking the importance of other public policies in matters concerning the landscape, the European Landscape Convention lends an active role to spatial and urban planning insofar as these regulations and instruments are aimed at defining, guiding and regulating numerous territorial processes with a high impact on the landscape. That is why the Landscape Strategy lends so much importance to this objective, which comes under the scope of authority of the Consell de Mallorca, to be developed in the Mallorca Spatial Plan currently in the process of revision, and in urban planning.

Objective III, on the landscape's inclusion as a dimension in other sectoral policies and instruments that impact on the landscape, complements the previous one. In accordance with the European Landscape Convention, it focuses public action on

certain areas with important repercussions on the state and evolution of the landscape. Certain landscape-related strategic areas and lines of action under the Consell de Mallorca's scope of authority are put forward in the Strategy, such as historical and cultural heritage; agriculture; rural and local development; tourism information, promotion and planning; and policies relating to the natural environment. In addition to formulating strategies and guidelines for the aforementioned policies, it also contains general landscape recommendations and guidance on matters regulated in sectoral plans; that is, Sectoral Master Plans with a high impact on the landscape, in particular those under the Consell de Mallorca's scope of authority, such as the Sectoral Master Plans on Roads, Quarries and Commercial Facilities. Likewise, guidelines on landscaping and integration are included for the Balearic Sectoral Master Plan for Energy, which comes under the Balearic Government's scope of authority.

Objective IV, on the specific promotion of the protection, management and activation of Mallorcan landscapes of special cultural interest, is based on the recognition of the wide variety of landscapes of this type found on the island and the need for specific initiatives aimed at their conservation, management and fostered appreciation as heritage of educational and tourist interest and for public enjoyment in general. The strategies and guidelines refer to both the Serra de Tramuntana as a

Cultural Landscape on the UNESCO's World Heritage list, fostering its integrated coordinated treatment, and to the formulation of a strategy to safeguard and activate landscapes of cultural interest in Mallorca.

The strategies and guidelines of **objective V** are directed at fostering public access to the landscape and its interpretation insofar as landscape policies are construed by the European Landscape Convention as being tied in with spatial sustainability and people's quality of life, and it incorporates an initially visual, multi-sensory perceptual dimension to the landscape. A landscape policy must thus promote access to the landscape and provide the means for its observation and interpretation, hence leading to a great knowledge, appreciation and respect by the population.

Lastly, also in accordance with the recommendations of the European Landscape Convention, **objective VI** alludes to boosting cooperation in matters concerning the landscape on different scales, from an autonomous community level to an international one, in particular with Council of Europe regions and Member States, in studies of the landscape-related dimension of international policies and programmes and good practices. This is a path already embarked on by the Consell de Mallorca, in which further headway must be made through the Consell de Mallorca's presence in networks for cooperation

and the monitoring of the European Landscape Convention and its membership of other autonomous community and international networks for cooperation in matters relating to the landscape.

Each of the aforementioned objectives has been embodied in a certain number of strategies and these, in turn, have been transposed into guidelines or lines of action. In the table attached in the appendix, a chart summarizing the strategies and guidelines/lines of action can be seen.

7. Summarized chart of the Landscape Strategy

Objectives	Objective-based strategies	Objective-based guidelines
<p>I To boost knowledge, training, a raised awareness and public participation in matters concerning the landscape.</p>	<p>I.1. Fostering knowledge and assessments of the landscape through an institutional framework (instruments and the necessary studies)</p> <p>I.2 Developing educational and training initiatives</p>	<p>I.1.a. Reinforcing the Consell de Mallorca's technical and administrative support structure relating to the landscape I.1.b. The creation of atlases or catalogues and landscape studies I.1.c. Guides to good practices / Landscape award I.1.d. A technical landscape office or landscape observatory I.1.e. Support for and the promotion of legislative initiatives relating to the landscape I.1.f. The creation of a digital image bank</p> <hr/> <p>I.2.a. Educational guides and other teaching materials I.2.b. Other informative and educational initiatives I.2.c. Landscape training and technical skills development</p>
<p>II To put into practice landscape protection, management and planning through the general spatial policy envisaged in the Mallorca Spatial Plan (PTIM according to its Spanish acronym).</p>	<p>II.1. The incorporation of the European Landscape Convention</p> <p>II.2 The protection of rural, urban and coastal landscapes</p> <p>II.3 Landscape management and integration in processes of territorial change</p> <p>II.4 The planning of supra-municipal degraded obsolete landscapes</p>	<p>II.1.a. The European Landscape Convention's definition of the landscape in the Mallorca Spatial Plan II.1.b. Landscape protection, management and planning II.1.c. Fostering right of access to the landscape and its enjoyment</p> <hr/> <p>II.2.a. Safeguarding the rural landscape: its zoning and regulation. II.2.b. The protection of the urban landscape in its spatial context II.2.c. Inland urban landscapes and municipal planning II.2.d. Management of coastal landscapes</p> <hr/> <p>II.3.a. The integration of new residential and tourist developments into the landscape II.3.b. Conditions for the integration of the landscape on rural land. II.3.c. Installations and the landscape</p> <hr/> <p>II.4.a. Projects for the reclassification, restoration and enhancement of everyday landscapes in peri-urban and tourist settings II.4.b. The spatial and ecological connectivity of landscapes of special value</p>

<p>III Incorporating the landscape as a dimension in sectoral policies and instruments that impact on the landscape</p>	<p>III.1 Historical and cultural heritage and the landscape</p> <p>III.2 Agriculture, rural development and the landscape</p> <p>III.3 Natural environment policies and the landscape</p> <p>III.4 Landscape diversity and quality, and tourism policies</p> <p>III.5 The scenic classification and adaptation of road infrastructure</p> <p>III.6 The integration of commercial facilities into the landscape</p> <p>III.7 The landscaping of mining and quarrying activities</p> <p>III.8 Landscape integration in energy sector planning</p> <p>III.9 Landscape integration in waste management planning</p>	<p>III.1.a The landscape and management of the background settings of Assets of Cultural Interest (BIC according to its Spanish acronym)</p> <p>III.1.b. The interpretation of the relations between cultural assets and the landscape</p> <p>III.1.c. Landscapes of special cultural interest</p> <p>III.1.d. Fostering traditional dry-stone building techniques</p> <p>III.1.e. Cataloguing unique dry-stone ethnological features</p> <hr/> <p>III.2.a. Designations of origin, protected geographical indications and the landscape</p> <p>III.2.b. The conservation of landscape features and rural development</p> <p>III.2.c. Agricultural parks and management of rural landscapes</p> <p>III.2.d. Boosting certain agricultural and hunting landscapes</p> <hr/> <p>III.3.a. Environmental education and the landscape</p> <p>III.3.b. Landscapes, protected spaces and rural estates owned by the Consell de Mallorca</p> <p>III.3.c. Landscape interpretation of routes and paths</p> <p>III.3.d. Environmental training programmes and the landscape</p> <hr/> <p>III.4.a. Tourism information and promotion and the landscape</p> <p>III.4.b. The Tourism Intervention Plan and the landscape</p> <p>III.4.c. The preservation of areas of scenic value in tourist areas</p> <p>III.4.d. Landscape criteria and the reclassification of degraded tourist areas</p> <p>III.4.e. The drafting of Special Landscape Plans</p> <hr/> <p>III.5.a. The incorporation of the landscape as a dimension in the Sectoral Master Plan on Roads</p> <p>III.5.b. Landscape enhancement projects for roads and accesses to communities.</p> <p>III.5.c. The adaptation of roads for the contemplation of the landscape</p> <hr/> <p>III.6.a. Diagnoses of the scenic impacts of commercial facilities</p> <p>III.6.b. Landscape integration measures</p> <p>III.6.c. The landscape quality of commercial facilities</p> <hr/> <p>III.7.a. The landscape as a dimension in the revision of the Mallorca Sectoral Plan on Quarries</p> <p>III.7.b. The fragility of the landscape and the delimitation of mining areas</p> <p>III.7.c. Giving priority to the restoration of quarries and the landscape</p> <p>III.7.d. The special regulation of activities in the Serra de Tramuntana</p> <hr/> <p>III.8.a. Landscape suitability for renewable energies, on an insular and a municipal scale</p> <p>III.8.b. "Landscape impact reports" and photovoltaic and wind energy</p> <p>III.8.c. Technical and design solutions to mitigate landscape impacts</p>
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<p>III</p>	<p>III.10 The incorporation of the landscape as a dimension in cooperation with water resource policies</p> <p>III.11 Economics and the landscape</p>	<p>III.9.a. The planning of waste storage and management areas III.9.b. Unified planning of the system of open spaces in Landscape Intervention Area II of the Mallorca Spatial Plan</p> <p>III.10.a. The treatment of the landscape in interventions to water courses and wetlands III.10.b. The incorporation of water resource policies in enhancing and reclassifying the landscape III.10.c. The landscape's interaction with public water resources III.10.d. The recognition of landscapes associated with irrigation and drainage systems</p> <p>III.11.a. The introduction of the landscape as a variable in economic management tools III.11.b. The incorporation of landscape integration measures in the construction of infrastructure and services on rural land III.11.c. In action to restore the legality of urban developments, the fostered adaptation of the surrounding landscape III.11.d. The incorporation of landscape requirements in calls for applications for grants</p>
<p>IV To foster the protection, management and activation of landscapes of special cultural interest</p>	<p>IV.1 An integrated, coordinated approach to the Serra de Tramuntana's protection, management, planning and public use</p> <p>IV.2. Safeguarding and activating landscapes of cultural interest</p>	<p>IV.1.a. Unified treatment of the Serra de Tramuntana in the Mallorca Spatial Plan IV.1.b. The application of "heritage assessment impacts" in the Serra de Tramuntana IV.1.c. Boosting the activities of the Serra de Tramuntana Consortium</p> <p>IV.2.a. The characterization of landscapes of cultural interest IV.2.b. Management plans for landscapes of high cultural interest IV.2.c. The drafting of a guide to landscapes of special cultural interest</p>
<p>V The promotion of public access to the landscape and its interpretation</p>	<p>V.1 The integration and coordination of thematic routes of historical, natural and heritage interest</p> <p>V.2 The road network's scenic adaptation to improve contemplation and the interpretation of the landscape</p>	<p>V.1.a. An island network of access to the landscape V.1.b. The Mallorca Spatial Plan's heritage routes V.1.c. Landscape information and interpretation</p> <p>V.2.a. An inventory of Mallorca's scenic roads V.2.b. The creation and/or adaptation of vantage points V.2.c. The creation of parking areas V.2.d. Equipping scenic vantage points with digital and non-digital landscape interpretation materials</p>

<p>VI To boost international cooperation in matters concerning the landscape with the general State and autonomous community authorities</p>	<p>VI.1. The Consell de Mallorca's presence in monitoring the European Landscape Convention</p> <p>VI.2. Integration in all kinds of landscape cooperation networks</p> <p>VI.3. The Consell de Mallorca's promotion of cooperation networks and initiatives in order to reinforce landscape policies</p>	<p>VI.1.a. Participation in international congresses and seminars run by the Council of Europe</p> <hr/> <p>VI.2.a. Fostering technical cooperation in landscape projects with town councils</p> <hr/> <p>VI.3.a. The organization of technical seminars with the collaboration of the university community</p> <p>VI.3.b. The promotion of associative networks for the development of landscape policies</p> <p>VI.3.c. Fostering stewardship networks</p> <p>VI.3.d. Support for other networks that develop landscape projects</p>
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