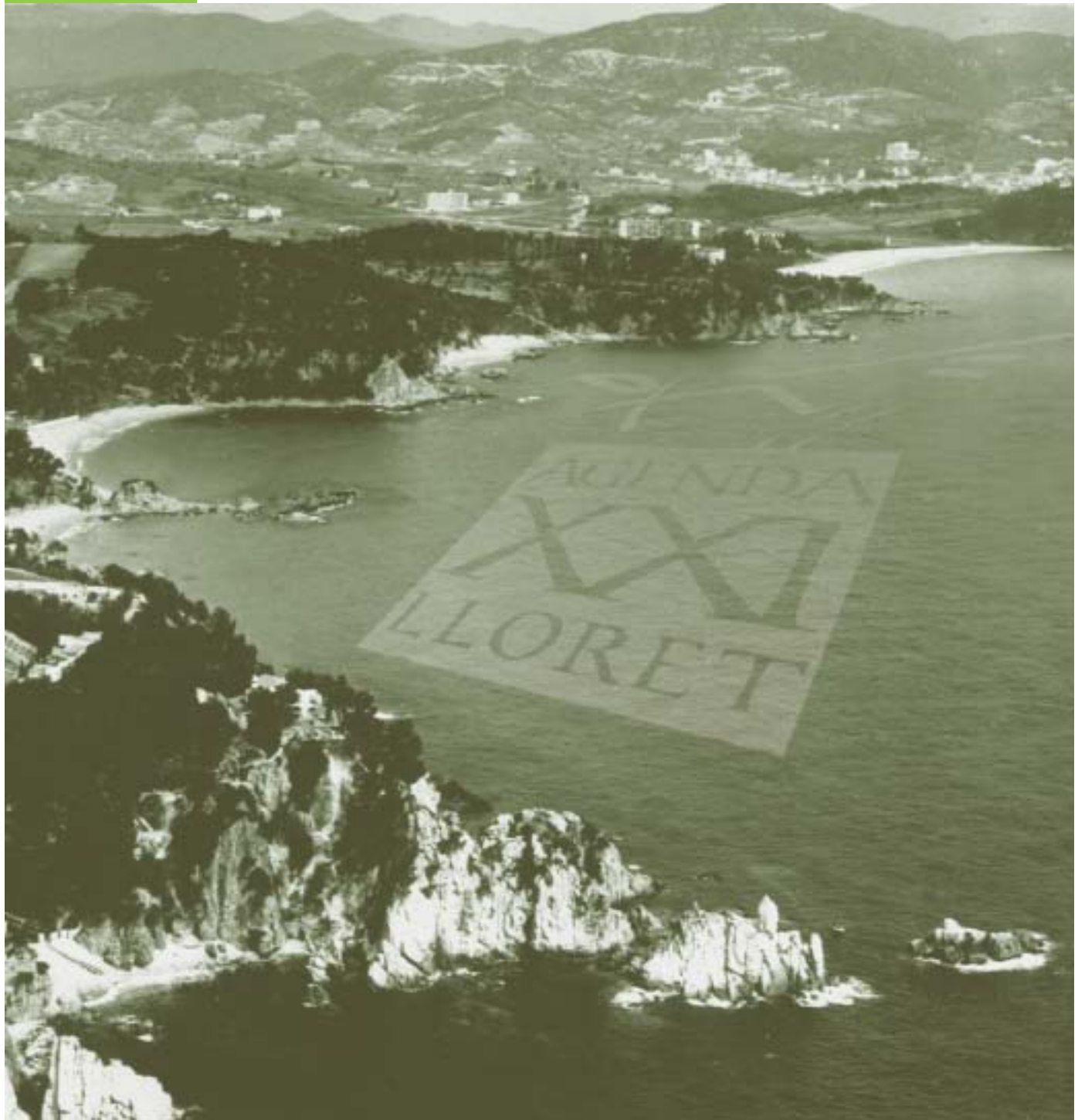


AGENDA XXI
LLORET de MAR



With the collaboration of:





“SUSTAINABILITY
IS NEITHER A DOGMA,
NOR A RHETORICAL DISCOURSE,
NOR A MAGICAL FORMULA.
IT IS AN INTELLIGENT AND
SELF-ORGANISATIONAL PROCESS
WHICH LEARNS, STEP BY STEP,
AS IT GOES ALONG.

The Sustainable City
Institut d'Edicions de la Diputació de Barcelona i del Centre de
Cultura Contemporània de Barcelona, 1998

This is the initial document of Lloret de Mar's Local Agenda XXI, a citizens' initiative in cooperation with the Lloret de Mar Town Council.

English Edition

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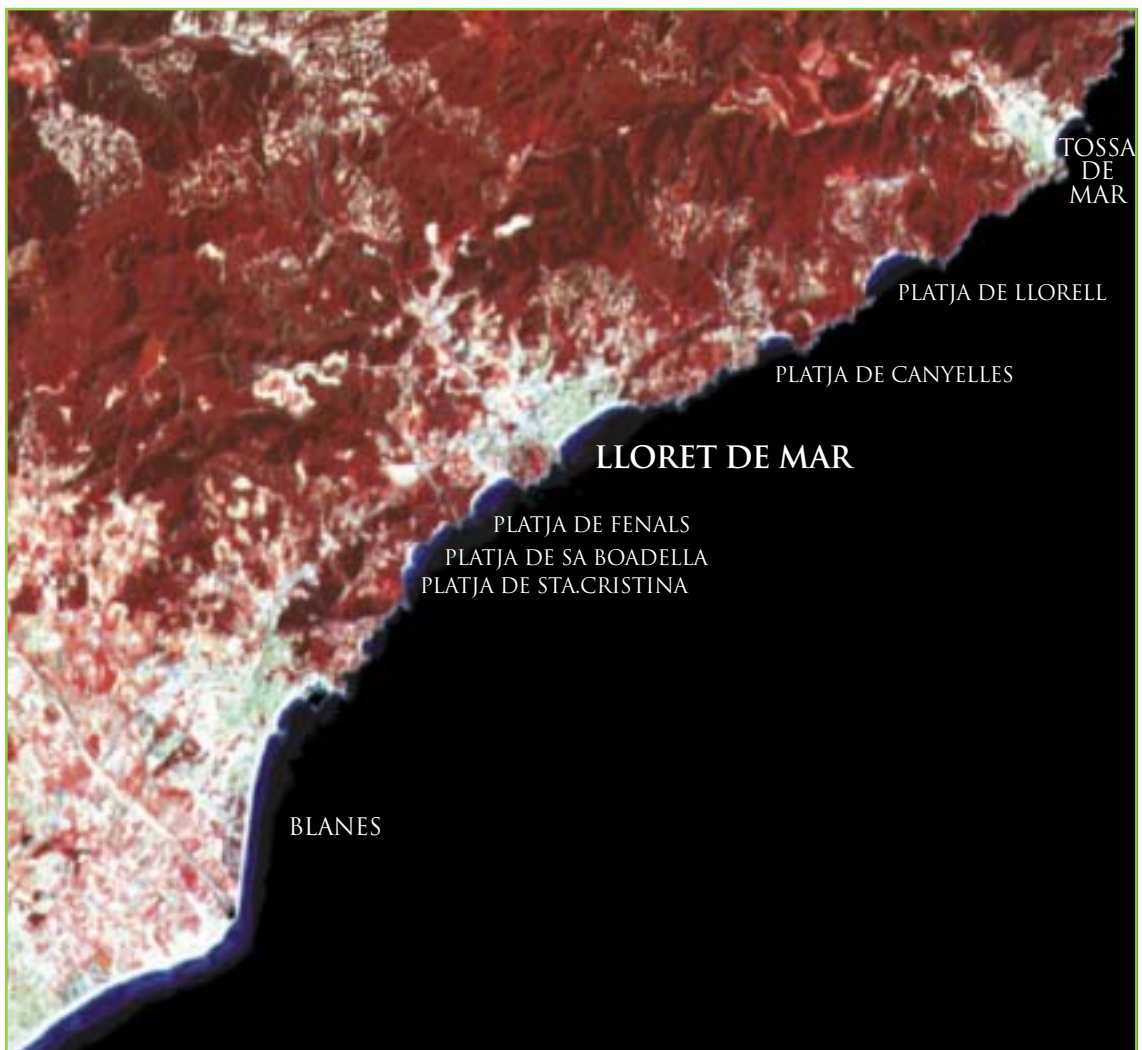
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LLORET DE MAR IN THE WORLD.



SATELLITE VIEW OF LLORET DE MAR.



RGB composition from a SOPT multispectral shot taken on April 12, 1996.
*Vegetation-covered areas are depicted in red,
inhabited areas in blue and white,
and the sea in black.*



1 LLORET DE MAR AT THE TURN OF THE CENTURY.

1.

LLORET DE MAR AT THE TURN OF THE CENTURY.

This document speaks, naturally, of sustainability from an environmental perspective, taking the environment concept in its broadest sense. This could not have been otherwise, since it is intended to be the initial document of the Lloret de Mar Agenda XXI.

But this document speaks primarily about Lloret. And even more specifically, of the future of Lloret in the middle and long term, although logically this must be based on the most correct analysis possible of the present and on a broad overview of the basic events and features of the recent past which have led it to its present state.

Our present is that we have mass tourism with all the implications that this entails. Thus, we strive to seek a "balance" between the development of tourism - making it clear that it should not be Lloret's only economic activity -, its future profitability, and the development of a city or town—Lloret—that is vulnerable, both in its natural and its urban medium. It should be stressed that there is no such thing as "good" or "bad" tourism; rather, one must speak of good or bad management.

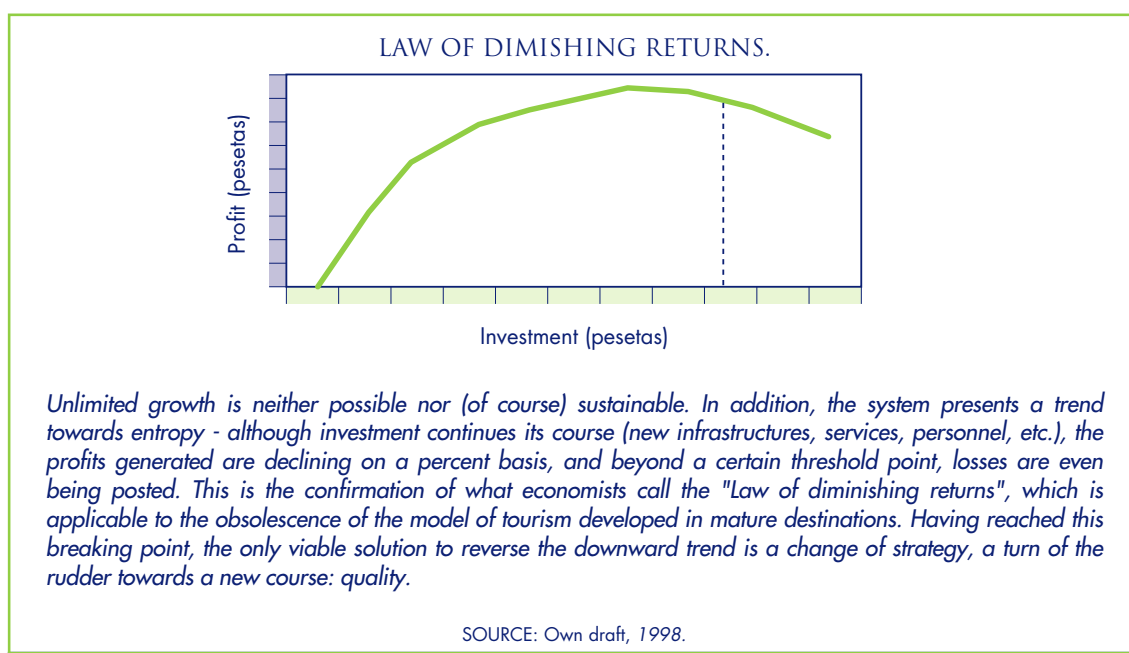
Is Lloret's present good? The answer to this type of question is never fully black or white. The same goes for the question which really interests us: Is Lloret's future good? There are some things which are going well and others which are not; arguments abound in defence of either position. We might say that Lloret is doing well and poorly at the same time. Let's take a look at it from a global perspective, without entering into detail.

Good Scorecard for Lloret:

- Wealth is being generated. After nearly a century of demographic stagnation, and with an economic activity virtually limited to a primary subsistence sector, tourism has brought about a spectacular growth and transformation. Per capita income is relatively high, and long-term unemployment is negligible.
- The inflow of tourists is not endangered. Although there are uncertainties and fluctuations in these flows, there is nothing that might lead one to suspect any significant downturn. The agility of Lloret's entrepreneurs in tapping new emerging markets confirms this opinion. The WLO has revised existing forecasts upwards, and estimates that there will be some 1,100 million tourists in the year 2005. Of these, over 30% are expected to choose Mediterranean destinations.
- Lots of things are improving. Both the public and private sectors have been investing heavily in recent years in improving and adapting installations, equipment and spaces. There are also qualification processes under way (Hotel Quality Plan, Excellence Plan, etc.) to improve the supply side.

Bad Scorecard for Lloret:

- Overall profitability is declining. Occupancies within optimum limits are required. In this way, relatively small fluctuations, which are inevitable because they depend on factors that are beyond our control, determine "good" or "bad" seasons. This is in part logical in a competitive market, but also, in part, it is the result of a weak positioning and pricing of our product in this market.



- The actual situation, but perhaps even more the image, of Lloret just having an excessive specialisation in a certain type of tourism (by type, origin, behaviour) has created and continues to create incompatibilities with other types of demand.
- The environmental setting (in its broadest sense – physical milieu, urban milieu, the pulse of the citizenry, the relationship between Lloret's inhabitants and tourists) is subjected to heavy strain and tends towards degradation.

In short, perhaps it could be said that, depending on the current and powerful inertia, Lloret can continue to live and function for many years with tourism as its base, but in the middle and long term a drop in profits should be expected, with a corresponding serious deterioration of the environmental, identitary and social context.

This duality, this simultaneously running "good" and "bad" scorecard, is not an exclusive trait of Lloret; this is true most anywhere and with most anything. There are, however, two less common characteristics which can be found in our town:

- On one hand, a great and sudden urban and demographic growth, a profound economic and social transformation which has taken place in a very short period, relatively speaking. Tourism has generated some of these cases of vertiginous transformation which

RETROSPECTIVE IMAGES OF THE FENALS SECTOR.



1960s



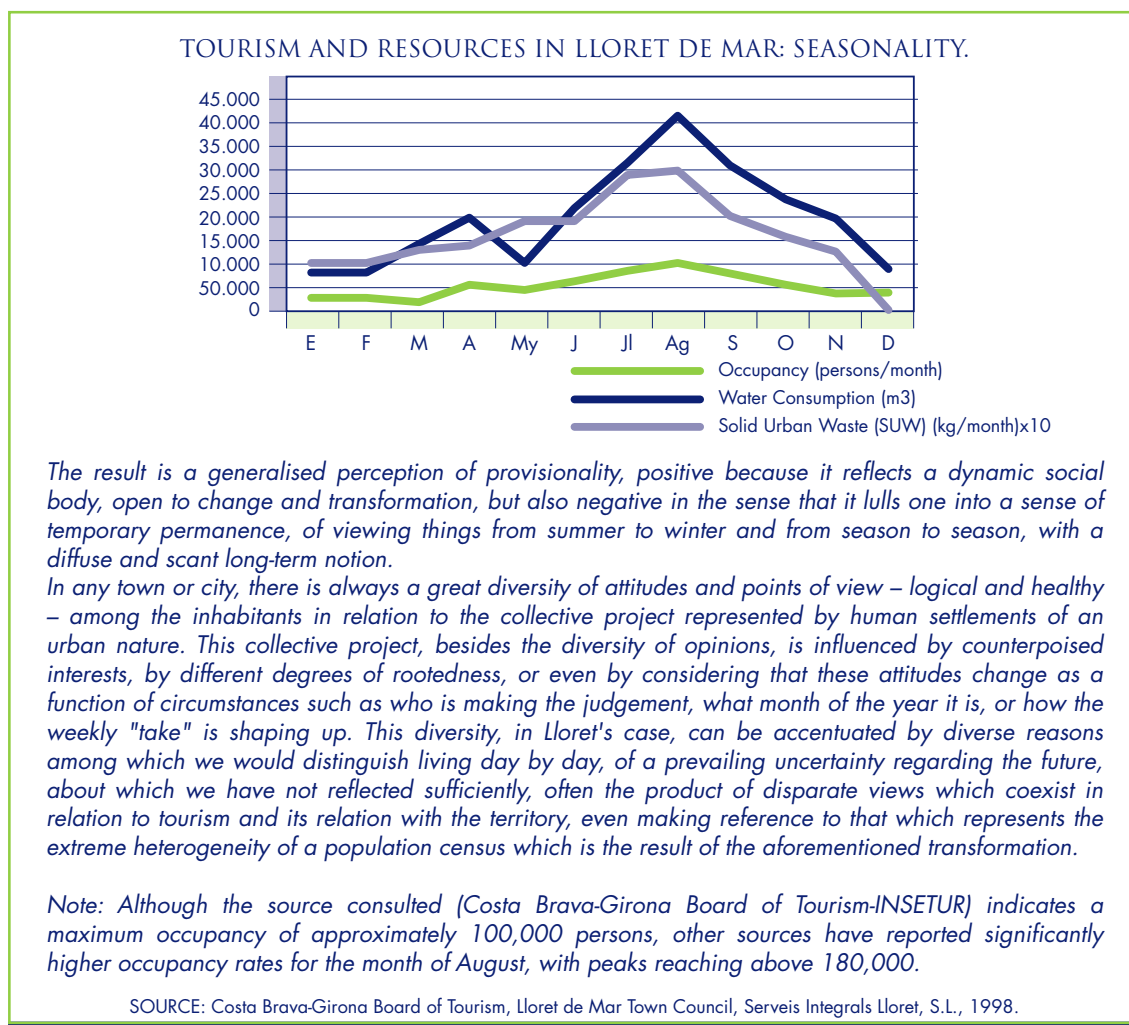
1970s



SOURCE: Local Agenda XXI, 1998.

has taken place in a very short period, relatively speaking. Tourism has generated some of these cases of vertiginous transformation which according to sociologists and anthropologists can be compared historically only to the result of certain colonisation processes or mass migratory movements.

- On the other hand, the seasonal cycle of tourist activity which, together with the fact that almost all the city's inhabitants are directly or indirectly linked to the tourist trade, configures a population with extremely diverse visages depending on this seasonal cycle.



The Consequences of Diversity.

The result of this diversity is a virtually infinite scope of attitudes which, in the extremes, and almost characterising, range:

- From the denial or underestimation of the problems, to the affirmation that "everything's disastrous".

- From the mythification of natural resources, as if they were unique in all the world, to an almost systematic depredation.
- From the permanent search for guilty parties (the media, the government, other subsectors, the climate, tourists...) to the ingenuous line of thought that "We're the best – there's nothing wrong at all".
- From the simplification of believing in magical solutions or obstinately insisting on a single specific problem (often only of relative importance), to giving up when faced with complexity and deciding that there is nothing one can do.
- From the nostalgia which leads one to believe that it is enough to preserve a few emblematic areas and identifying symbols, to the belief that it is necessary to accentuate a so-called "cosmopolitan" model to extend the standardisation and lack of differentiation in relation to most of the world's coastal tourist destinations.
- From believing that the simple fact of acting seriously and responsibly is enough to merit special honours, to the cynical view of Lloret as only a place where there is money to be made (squeezing the lemon to the very last drop) only to spend or invest it elsewhere.
- From the belief that everything must revolve around tourism ("*Lloret should be like one big hotel!*") to the abstraction of believing that it is possible to achieve a state of "normality" not conditioned by tourism, with all of its advantages and drawbacks.

Those of us who have embarked on the process of promoting Agenda 21 believe that, in its present but above all in its future, Lloret has very serious and complex problems. We also believe that we are more than capable of tackling these problems and solving them. The first condition is to assume this complexity. This global, ever-changing open society is more and more complex at all levels. We must learn to reflect and work taking into account many variables – both those variables which we can affect and modulate, and those over which we have no control yet are constantly changing. We must install ourselves in this complexity, leaving behind all simplification. We do not have - nor do we seek - closed, simple recipes: they simply do not exist.

Initial Premises:

- It is not possible to formulate a precise and concrete desideratum inspired by the cliché that "*We have to decide what kind of Lloret we want!*". This would be mere wilfulness – well-intentioned but sterile. A consensus for the real implementation of a single integral process in which multiple agents act in synchronous fashion is difficult. We must settle for a diffuse, fragmented, flexible and changing *desideratum*, consisting of a shared vision – albeit with imprecise outlines – about how we want certain things to be, and, above all, how we don't want them to be, which is often easier to determine.
- The horizon is long-term, and as such, it has no end. **A change of course is only possible with tenacity in order to maintain certain strategies with sufficient flexibility to adapt them to changes.** There are no immediate solutions, much less definitive ones. There are, simply, better or worsepaths. This does not detract from the importance of the short-term actions and decisions

which, logically, should be increasingly less contradictory with regard to strategies and objectives as these are shaped and assumed.

- Plans continue to be important to instrument strategies in the middle term, but **prospection is the main tool**. We can only define successful strategies if we are capable of designing them using good future scenarios as a basis, and not basing them on the currently available scenarios. Some examples:

- What mix of transport will tourists be using twenty years from now? Plane, coach, train, private car? If we base our reflections taking into account only the present scenario, our conclusions can veer far off the mark.

- The Tordera aquifer has been overdrawn for many years now, while the demands of the territory using this aquifer continue to rise. How will the problem be solved? With the rational optimisation of resources of the Tordera river basin itself? By implementing water-saving strategies? By transferring water from the Rhone or Ebro? By desalination? How will the price of water evolve? Beyond the dry and wet cycles, all of this conditions or should condition decisions in many different areas.

- How will the concept of urban mobility evolve? In the future, will it be possible and convenient for private vehicles to be able to penetrate all the way to the seafront?

- Will an increasingly single market, new buying habits and forms, and the transformation of tourist demand motives assure the endurance of an old quarter intensely slanted towards commercial uses and purposes? If not, what will happen to our old quarter? How can its decline be avoided? What consequences would there be if it cannot be avoided?

- **We must go to the root of the problems, with rigour and depth.** We are not accustomed, we usually scratch only the surface. We detect and attack the effects, their symptomatic manifestations – something which also must be done – but reflection aimed at defining strategies must get beyond this point.

- Especially after the 1992 World Summit in Rio de Janeiro, environment is a modern current of thought which aids in-depth reflection both conceptually and methodologically. For two reasons:

- Because overcoming strictly conservationist principles, its thinking is based on the ENVIRONMENT/ECONOMY/SOCIETY triangle, with its feet more on the ground, thus formulating the concept of sustainability, which intends to combine the satisfaction of humankind's current needs and the guarantee that future generations may also satisfy their needs the same as or even better than now.

- Because it has understood the globalisation of the world and its attending complexity, which obliges one to act locally because the number of variables to be taken into account, even though high, is more easily processed at the local than at the global level.

- Sustainability also means, among many other things, adapting the use of available resources to their rational carrying capacity. Sustainability is therefore not only an abstract, easy-to-assume concept (nobody is conceptually "against" the environment), but also a series of scientifically measurable parameters. We can cite for example the tourist formulas developed by Machado (1990) and by Mayol i Machado (1992), which show that there are tourist areas which have already exceeded their carrying capacity. We need to get used to reflecting, discussing and operating with this set of parameters. Everything is environment to some extent: an economy is only sustainable in a framework of environmental sustainability, of balance between resources and their use without depleting or deteriorating them; **a society (a culture, a way of life) is only sustainable in a framework of balance between an ineluctable globalisation and a singular cultural, identitary and anthropological milieu.**

- The competitiveness of tourist-oriented offerings depends – and increasingly so in the future – in the value-added they are capable of incorporating in the product in terms of environmental quality and singular, physical and anthropological attributes of the territory where they occur. Big tour operators know this very well, and they are already adapting their strategies in this direction. The level of demand of tour operators in this sense, and of the users themselves, will continue to grow in coming years. **Products that do not meet these requirements will lose ground and will be cornered into marginal market segments.** In other words, today, and more so in the future, the best and most effective tourist promotion will be to highlight these aspects.

INFLUENCE OF ENVIRONMENTAL CONDITIONS IN HOLIDAY DESTINATION DECISIONS.

ENVIRONMENTAL CONDITIONS	PERCENT
Beauty of landscape/scenery	51.2
Natural values	23.0
Water quality	27.2
Air quality	22.3
Local traditions	16.3
Local architecture	13.1
None/ don't know	23.1

SOURCE: General Secretariat for Tourism, Spaniards' Vacations in 1992.

- **A local sustainability project is, above all, a necessarily participative project.** Sustainability can only be achieved through the involvement of a lot of people, not only, nor primarily, through measures and proposals. It is above all a pedagogic process, a process of creating opinion, of cultural change. Modern environmentalism has initiated experiences in new forms of participation, not based on the populism of assembly-type formulas but on methodological rigour, the creation of work spaces and areas for many people, with the belief that proposals will prosper above all because of their validity.

These are the basic criteria which have prompted us to promote the Lloret de Mar Agenda XXI, which modestly intends to become a solid project of local sustainability. This document intends – with modesty yet at the same time with firmness and conviction – to become an initial tool, a simple starting point, an invitation to all to participate in this local sustainability project.

2.

A NECESSARY CHANGE OF COURSE.

2.

A NECESSARY CHANGE OF COURSE.

2.1 THE MATURING PROCESS.

2.1.1 **Tourism in the Mediterranean.**

Throughout history, the various peoples who have inhabited the Mediterranean Basin have nurtured strong ties to the presence of the sea. Phoenicians, Greeks, Persians, Egyptians, Romans, Byzantines, Ottomans, Arabs, Catalans, Genovese, Venetians... all of them voyaging peoples, conquerors, merchants, fishermen, with the Mediterranean as the witness and protagonist of their birth, expansion and decline.

The scenic beauty of its coastlines, its pleasant climate, the proximity to major source markets and the fact that it is the birthplace of Western culture, among other reasons, have made the north-western Mediterranean coast the world's top tourist destination since the start of the tourist boom, with an overwhelming domination which has been threatened in recent years by the emergence of new destinations, both in the Mediterranean Basin itself (the Near East, Northern Africa) and faraway seas (Caribbean Sea, Indian and Pacific Oceans).

Tourism is one of society's most important phenomena in recent decades, both economically and socially, to the extent that one speaks of a veritable tourist industry since it has become one of the world's most important economic sectors, ahead of other more traditional sectors like the oil or automobile industries. For example, tourism revenues world-wide reached US\$423,022 million in 1996, with over 500 million tourists.

Tourism's role is even more important in the Mediterranean. Another example: Spain, France and Italy occupied the second, third and fourth place in the ranking of international tourism revenues in 1996, with income approaching US\$28,000 million each. Together, the three account for nearly 20% of world tourism. Even so, they lag far behind the absolute leader, the U.S., with revenues from tourism topping US\$64,373 million, 15.2% of the world total. And yet another example: of the 5 countries with most tourist arrivals in 1997, 3 are Mediterranean (France, Spain and Italy); of the top 20, 5 are Mediterranean (the three mentioned above plus Greece and Turkey).

The enormous economic and social power wielded by the tourist trade has radically changed the Mediterranean coast and its peoples. Today, this coastline is enormously modified and humanised, threatened by anthropic action, especially in those locations where tourism has had the longest impact. Few coastal areas can still boast a truly "natural" appearance. Man's imprint can be seen in the edification of most coastal areas, in the mass use of the beaches, in the water pollution, in the receding coastline...



Canyelles beach

SOURCE: Nautical Tourism Guide of Catalonia: The coast, marinas. Autonomous Government of Catalonia, Department of Trade and Tourism and Department of Territorial Policy and Public Works, Barcelona, 1985.

The Pressure on the Seacoast.

All of the aforementioned elements are concentrated in the beaches, in the most alluring sites, to the extent that the interest which they arouse becomes the main threat to their survival. Tourism, tourists and the very inhabitants of this territory have caused the environmental and scenic decline of the coastline and even of the immediate hinterland, for various reasons:

- The concentration of numerous production activities (agriculture, tourism, industry), infrastructures and millions of inhabitants in a strip of territory measuring few kilometres. This process is known as "littoralisation".
- The arrival in this same coastal strip of millions of tourists who generate an enormous demand for resources (water, energy, food, services...).
- The scarcity and vulnerability of resources along the Mediterranean resulting as much from the high demand of diverse activities and populations as from the significant environmental degradation directly or indirectly caused by human intervention.
- The adoption of a quantitative, rapid and aggressive growth model, based on short-term results and disregarding their environmental and social impact.

Having reached this point, it seems clear that a change of course is needed to redress a territory and a series of practices which have become unsustainable and, to a certain extent, incompatible. It also seems clear that, despite the difficulty, this reorientation is indispensable. The Mediterranean is worth it.

2.1.2 **Mature Tourist Destinations.**

The beaches of the Mediterranean continue to be the world's no. 1 tourist attraction, despite the competition since the late 80s from new destinations (the Caribbean, Pacific and Indian Oceans, etc.) and the development of new tourist-oriented practices (resurgence of rural tourism, theme parks, natural spaces, adventure sports, industrial tourism, urban and metropolitan tourism, etc.), which offer a renewed and different range of products which differ from the "sun & sand" of traditional destinations.

The "sun & sand" mass-tourism model which is characteristic of the Mediterranean coastline has led both to the spectacular urban, demographic and economic growth of tiny seaside localities inhabited by farmers and fishermen (who now live off tourism and for tourism) and to the growing deterioration of its natural setting.

This deterioration is due on one hand to the enormous proliferation of tourist-oriented infrastructures and facilities, both in terms of accommodations (hotels, apartments, second-home residential estates, camping grounds, etc.) and of complementary services targeting the tourist trade (bars, restaurants, discotheques, golf courses, water parks, etc.), and on the other hand to the effects caused by thousands of visitors, year after year (pollution, over-taxing of resources, etc.). Of course, to this impact we must add those caused by the local population. **Thus, altogether, the landscape of Mediterranean coasts has changed over the years: the grey of the concrete has replaced the green of the trees.** Obviously, this does not mean that infrastructures are not necessary or that they are evil or wicked in and of themselves. We only take note here of the change in the landscape of these coastal areas.

Causes for the Exhaustion of the Model.

The coastal tourism model, as it has been developed over all these years, is obsolete and is condemned to renovate itself, despite continuing to be the predominant international model of tourism. The main causes which indicate that the model is exhausting itself can be summarised in the following:

1. New trends in tourist demand compared to twenty years ago, with a preference for:

- Uniqueness.
- Differentiation.
- Apparent authenticity (theme-based).
- Non-deteriorated areas.
- Experience in the tourism phenomenon.
- Activity. Today's tourists are active and participative. They no longer wish only to roast in the sun and go out at night. Instead, they seek complementary activities (outings, cultural visits, sports, etc.) and they-tan wish to decide for themselves what they are going to do and not be tied down to what the tour operators have planned for them.

2. The growing deterioration of the natural setting and of the quality of tourist-oriented offerings in traditional or mature destinations.

3. The appearance of new, emerging destinations (the new periphery of pleasure), with a renewed, quality offer at competitive prices. The new destinations provide competitive advantages (exoticism, environmental and service quality, affordable pricing, etc.) compared to traditional destinations, which must react in order to meet the challenge of the new competition.

But what is a mature tourist destination? By mature tourist destinations we can understand those territories where the phenomenon of mass tourism began to take hold years ago (primarily the Western Mediterranean in the 1950s and 60s) so that by the late 1980s they represented a saturated, exhausted model which no longer provided any new appeal to tourists, and where the quality of tourist offerings had declined as the competition rose, with ever-diminishing yields. We can find this argument as well in the words of Fernando Prats, a Local Agenda 21 technical expert: *"Prices are lower and lower – in reference to the price of the tourist-oriented product – and the deterioration is higher and higher. This is an unsustainable process - sooner or later there will be a crisis: economic, environmental, and social."*

Like other sectors of the economy, tourism follows a specific "product life cycle" with a curve similar to that shown in the attached graph. Several stages can be identified in this process:

- A first stage, known as **discovery**, when tourism first begins to timidly take root in a territory. The practices in question are practised by a minority of tourists, with such activities being reserved to a privileged few; characterised by improvisation, singularity and the integration of the tourists in the territory they are visiting and with their surroundings.

- A second stage called the **launch stage**, where tourism grows spectacularly. Practices which were once for a minority are now within the reach of all; characterised by a tremendous quantitative increase both of demand and supply, following a discontinuous pace of growth.

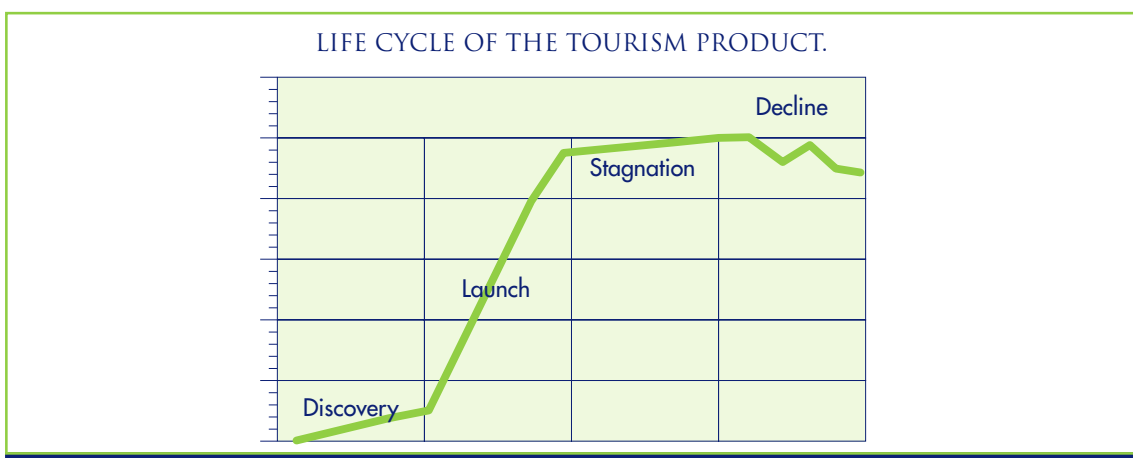
- A third stage of **stagnation**, where saturation is being approached: the quality of offerings declines, demand levels off, the environmental deterioration of the destination starts to become evident and alarming...

- A fourth stage of **decline**, which depicts the present state of mature tourist destinations. The failings which were glimpsed during the stagnation phase are clearly manifested. The model of tourism followed is exhausted and the situation needs to be redressed. The downward trend initiating the curve needs to be reversed. Faced with this situation, mature destinations can choose among several solutions:

1. Continued decline due to the passivity of public and private players, who continue to play out a model until no solution can be applied.

2. Stagnation by applying provisional measures which do not attack the root of the problems, only their most obvious effects.

3. A radical change of heart, which leads to the adoption of measures which even make one contemplate a new model of tourism based on sustainability and the integration of tourism in the territory, the economy and the local population.



IMPLICATIONS OF THE LIFE CYCLE MODEL FOR A TOURIST DESTINATION.

	Discovery	Launch	Stagnation	Decline
Features				
<i>Increase</i>	Low	Fast	Slow	Decreasing
<i>Private Profit</i>	Negligible	Maximum	Steady	Declining
<i>Cash Flow</i>	Negative	Moderate	High	Declining
<i>Visitors</i>	Innovators	Massive Influx	Massive Influx	Reluctant to Change
<i>Competitors</i>	Few	Growing	Many	Few
Answers				
<i>Strategy</i>	Market Expansion	Market Penetration	Defence of Market Share	Repositioning
<i>Marketing Expenses</i>	Growing	High	Decreasing	Consolidated
<i>Marketing Priority</i>	Education	Information	Frequency	Protection of New Markets
<i>Distribution</i>	Independent	Travel Market	Travel Market	Travel Market
<i>Price</i>	High (1)	Dropping	Low	Very Low
<i>Product Basic</i>	Not Standardised Improved	Standardised	Differentiated	Under Transformation
<i>Promotion</i>	Non-existent	Personal Sale Advertisements Public Relations	Personal Sale Advertisements Public Relations Promotions	Personal Sale Advertisements Public Relations Promotions

(1) Authors' Note: From the supply's point of view; not necessarily expensive for the demand.

SOURCE: Own draft, based on Cooper (1994).

All mature tourist destinations present general traits, regardless of their geographic location, since they all adapt to a similar model – either new spaces created especially for tourism, or pre-existing cities or towns which do their utmost to lure tourism. There is an initial feature, a basic assumption: tourist areas are different from non-tourist areas, so classical territorial zoning instruments, instruments which are being questioned regardless of their field of application, are not valid. The cities or towns in question show two different faces: peaceful, scantily populated in winter; crowded, hectic in summer.

Traits of Mature Mediterranean Tourist Destinations.

1. Overlapping. At tourist destinations, one cannot speak of a single territory, but rather of three territories which live together: a space of attraction (element which "provokes" the tourist's visit), a residential space (where people live) and a complementary space (where tourist infrastructures supporting the space of attraction are located).

These three spaces are interrelated – no clearly defined frontiers exist between them. Hence we speak of overlapping, because very different people (tourists and residents) share the same space (receiver) at the same time. Traditionally, planning has focused on residents, while private business initiatives have concentrated on the tourist trade. The optimum solution involves planning which takes into account the existing overlapping.

2. Concentration. The coastal area's main element of attraction is indisputably the beach, so tourists' attraction is clearly slanted in this direction: the farther away from the beach, the less value ascribed to the land (from the viewpoint of tourism and the economy). This causes an upward growing trend along the seafront, in an effort to avoid straying far from the main point of attraction, with its evident attending visual and scenic impact.

The complementary space is concentrated around the space of attraction, so that:

- a. If the space already existed prior to the rise of the tourism phenomenon, the process *generates spatial segregation* (residential space concentrates inland, and the space reserved for tourism is bunched along the seafront).
- b. If the city or town did not exist previously, or if it was very small to start with, then a new city model is created, characterised by a tremendous concentration of constructed surface areas around the centre of attraction. These are eminently tourist-oriented cities.

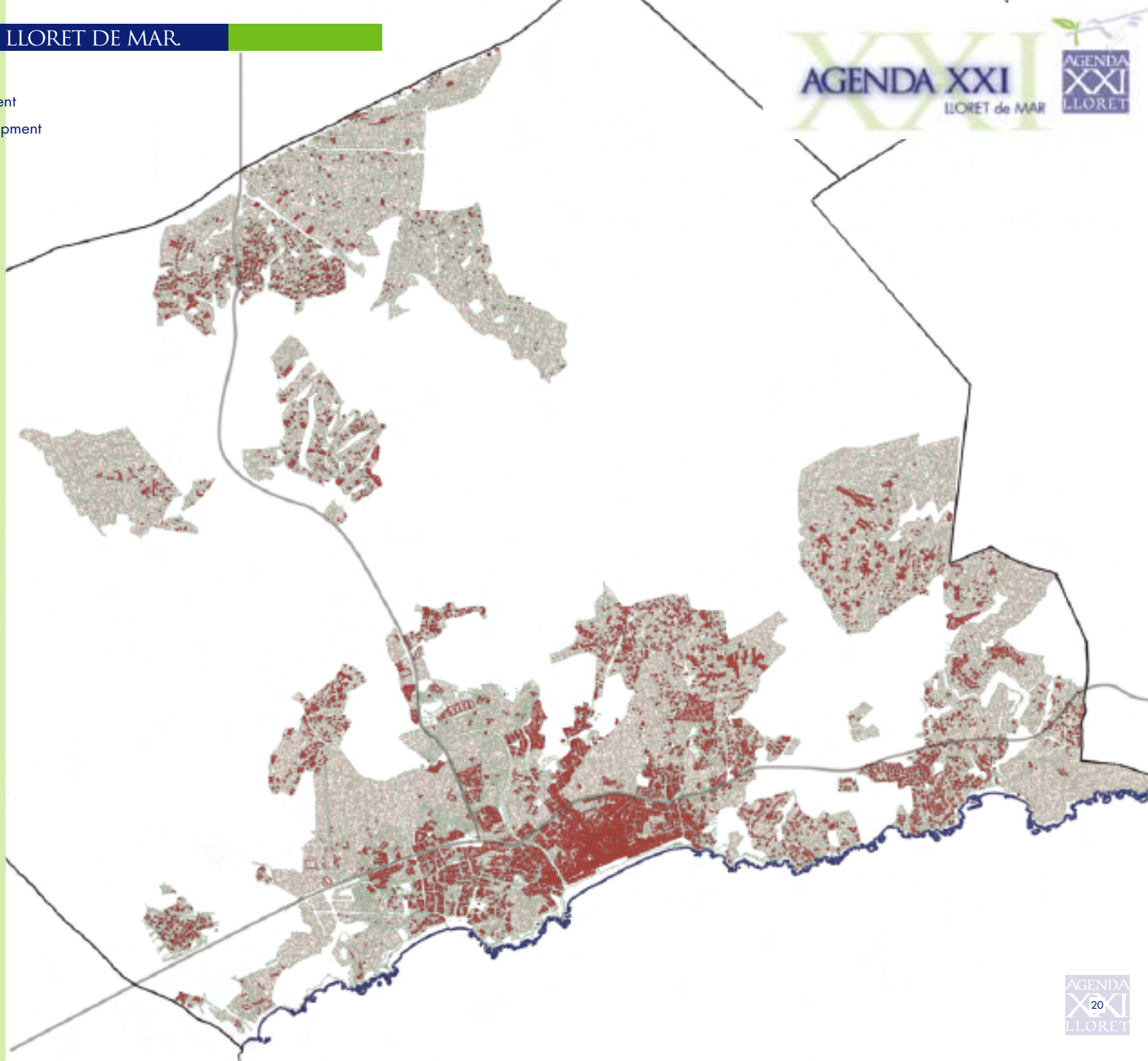
3. Fragmentation. As a result of the aforementioned gradient, inland spaces are worth less at first, so this is where the residences of local inhabitants are concentrated, along with large-scale facilities (camping grounds, water parks, large supermarkets, etc., which require large surface areas and cannot be located on the seafront, where land prices are high and not enough available land exists), with residential estates located farther away from the town centre, often on elevated locations. Thus, a second ring of large surfaces is created inland, a mosaic of fragments whose identity is so unique that it predominates over the whole and becomes a world apart, isolated from its surroundings. The seafront, in turn, is occupied primarily by tourist lodgings, commercial and recreational establishments and certain services.

LAND USES IN LLORET DE MAR.

- Constructed land
- Land subject to development
- Land not subject to development
- Limit of municipality
- Limit between properties

E: 1/25.000 (aproximada)

SOURCE: Own draft, 1998.



4. Pretence or Fiction. The tourist-oriented city is different both in the basics as well as in the form. It has to be a city for all - residents and tourists alike – but it has to be a place where tourism finds a number of references which allow it to be identified as a tourist destination. This is why they are usually standardised, almost cloned cities, often reproducing faraway, exotic sites. The city thus shows itself as a stage set, a "disguised and unreal" city, a factor which makes planning of these spaces all the more difficult.

5. Public-Private Conflict. The distinction between public and private spaces is far more fragile in these areas than in any other setting. The frontiers between the different spaces are far more imprecise (shops and sidewalk cafés invading the streets, etc.). The sum of individual stimuli on the part of shops promoting their activities enhance the feeling that everything – the entire city – is up for sale, and it makes the tourist experience depend on the whole of the territory, even on elements that are far-removed from tourism, making planning more complex.

6. Environmental Deterioration. The model of urban growth which has characterised these tourist destinations (in general unplanned in their first years of development as a result of improvisation and speculative real-estate interests), combined with spectacular demographic growth and the massive seasonal influx of thousands of visitors, has brought about the abusive consumption of the territory's natural resources, above its natural carrying capacity, along with the radical change of its coastal physiognomy.

In these towns, an increasingly less profitable model of tourism is perpetuated, and the pressure mounts on a territory which becomes more and more fragile and deteriorated; all in all, an unsustainable situation whose solution inevitably involves focusing on local development, integrated and long-term, indeed sustainable, where tourism is integrated along with the rest of the economic and productive activities which take place in the territory, without making the mistake of putting all one's eggs in the same basket by focusing solely on tourism, diversifying economic and productive activities.

2.1.3 Lloret de Mar, a Mature Tourist Destination.

All of the characteristics described thus far are clearly manifest in our municipality: Lloret is a mature Mediterranean tourist destination. It can even be said that, by the calendar and the characteristics of its evolutionary process, by the magnitude of its tourist resources and the consequent need to permanently generate large demand flows, it is one of the archetypal and acute cases of maturity of the first generation of Mediterranean tourist destinations. The sooner we become aware of this fact, and the clearer we see it, then the quicker we can begin a revitalisation process which is entirely necessary, because maturity is synonymous with unsustainability.

The perception of Lloret de Mar as a mature tourist destination can be found implicitly in statements made by the heads of the big international tour operator groups. An example: In December 1990, in an interview of the directors of the **TUI** (Touristik Union International GmbH & Co.) and **Neckermann** by Josep Capellà i Hereu, commissioned by the Municipal Board of Tourism, the following statements were made:

... "This policy of price slashing and indiscriminate customer selection causes a deterioration of the tourist product. If it continues, TUI, like Neckermann with its air and rail packages to the Costa Brava, will have to make a decision about continuing in this business. Germans are more and more environment-conscious, and that's why "green" destinations are more and more in demand. If this policy continues, in the future the tourists visiting Lloret will be only young people and mass tourism." People from Neckermann assured that: "the tourists now visiting the Costa Brava are lured only by the low prices, and this has led to the decline of the area. At similar prices, people choose other destinations... tourism has become more and more "ecological". Now, people want to find untainted scenery and "down-home" service in a holiday destination."

2.1.4 **Maturity, an Unsustainable Quality.**

In an editorial published in the magazine "Entorn" (no. 8, Calvià, June 1996), Dr. Onofre Rullán, a geographer and professor at the UIB, representing the Government of the Balearic Islands in a technical presentation submitted to the Balearic Island Development Committee, wrote about the unsustainability of maturity in the tourist trade using a horticultural simile. Several fragments of this article follow:

"Maturity is unsustainable. Any ripe fruit falls from the tree and spoils. All trees reaching maturity fall victim to old age and death. To delay this fatal destiny, only one path remains: freezing. That is, expending energy to avoid a natural process: rotting and decay." (...) "This horticultural simile serves to outline and understand the long-wave dynamics of tourist destinations that have reached maturity. The symptoms of rotting and decay are always the same: deterioration, whether it affects the trees or the urban landscapes which sustain tourism."

"Attempts to address the rotting and decay which inexorably follow maturity in tourist destinations has almost always been based on growth, on continuing to grow." (...) "It's as if in our own backyard (Calvià) in order to stem the deterioration of our oldest trees (tourist areas), rearing its ugly head in the form of declining fruit quality (obsolete hotels), we decided to plant new trees known for their assured yields (new, high-quality residential areas), some even of the highest possible quality (five-star operations), hoping that the existing trees will be forced to follow the example set by the new. Thus, our faith is placed in a sort of mimicry, chain reaction or magnet effect which simply never takes. One doesn't stop to think that the new trees – regardless of their quality – first need water, and the well cannot yield more than the groundwater that feeds it. The water which is redirected towards the new trees will have to be replaced in the old ones. Secondly, the market's demand for fruit is out of our hands."

"Grafts improve and strengthen the tree and, in the long term, the entire species. But in spite of it all, one can never lose sight of the long-term continuity: in order to make sustainability possible, pruning and grafting must be performed year in and year out; in other words, it's a constant, ongoing process. In order to make our garden's production sustainable, that which must be sustained, that which cannot be considered other than as a reference, is the self-conversion of that which exists and the stoppage of growth. As soon as we stop pruning and grafting with the best gems of our own trees, deterioration will return, by its own inertia, to take its toll."

2.2 TOURISM AND TERRITORY

Environmental unsustainability also means economic unsustainability. This statement probably can be generalised, but in the tourist trade it is even more accurate because it has traits which differentiate it from other industries. The following is an example:

If a polluting industry (let's say, for instance, a power plant or a cement factory) relocates to a new site, the negative external effects generated – whatever their nature – will jeopardise that site, the quality of life in the surrounding area, and other economic activities which take place or might take place there. But these externalisations need not be harmful, at least in the short term, to the activity of the polluting industry itself. Tourism, however, is autophagous in this sense: if a specific model of tourist development generates negative external effects because it abuses, spoils or distorts the territory, not only jeopardises nature, the quality of life or other activities, but it also jeopardises itself because, paradoxically, it detracts from the value of the resources which have made its development possible; it depletes its own capital because these resources are an essential part of that capital. The territory is an inseparable part of the tourist product.

There is, therefore, no congenital contradiction between tourism and the environment; rather, the contrary applies: the sustainability of tourism and of the environment are two sides of the same coin. The contradiction appears when tourist development follows an inadequate model, when the lines between the tourist industry and the construction industry become blurred, as has happened for so many years in so many different locations; when the resources/quantity or density ratio becomes unbalanced; when the personality of a territory is substantially modified, both in terms of the physical milieu and the characteristic marks of its human settlements. When this happens it is not only an environmental mistake: it is also, more importantly, an economic mistake. And the better the quality of the resources the greater the sin, because this quality allows and demands a more intelligent use of the territory.

2.2.1 A Simple Prospective Exercise.

The quality of territorial management is already strongly influencing the tourist market, and it will exert an even greater influence in the future. A modest prospective exercise confirms this view. Of all the trends that can already be detected, and of those that experts are warning about for the coming years in relation to the evolution of tourist demand, two analytical variables are quite clear and significant:

1. The tourist resources of developed countries will have an increasingly harder time competing on the basis of price, for three fundamental reasons:

a. Production costs are higher in these countries than in less developed ones.

b. The distance factor is less and less relevant and less of a dissuasive factor: the progressive deregulation of the airline industry, the entry into the charter market of bigger planes, and the general evolution of commercial aviation have forced a continued relative cheapening of prices and thus shortened distances, which are no longer measured in miles or in time, but in money.

c. Tourist's "pocket money" goes farther in underdeveloped countries, and the demand side has taken to the idea that their holidays are composed not only by travel and accommodations, but also by the consumption possibilities of their pocket money.

One competitive requirement inexorably linked to the tourist offerings of developed countries should be a unique, non-standardisable value-added plus perhaps involving product sophistication elements. However, it surely involves introducing the territory's genuine (physical and anthropological) attributes in order to maintain or recover the tourist/territory dialectic found in the genesis itself of tourism.

2. The environmental quality factor will have increasingly more weight in the competitiveness of tourist resources. The general awareness of environmental issues has advanced extraordinarily in recent years, to the extent that concern for the respect of the environment has reached major proportions in the tourism market. For some years now, tour operators have been detecting and addressing the increasing requirements in this area on the demand side, and they are incorporating them in their parameters for evaluating tourist companies and areas (as we can see in the attached table published by the DRV, Germany's Association of Travel Agents) and, at the same time, they are making growing commitments with consumer organisations and users in this direction.

Tourist destinations that do not take into account and do not act consistently in relation to these two variables will inexorably tend to be left out or, more precisely, to operate with marginal segments of the tourism market. It is thus not only for ethical reasons but also for strictly economic reasons that the territory must be managed applying sustainability criteria.

Recommendations by the Germany's Association of Travel Agents (DRV) about the importance of the environment in tourist destinations (abstract).

There are 3 aspects or theses of note:

1. *The environment as an essential factor of quality and motivation in choosing a tourist destination.*
2. *The problems present today in the Mediterranean already affect the appeal of this area to tourists. The distortion of the original scenery, air, water and noise pollution, and the degradation of cities and towns are serious problems. According to the EMNID Market Research Institute, the environment is a concern and an urgent problem for 72% of the EU's 350 million citizens.*
3. *Tourists contented with a more or less structured package are a figure of the past. Today's tourists are more selective, seeking products with more cultural components, better quality, a natural milieu that has not been deteriorated, exotic experiences, genuine landscapes and life forms, leisure and health.*

This could be a summary of the entire document. To illustrate it, we have taken a number of representative excerpts:

"Tour operators already use ecological criteria when selecting accommodations and specific areas within the various tourist destinations. Nature, the environment, culture and health will become fundamental reasons for the choice of a tourist destination."

"Actions aiming at achieving sustainable tourism require a systematic methodology. It is easier to generate a positive attitude towards the environment and tourism if citizens play an active role. The responsibility for achieving eco-compatible tourism is incumbent upon all of us."

"Environmental information must be included as an integral part of the product when marketing a destination."

"The character and uniqueness of a destination will play an important role in ensuring customer satisfaction. Local features in the landscape and construction design must be preserved in tourist development."

THE CONCEPT OF QUALITY.

Generically, quality is an abstract. Things which depend on subjective perceptions are always, in principle, an abstract.

Nowadays, however, quality is also in many aspects more concrete, more measurable, more objectifiable. The industrial world is where we can find the clearest example: the abundant theoretical production, the numerous documented empirical cases, and the generalisation of applications have gradually become doctrines, standards, parameters and indicators by which to measure industry. The same can be said of the franchising boom in commerce and services.

A similar process began years ago in the tourist trade. In tourism, quality is a very broad concept, reaching out to include the natural milieu, public services, scenery and landscape. And it is measurable – indicators must be established. But quality in tourism also includes private services which are also an essential part of the product. Therefore, the proliferation of private initiative processes is good (quality assurance seals, chains, franchises, quality plans like the one the Hotel Owners' Guild has started in Lloret). Developing the concept of integral quality is one of the job fields of Agenda 21.

In the field of private services, we start by using the premise that the three mechanisms for acting on improving quality, by this order of importance, are:

1. SELF-REGULATION

This is by far the most important mechanism. Entrepreneurs must be fully aware that quality is and will continue to be their best tool for competing. And not only at the individual level – the quality image of a destination depends on the overall level of quality. This concept is progressing satisfactorily, but there's still a long way to go.

2. CONCEPTUAL REVISION OF REGULATIONS AND MARKET TRANSPARENCY

When it exists, the classification by categories (stars, forks) is based above all on the facilities (measures, materials, etc.) and sometimes no categorisation exists or it is deregulated (apartments). The classification by categories incorporates quality parameters which several years ago seemed to be the only objectifiable measures. They should include other parameters, and above all favour self-regulation processes. A transparent market where users gain accurate knowledge of what they are buying and its quality, would be the best way of improving overall quality without government intervention.

3. ERADICATION OF "NO QUALITY"

This is a role or obligation which corresponds to the government, in all aspects that are objectifiable and regulated (safety, hygiene, etc.). It can also contribute to this end by providing support to commitments arising from self-regulation. The private sector needs to play a very important role to the benefit of the overall quality image.

2.2.2 A View of the Territory

Anthropic activity affecting the territory has intensified over the past decades, and a series of changes have materialised. Changes of an economic, technological, political, cultural, and social origin. The world is ever-changing, but never before have these changes taken place with such intensity and speed, nor in such an autonomous fashion, so free from premeditated intentions, bursting through frameworks and parameters which appeared to be stable, and bursting through conventional planning tools. The quantity and diversity of initiatives and their vertiginous pace make decision-making processes more complex and dispersed.

The transformation of the territory has been and is virtually always contradictory. On one hand the creation of wealth, the physical mobility of persons and the permeability between social strata represent benefits (or they are simply necessary for the development of civilisation), and on the other, it presents negative aspects resulting from the improper use or abuse of certain anthropic actions against the milieu. The effect of such actions is not limited only to the natural milieu, since the mistake is often made of identifying the territory from an exclusively physical perspective, leaving the human perspective – i.e., political, cultural and ethical relationships generated in this space - in the background, or even forgetting it altogether.

It is in this aspect – the human perspective – where the connection between the territory and any act is observed, since it is in this space where the human theories and practices are put in motion. Everything takes place in and on the territory, and this is what determines the essence of a space, because it presents a reality which particularises it, which makes it singular and unique. Each territory evolves in a different way, and its complementary sites are not excluded, but rather are needed in order to be defined – it is necessary to find what others are missing, which is what indeed gives value to oneself. Diversity enriches, and at the same time it defines each territorial identity.

Territorial Identity

A territorial identity is not created artificially, nor is it improvised. It consists of a series of roots which have been shaped over time and of contact with various cultures, generating itself naturally and becoming a part of larger regions and territories. A territorial identity is a set of values, of approaches and of lifestyles, modulated and handed down over the generations, imbued, beyond doubt, with common traits at the broadest scale; in other words, a territory on a small scale is unique in its identity and, at the same time it belongs, in a series of concentric circles, to larger territories which are also unique in their identities. Within these digressions we must include the consideration of the term landscape – the "landscape", understood as a human, natural and cultural landscape, becomes or equals the identity of the territory, and it represents it everywhere. Faced with the difficulty posed by considering the term landscape in its broadest sense, we have chosen to include a number of considerations made in this regard by the geographer Joan Nogué i Font in the following box.

THE CONCEPT OF LANDSCAPE.

We reproduce here part of a speech by **Joan Nogué i Font** at the Tourism and Environment Technical Workshop held in September 1986 in Sant Feliu de Guíxols. The title of the speech was "THE CHARACTER OF MODERN LANDSCAPES".

... " I conceive landscape as the expression of the interrelation between nature and culture, between the physical milieu and human societies. Regardless of the natural variations in weather patterns and geomorphologic transformations, in our latitudes, the landscape constantly changes its appearance depending on the society that works it and builds it up. In this sense, the landscape is a social deed, a social product, the consequence of a collective and human transformation of nature. We could even speak about the landscape as a mirror of the society that lives amidst and on it, or, in other words, as a mirror of the socio-political/economic model of a society... The landscape is, thus, dynamic per se, because society is dynamic too. However, the pace of transformation of the landscape is far slower than that of the socio-political/economic models reflected in it, because territorial changes – which are, indeed, what change the physiognomy of the landscape – require a far greater mobilisation of energy and amount of time than their corresponding ideological and economic changes."

Modern Landscapes

Here lies the heart of the matter. The changes have been too hard, too sudden, too quick, too brutal. The landscape has been unable to assimilate them, to integrate them. There has been a break, a shift in balance, a "tabula rasa", rather than a simple transformation... The landscape, mirror of the prevailing model of society, begins to reflect it through its homogenisation and uniformity. This is the basic trait which characterises the current transformation and distinguishes it from the transformations which took place in other eras. It is, at the core, the essence, the character of modern landscapes."

... "Tourism is compatible with the existence of "healthy", authentic, original landscapes. The only thing needed is for society to gain a greater awareness of the landscape and for those responsible for territorial planning and zoning to be especially imbued with the necessary environmental ethic. We are not dealing in cheap sentimentalisms, bucolic regressions to the past, ruralisms, chauvinisms, or "museum-landscapes"... it's simply a matter of common sense. We have to learn to transform without destroying."

Joan Nogué i Font

September, 1986

A territorial identity is not created arbitrarily nor is it easily destroyed because it is very powerful, very deeply-rooted. But it is not a static reality, a still photography, either. It is modified and it can be modified for good or for bad. It can even become a mutation, the destruction of an identity and its replacement by another, if the aggression is strong and persistent.

It is necessary to return to the tourism paradox mentioned earlier: the landscape makes it possible and attracts it, and tourism itself can deteriorate and degrade it. It can be stated empirically that the tourism/territory dialect is not easily carried out in appropriate terms, in balanced fashion. This probable imbalance is the explanation of the phenomenon, already analysed in section 2.1 above, of mature tourist destinations.

2.2.3 Environmental Impact of Tourism.

Major negative impacts that are or can be generated by tourism in general and, particularly, those occurring in coastal areas:

- "Littoralisation": The local version of the phenomenon of demographic concentration in coastal territories around the world. The tourist population also concentrates around spaces adjacent to the beaches.
- Loss of historic emplacements: The older quarters of cities and towns tend to replace inhabitants with intensive tourist-oriented services and resources. The effects of this process, especially when combined with a seasonal cycle, are a number of derivative sub-impacts:
 - They lose the attribute of natural spaces for the gathering of the inhabitants. During the high season, they can be compared to the commercial and business districts of any city, where people work during the day and then leave for home in the evening. During the low tourist season, they are semi-deserted.
 - The cityscape loses personality. Everything is subsidiary to tourist uses, not only architecturally; the network of uses is monotonous, repetitive, lacking balance.
 - The parts which have little commercial/tourism value are subjected to decline, a reduction in the intensity of commercial use (for whatever reasons, not necessarily a general reduction in the number of tourists), leads to a deterioration comparable to that of the historic centres of some cities, a deterioration which is difficult to rehabilitate if the use of the area is not restored as a place to live.
 - Quick replacement of pre-existing architecture, both of scant value but genuine (defining in terms of identity) and of the highest value which, for whatever reasons, has arisen at some point in time. Both the replacing and new elements (regardless of their quality, frequently low) meet functional criteria that are closely linked to stages where waves of intensive growth take place, easily locatable in time, with the attendant standardisation and accelerated ageing in terms of urban aesthetics.
- Concentration of vehicles in the areas nearest the sea, with the attendant aesthetic, traffic and parking problems.
- A broad range of sound-pollution factors, both by day and by night.
- High human density in the generally small areas used by tourists. Manifestations of vandalism and filth in these areas.
- Deterioration and fragmentation of natural spaces. Scenic aggression, particularly against the seafront.
- Loss of open spaces.

EVOLUTION OF THE CITY CENTRE (1773-1992).



Constructed land surface – 1773
 Constructed land surface – 1956
 Constructed land surface – 1879
 Constructed land surface – 1992
 S: 1/62000 (approx.)

This illustration clearly reflects why we say that the great transformation of the city spans a very short period of time and as a result of tourism. For centuries, Lloret de Mar was a village of fishermen and farmers, with a tiny centre following a well-ordered Medieval layout (elongated Gothic-style blocks, "open" to the sea; slow, compact and longitudinal growth, etc.). This compact urban structure remained more or less unaltered, with only small ruptures, up to the mid-1950s. From that moment onward, the tourism boom caused a vertiginous, disaggregated urban growth which radically departed from Lloret's traditional urban layout. The result is well-known to all Lloret's inhabitants.

SOURCE: Own draft, Lloret de Mar Town Council

- Infrastructures and public services that are oversized in low season but generally undersized in high season.
- Excessive consumption of non-renewable or scarce resources.
- Land use excessively subsidiary to the tourist industry.
- Increased generation of waste.
- Deterioration of the marine milieu nearest the coastline.
- Impersonal, even hostile relations between locals and tourists.
- Practical disappearance of pre-existing economic activities. High territorial and identity impact in primary sector activities.

It is not easy to avoid these processes. They often do not derive from great, controversial decisions. This is expressed in a clearly understandable way by what Joan Cals calls, applying to tourism, what has been termed by other authors as the "tyranny of minor decisions" (Cals; 1993), according to which: "A territory's charm is often undermined by the accumulation of a high number of isolated actions, none of them with particularly intense unfavourable consequences, but which together cause an aggregate effect of enormous proportions." Cals adds that, "Mistakes are often not perceived as such by the tourist trade or by society when they are designed or implemented. This poses a political problem of the first order. If there is no clear, accurate awareness of the costs, but there is a clear idea of the short-term benefits, the difficulty of our rulers in preventing possible errors – negative external effects – from occurring can be very high, and in the event that they wish to avoid them, they will probably be punished at the polls."

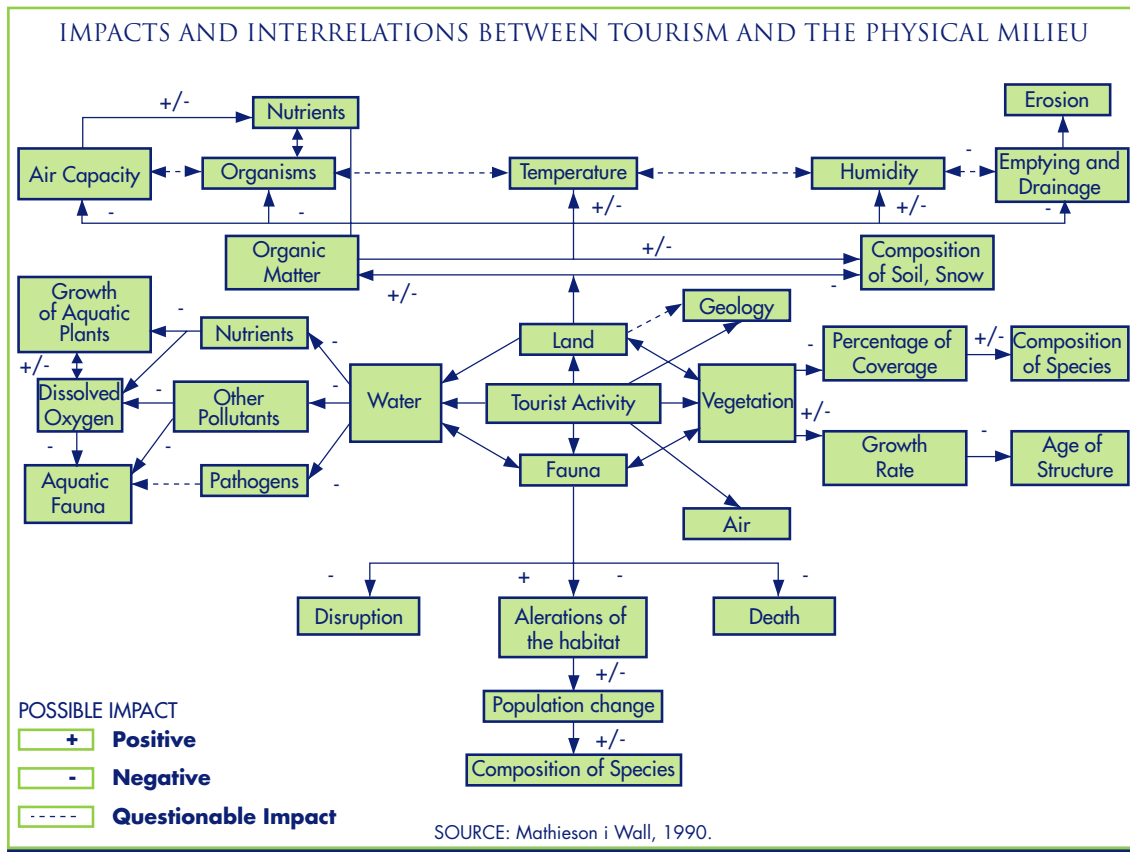
All of these impacts, and perhaps other unrelated impacts as well, to a greater or lesser extent, are negative in and of themselves, but they are also negative as a whole for the sustainability of the tourist trade. One of the results of their impact on the territory is its standardisation. Tourist destinations tend to look more and more alike, regardless of where they are located. Territorial signs of identity disappear, along with singularity, the dialect between tourism and territory. It is a loss of identity (an ethical reason for trying to stop it) and a loss of capital and competitive advantages (economic reason).

It should be made clear that preserving one's identity by no means should be understood as not evolving, not transforming oneself, not growing, not adapting to an increasingly global world. It should also be made clear that preserving the genuine traits of a territory does not mean the existence of an integral, pure, authentic genuineness. To believe this is to adopt a nostalgic, immobilist, and ultimately reactionary attitude. Preserving one's identity means evolving at the pace marked by the times, in balance with basic loyalties to the territory's singularity, to a culture sedimented over centuries, to a lifestyle and, in short, to a landscape. This requires knowing the territory one analyses well, including its characteristic traits, the risks that are threatening it, its potentials and fragilities...

*Alegries hermitage.
Photo by: J.M. Gallissà.*



SOURCE: Lloret de Mar Municipal Archive Service, 1907.



2.2.4 The Territorial Identity of Lloret de Mar.

The identity of Lloret, its landscape in the broad sense described above, is the product of its mutual relationship with its areas of cultural relevance over time, since before the Iberians up to the modern Costa Brava, Catalonia, Spain, and Europe; with the great Latin impact and the first great territorial strategic definition made, starting with Empúries, by the Greek and Roman colonists. It is the product of their mutual relationship with the Mediterranean. This relationship confers upon it characteristic traits that are nevertheless common to other locations; its local history adds the singularities. A space with its own identity, but with clear influences resulting from its location and from the historic and cultural process of its geographic region.

With a documented history stretching back over a millennium, Lloret did not acquire urban characteristics until the 18th century. Fishing and farming had been its basic, permanent activities for centuries. The years of the shipyard and trade with the Americas meant not only new riches and momentary changes; they also meant a strong cultural impact, an opening up to the world and widening of horizons which explain the subsequent evolution. The end of this period brought on a long period of stagnation and decadence, interrupted only by the return and resettlement of the "Americanos", i.e. those who went in search of riches in the New World, and some timid and relatively ephemeral industrial experiences. The impact of the "Americanos" is, however, very important, especially in architecture, an extraordinary and unique heritage of which unfortunately only vestiges have been preserved.

Photo Lloret de Mar Fishermen
Photographer: E. Martínez



SOURCE: Lloret de Mar Municipal Archive Service, 1920

Then tourism came along, and Lloret is one of the pioneering tourist destinations, in part due to an accumulation of spontaneous demand but also because the local population's attitude was highly favourable. The early years generated important social changes but altered the physical and human landscape relatively little. Almost everything took place in only 8 years, from 1964 to 1972. It is the first and strongest wave of transformation: the mountains, a good part of the farmland, even many of the sheer cliff-tops along the sea, were developed or readied for development, and the lodging and accommodation capacity skyrocketed). The degree of replacement of constructed surfaces, reaching far more density and height, is impressive. The aggression is harsh.

The second great period of urban development pressure runs from 1986 to 1992, with a very intense but less disorderly and dense growth (planning had been in place since 1985). In the 1973-85 period, and from 1993 onward, urban development growth has been high but far below the periods mentioned above. Growth has intensified considerably again in 1998. But it is not only an urban transformation, it is a radical change – demographic explosion, agriculture reduced to the minimum expression...

The last fishing boat stopped operations in 1975, and with it, professional fishing disappeared (it should be noted that today, once again, there are a number of fishing professionals), entire new neighbourhoods, an economy focused almost completely on tourism: a total, sudden turn.

To a greater or lesser extent, Lloret received most of the negative impacts mentioned above, and its identity became diffuse and began to wobble. Fortunately, it was neither complete nor irreversible, since the accumulated fundus is powerful and solid, and persons, entities and public powers make efforts to preserve, restore and disseminate traditions, history, sites, culture, and signs of identity. The standardising trends and roots are squared off against each other over the territory, and the outcome of the battle is yet to be decided.

Observing the results today, one might be tempted to question whether or not this transformation was the right choice. But this would be a mistake. First of all, because the process was unstoppable. Indeed, no one decided that it should happen – it simply happened. But in the second place, because it was the right choice, an opportunity that couldn't be passed up: the town either renewed itself or it would have been forgotten, left behind with its subsistence economy. It transformed itself, adapting to the change, and it acquired the optimum characteristics to be competitive at that time, entering into a dynamic of development and progress. The situation at the time demanded a profound change of direction. **Now, the situation demands it once again.** Indeed, the historic evolution of Lloret de Mar shows a complex reality, a dynamic town that changes and adapts to the circumstances of each period.

It should also be noted that change does not necessarily have to mean a loss of values, of identity, leaving behind things that were built year after year. Perhaps it entails a risk, but risk is an inseparable part of life and history.

It is even more risky to let oneself be carried away by the present inertia. Important speeches or irreparable catastrophes should not be necessary, nor should it be necessary to wait for maturity to spell undervaluation and underprofitability for us to be interested in what's going on around us; **rather, by simply observing our reality we realise that we are faced with a situation that tends to be unsustainable**, a reality that, if left unimproved in the coming years, may lead to irreversible decline. Prosperity itself becomes uncertain: **the carrying capacity is being surpassed in many aspects.** The pressure on the territory is excessive, and the weakening of identity is what conveys a negative or inappropriate image.

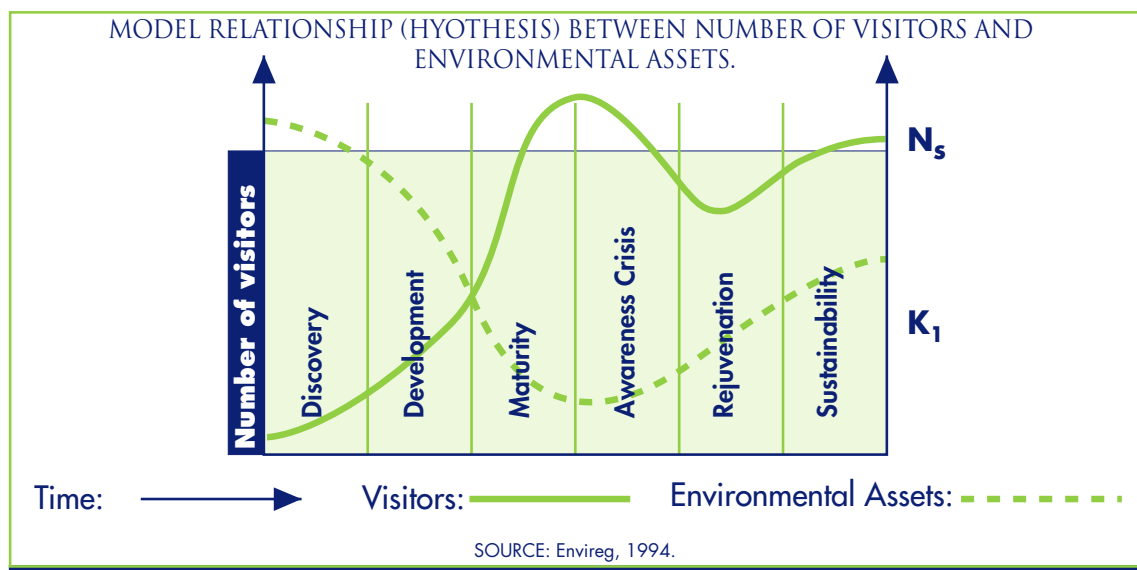
2.2.5 Overview: Only Two Options.

We are at a crossroads. We have before us the hard road of change, a road which must be chosen and followed with determined step. In an article in "Nature" by English scientist Rupert Sheldrake on the impact of new ideas, a reflection by William James on the subject can be found: "At first they'll say it's absurd, then they'll say it's possible, and finally they'll say it's common sense." A change of mentality is associated with these new ideas.

There is another option, consisting of managing the inertia denying reality, or a like variation consisting of tiny improvements, attacking the symptoms, engaging in self-delusion. This would be no more nor less than simply good inertia management.

We must always work with the reality of each moment. We find here a territory which, today, has the characteristics that it has acquired over time. It is useless to seek culprits or lament errors, but we need to know what happened, including any mistakes, and even knowing that there are many variables and the complexity is enormous and growing, we need to get involved and understand and manage this complexity, optimising the use of resources without depleting or deteriorating them; in the end, what we need is to do things in the best possible way, consistent with the concept of sustainability.

So that things can happen as described, we need to equip ourselves with useful equipment and methods; Agenda 21 can be one of these, and probably will. And it is also necessary to bear in mind at all times that things happen in a territory, in a landscape which is our most important asset.



2.3 A NEW METHOD FOR A NEW CHALLENGE.

2.3.1 The New Environmentalism: The Need for a New Method.

Some take the late-60s Silent Spring by Rachel Carson as the starting point of modern environmentalism. In any case, this book is one of the first solid manifestations of the new environmental – at the time known only as ecological - awareness of the sixties. Thus for the first time the world-wide reach of environmental problems is addressed, and therefore it is a first step. Throughout the 1970s, the awareness grew that negative externalities – environmental problems – associated with the economic development models currently in force could not be overlooked. In the '80s, environmental problems were pinpointed and both their global and local reach were accurately identified. We can cite as examples of this issues like the change of climate, erosion, a loss of soil fertility, the shortage of water, the loss of biodiversity, etc. People begin to speak about preservation strategies and about not exceeding the Earth's carrying capacity, and it is also noted that these problems mostly affect countries belonging to the unfortunately-named "Third World".

It is in the late 1980s and early '90s that the complexity of the problems we face is seen more clearly and the need to act becomes more crucial. This is partly the result both of adapting lines of thought to the globalisation of the world economy and of the incorporation of new tools and technologies which help us to monitor environmental problems.

Over the past three decades, the international community has gained awareness of the grave environmental transformations associated to economic growth. A panoply of conferences, conventions, treaties and international agreements are a testimony of this growing awareness. The following table shows the most important events in this regard.

- 1948.** IUCN (International Union for the Conservation of Nature) founded.
- 1959. Antarctica Treaty.** This treaty sets the groundwork for the regulation of resource exploitation in the Antarctic continent.
- 1961.** WWF (World Wildlife Foundation) founded.
- 1968. "Rational Use and Preservation of Resources".** UNESCO Conference, Paris, France. Club of Rome created.
- 1971. Man and Biosphere.** UNESCO Programme.
- 1972. Humanity Heritage.** UNESCO Conference.
- 1972. U.N. Conference on the Human Milieu,** Stockholm, Sweden.
- 1974.** The United Nations Environmental Plan begins to operate.
- 1980. "World Strategy for Conservation"** IUCN+UNEP+WWF. This report established three basic goals: "Essential ecological processes and systems supporting life must be maintained; genetic diversity must be protected; and any use made of species and ecosystems must be sustainable."
- 1987. Brundtland Report: "Our Common Future".** First definition of sustainable development: that which "satisfies current needs without compromising the possibilities of future generations."
- 1990. "Caring for the Earth"** IUCN+UNEP+WWF. "This strategy proposes a type of development that can provide a veritable improvement of the quality of life of persons and that, at the same time, can preserve the Earth's vitality and diversity. The goal is for development to satisfy these needs in a sustainable fashion. For more and more people every day, this also appears as our only rational option."
- 1992. Global biodiversity strategy (IUCN+UNEP+WWF)**
Conference on the Environment and Development. Rio de Janeiro, Brazil.
- Declaration on the Environment and Development**
Agenda 21
Convention on Climate Change
Convention on Biological Diversity
Global 92 Forum
- European Union Fifth Action Programme**
- 1994. World Population Summit in Cairo, Egypt.**
I European Conference on Sustainable Cities and Towns, Aalborg, Denmark. **Aalborg Charter.**
- 1995. Berlin Summit on Climate Change.**
- 1996. Habitat II, Istanbul, Turkey.** "Consisting of two main themes: adequate housing for all and development of sustainable human settlements in an urbanising world." **Istanbul Declaration, Habitat Programme.**
- 1996. II European Conference on Sustainable Cities and Towns, Lisbon, Portugal.** "From the Charter to Action".
- 1998. Kyoto (Japan) Summit on Climate Change.**

Sustainable Development

One of the elements present in all this process of shaping a new environmental mentality is the concept of sustainability or sustainable development.

The World Commission on Environment and Development (WCED) defines **sustainable development as "that which satisfies current needs without compromising the ability of future generations to satisfy their own needs."**

There are other similar definitions, like that of the "Caring for the Earth" strategy (UICN+UNEP+WWF, 1990).

In this strategy, sustainable development is used with the following meaning: *"improving the quality of life of human beings, ensuring that they can live within the carrying capacity of the ecosystems which support life."*

A **sustainable economy** is the product of a sustainable development. It maintains the natural resource base.

The **"Caring for the Earth"** strategy defines a series of principles for building a sustainable society:

- Respect and care for the community of life.

This principle assumes the duty to care for other persons and other life forms, both now and in the future. It is an ethical principle. It means that the cost of development should not be borne by other communities or later generations.

- Improving the quality of life of human beings.

The true goal of development is to improve the quality of life of human beings. It is a process which empowers them to realise their own potential and provide solidity to their personal safety, and it enables them to arrange their lives with dignity and completeness. Economic growth is an important part of development, but it cannot be constituted as an objective in and of itself, nor can it continue indefinitely.

- Preserving the vitality and diversity of the Earth.

A development based on conservation needs to include deliberate actions to protect the structure, functions and diversity of the world's natural systems, on which our species depend entirely. To do this, it is necessary to:

- Preserve systems that sustain life.

These are the ecological processes that preserve the planet's ability to give life. They shape the climate, clean the air, the water... they make it possible for ecosystems to renew themselves.

- Preserve biological diversity.

This includes not only all the species of plants, animals and other living organisms, but also the range of genetic endowments of each species and the diversity of ecosystems.

- Ensure that the use of renewable resources remains sustainable.

Renewable resources include land, both wild and domestic organisms, forests, meadows, farmland, marine ecosystems and freshwater ecosystems which support the fishing industry.

Such use is sustainable if it is kept within the bounds of the natural resource's own capacity for renewal.

- Minimising the depletion of non-renewable resources.
- Keeping within the limits of the Earth's carrying capacities.

It is difficult to provide an accurate definition, but there are well-marked limits to the "carrying capacities" of the Earth's ecosystems. These limits are different from one region to another, and the impact depends on the amount of people living in the region and the amount of food, water, energy and raw materials they use and waste. Few people consuming large amounts of the above can cause as much damage as a large number of people consuming very little.

- Changing attitudes and individual behaviours.

Adopting a sustainable living ethic requires people to revise their values and change their behaviours. It is therefore necessary to inform them through official and unofficial education systems so that the policies and actions needed for the survival and welfare of the societies of the world can be explained and understood.

- Making communities care for their environment.

Communities and citizens' groups constitute the most easily accessible means so that people can act in a socially valuable way and express their concerns.

- Providing a national framework for integrating development and conservation.

A nation-wide programme to achieve sustainability should involve all interests and seek to identify and prevent problems before they occur. It must be flexible and continuously reorient its development based on experiences and new needs.

- Creating a global alliance.

At present there are no self-sufficient nations. If we wish to achieve sustainable life at the global level, we must establish a firm alliance between all nations. The global resources we share, especially the air, oceans and common ecosystems, can only be managed on the basis of shared objectives and purposes.

All of these concerns led to the organisation of the United Nations Conference on the Environment and Development in Rio de Janeiro (Brazil) in 1992, better known around the world as the Earth Summit or the Rio Conference. At this summit, a new method – a new strategy – to address the environmental deterioration suffered by the planet was devised: **AGENDA 21.**

The result of this deterioration is that currently, over 1,100 million persons live in a survival economy, according to the **World Watch Institute's State of the World** annual report.

Definition of sustainable tourism according to the European Federation of Nature and National Parks:

"All forms of tourism development, management and activity which perpetually maintain environmental, social and economic integrity and the welfare of natural and cultural resources."

Definition of sustainable tourism according to the World Conference on Sustainable Tourism, Lanzarote (Spain), 1995:

"Tourism that is ecologically sustainable in the long term, economically viable and socially acceptable."

Definition of sustainable tourism according to the European Charter of Sustainable Tourism in Protected Spaces:

"All forms of tourism development, organisation or activity that respects and preserves natural, cultural and social resources in the long term, and that contributes positively and equitably to the economic development and the expansion of individuals who live, work or visit protected spaces."

CARRYING CAPACITIES FOR SUSTAINABLE TOURISM.

Environmental Carrying Capacity:

The degree to which an ecosystem, habitat or landscape can accommodate the various impacts of tourism and its associated infrastructure without damage being caused or without losing its 'sense of place'.

Cultural and Social Carrying Capacity:

The level beyond which tourism developments and visitor numbers adversely affect local communities and their ways of life.

Psychological Carrying Capacity:

The level beyond which the essential qualities that people seek in the protected area (such as peace and quiet, few other people, few signs of human developments) would be damaged by tourism developments.

SOURCE: Loving them to death? Sustainable tourism in Europe's Nature and National Parks, Federation of Nature and National Parks, Federación de Parques Naturales y Nacionales Europeos (FNNPE), 1993, p.26.

ADVANTAGES OF SUSTAINABLE TOURISM.

For conservation and protected areas

- Greater public and local awareness of protected areas and the environment.
- Political support which can help to create and favour the designation of new protected areas.
- Preservation of natural and cultural features through restoration projects and direct practical aid.
- Additional funding from the tourist trade and tourists themselves.

For the tourist industry

- Support of business and employment.
- Development of new, high-quality "environment-friendly" products based on nature and culture, and with a long-term future.
- Reduction of development costs through cooperation with protected areas.
- Improved corporate image.
- Attracting of customers seeking "eco-holidays".

For society and the local population

- Improved living standards and greater income.
- Revitalisation of local culture and traditional trades and customs.
- Support of the rural infrastructure.
- Improved economy.
- Improved physical and psychological health.
- Promotion of harmony between people from different areas.

DRAWBACKS OF UNSUSTAINABLE TOURISM.

For conservation and protected areas

- Environmental impact
- Pressure exerted by visitors
- Pollution
- Tourist management consumes resources and distracts attention from other priority tasks.

For the local population

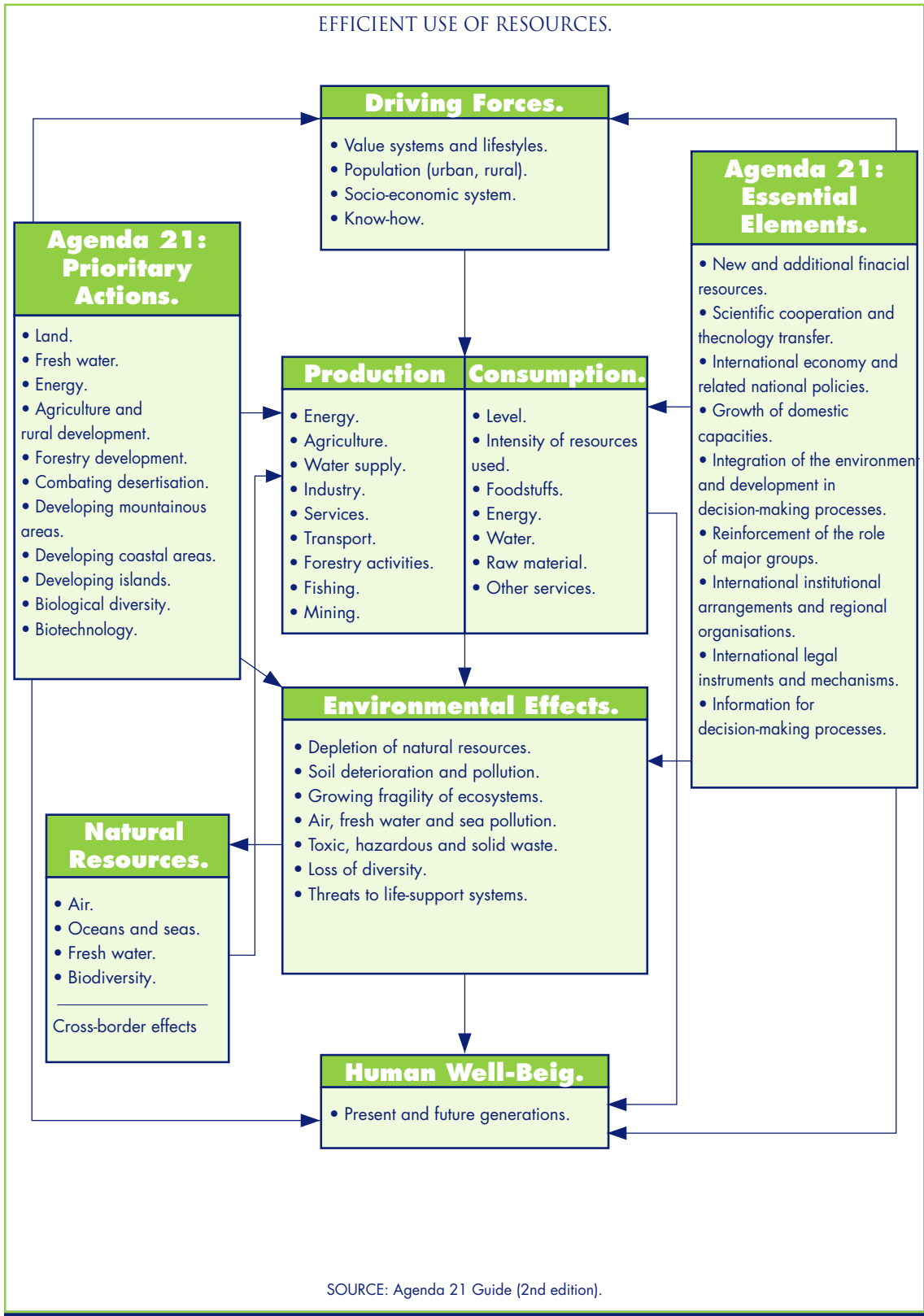
- Distortion and impact on ways of life and social structure
- Higher costs

For society

SOURCE: *Loving them to death? Sustainable tourism in Europe's Nature and National Parks*, Federation of Nature and National Parks, Federación de Parques Naturales y Nacionales Europeos (FNNPE), 1993.

2.3.2 The New Strategy: AGENDA 21.

Agenda 21 is a global development strategy, adopted by 182 governments, which arose from the 1992 Earth Summit in Rio de Janeiro. Its purpose is to address the serious environmental deterioration sustained by the planet, and it calls for local implementation in order to achieve global development. It is the first document which seeks to obtain an international consensus to achieve, through sustainability strategies, a sustainable development for the entire planet into the 21st century. This planning strategy defines the unsustainable development and environmental problems which the world endures, and which threaten to provoke catastrophes not only on an ecological level, but also at the economic and social scale. Agenda 21 presents transition strategies towards more sustainable development practices.



RIO DECLARATION ON ENVIRONMENT AND DEVELOPMENT (FRAGMENT).

Principle 1

Human beings are at the centre of concerns for sustainable development. They are entitled to a healthy and productive life in harmony with nature.

Principle 3

The right to development must be fulfilled so as to equitably meet developmental and environmental needs of present and future generations.

Principle 4

In order to achieve sustainable development, environmental protection shall constitute an integral part of the development process and cannot be considered in isolation from it.

Principle 5

All States and all people shall cooperate in the essential task of eradicating poverty as an indispensable requirement for sustainable development, in order to decrease the disparities in standards of living and better meet the needs of the majority of the peoples of the world.

Principle 8

To achieve sustainable development and a higher quality of life for all people, States should reduce and eliminate unsustainable patterns of production and consumption and promote appropriate demographic policies.

Principle 10

Environmental issues are best handled with the participation of all concerned citizens, at the relevant level. At the national level, each individual shall have appropriate access to information concerning the environment that is held by public authorities, including information on hazardous materials and activities in their communities, and the opportunity to participate in decision-making processes. States shall facilitate and encourage public awareness and participation by making information widely available. Effective access to judicial and administrative proceedings, including redress and remedy, shall be provided.

Principle 15

In order to protect the environment, the precautionary approach shall be widely applied by States according to their capabilities. Where there are threats of serious or irreversible damage, lack of full scientific certainty shall not be used as a reason for postponing cost-effective measures to prevent environmental degradation.

Principle 16

National authorities should endeavour to promote the internalization of environmental costs and the use of economic instruments, taking into account the approach that the polluter should, in principle, bear the cost of pollution, with due regard to the public interest and without distorting international trade and investment.

Principle 17

Environmental impact assessment, as a national instrument, shall be undertaken for proposed activities that are likely to have a significant adverse impact on the environment and are subject to a decision of a competent national authority.

SOURCE: Source: Rio Declaration on Environment and Development, 1992.

Since the approval of Agenda 21 at the Rio Summit, there have been several forums in which this document has been the central theme. Similarly, manifestations in favour of Agenda 21 and of global sustainable development both by private citizens and by government administrations are on the rise. This can be seen in the **HABITAT II** and **Rio+5 Conference** in 1997, where it was confirmed that over 1800 local governments and 64 countries were involved in Local Agenda 21 activities.

As for Europe, we would like to point out the First Sustainable European Cities Conference, held in Aalborg, Denmark in 1994. At this conference, 80 towns and cities interested in implementing Local Agenda 21's signed the **European Cities for Sustainability Charter**, known also as the **Aalborg Charter**. In general, this document addresses a whole series of basic objectives to be achieved in order to arrive at sustainability. These are primarily structured into three categories: **1) Declaration of consensus of European cities for sustainability; 2) Sustainable European cities campaign, and 3) Involvement in the process of Local Agenda 21's: Local Action Plans in favour of Sustainability**. The Charter also urges town and city halls to join in order to show their commitment to sustainable development. A second European Cities for Sustainability Conference was held in Lisbon, Portugal, in 1996, resulting in a declaration called: **From the Charter to Action**.

Currently, according to data provided by the International Council for Local Environmental Initiatives (ICLEI), over 1,800 European municipalities are undergoing Local Agenda 21 processes, many of them under the name Local Agenda 21. Of these 1,800, some 1,600 are found in countries with national Local Agenda 21 campaigns in place. There are several networks in Catalonia, like the Sustainable City and Town Network, grouping together municipalities which have embarked on Agenda 21 processes. Catalonia is one of the leading European regions in the setting up of Local Agenda 21's.

The dissemination of the Rio agreements and the Agenda 21 strategy has led to a globalising interpretation of environmental problems under the aegis of the sustainability concept. We will now enter into the considerations which Agenda 21 implicitly includes as a method and strategy.

The Short and Long Term.

The most widespread and unfortunately predominant existing techniques used thus far respond to what we could call "bureaucratic rationality". The weakness of these techniques is in their inflexibility, which leads to all manner of dysfunctions. This inflexibility is often the result of short-term planning of the solutions to be adopted. Such a rigid model causes great difficulties in adapting to changing parameters, and the result is an unwieldy model. They are models which have required enormous effort, both socially and economically, but which have not given the fruits that might otherwise have been expected. In this way, life unfolds continuously on a short-term basis, accepting – whether consciously or not – all the attendant economic, social and environmental costs. We were able to see this in the section on mature tourist destinations, which follow strategies that are simply the result of short-term planning.

Thinking in the long term should be our constant goal in all future planning involving Lloret. Methods used thus far have not given us long-term planning, and therefore it is necessary to seek a method which contemplates the long term, with all of its consequences – consequences which will be reflected in the reduction of problems in the economic, social and environmental aspects of the current form of development. AGENDA 21 offers us this method.

The basis of AGENDA 21 is sustainable development. The discussion on sustainable development incorporates what might be termed "social apprenticeship" techniques, which should allow us to promote a collective process of business diagnostics and a strategy transforming Lloret's economy, based on the long term, as a way of ensuring sustainable development.

It is a proven fact that the active involvement of people in the drafting of an action plan entails a higher level of commitment and efficacy in its instrumentation.

Action Plans.

All development strategies – Agenda 21 – have to translate into measures that are specified in Action Plans, but henceforth the action plans as we know them will no longer serve to channel the strategies. We need a new concept that can overcome the rigidity of the old method.

Action Plan 21 Features – Local Action 21 Programmes.

The new strategy must be specified, and the basic features of these programmes aiming to achieve sustainable socio-economic development should be:

1. Global scope: Focusing on the resolution of a multitude of interrelated socio-economic and environmental problems.
2. Dynamic approach: Open-ended both in terms of temporal dimension and scope of application. This involves assuming the possibility of reviewing or extending plans whenever the circumstances so require.
3. Consensus: The result of social negotiation between the various involved parties. The goal is to transform a group of individuals with different and potentially conflictive situations and interests into an organised group that shares a series of common goals and cooperation experiences.
4. Long-term: Programmes are addressed at seeking sustainable development and quality of life in the long term.
5. Citizens' participation: The programmes are elaborated in broad-based, open-minded participation processes, in order to make room for all types of sensitivities. Local powers are in charge of providing the necessary support for the execution of programmes through an open process where the local population and all local players are present.

6. Monitoring or evolution over time: Programmes are established as open cycles containing indicators that can enable monitoring. Thus, this system establishes an open and permanent source of information whereby the local population can follow the major local sustainability indicators.

Agenda 21 acts as a context, facilitating the interaction of all the involved parties. It is a driving force for all those persons considered to be a part of the Plan and must respect their practical experience and seek to instil in people a sense of ownership with regard to the change process.



*Cinto Verdaguer Avenue
Photo by: E. Martínez.*

SOURCE: Lloret de Mar Municipal Archive Service, 1905.



SOURCE: Local Agenda XXI, 1998.

3.

LLORET DE MAR'S LOCAL AGENDA XXI.

3.

LLORET DE MAR ´ S LOCAL AGENDA XXI.

This series of reflections leads us to a firm belief and to a world of uncertainties and questions:

The firm belief that the philosophy and method of Agenda 21 are the best-suited for working with complexity and making the necessary participation possible, without being waylaid by simplifications, well-intentioned yet sterile volunteerisms and assemblyisms devoid of method or rigour.

The uncertainty that is found implicit in the reflections themselves, and which can be specified in an almost infinite retinue of questions:

- How can we prevent good intentions – this document, for instance, this attempt to shape a sustainability project – from becoming simply one more study left in some drawer, another episode of a reflection which lacks enough audience or operativity?
- Does government lag behind reality? Can it overcome the paradox posed by the fact that serious policies, with middle- to long-term effects, are scantily compatible – in the political sense – with the immediacy of electoral cycles? Are competencies well spread out between the different governmental levels in areas like tourism and the environment? Is the principle of subsidiarity or proximity fulfilled, so that one can act locally and effectively? Do local institutions in the Costa Brava area have enough competencies and resources? Do they have a concrete, real, serious and tenacious strategy in place for the long term? Do the Boards of Tourism require in-depth reform?
- Is a shared vision and a sufficient convergence of interests possible between the inhabitants and business representatives in tourist-receiving areas, international operators and tourists or users?
- What does territorial balance rely on – the self-sufficiency of each municipality, or mobility and complementariness? Is a sustainability project possible for a municipality without equivalent processes in its immediate and not-so-immediate surroundings?
- Will banalisation and the gimmick of using – often rhetorically – terms such as "sustainability", "quality", "cultural roots", "alternative scenarios", etc. entail the risk of emptying such terms of content and meaning? Might they not serve as an excuse to continue acting in terms of indefinite growth, without taking into account the long term? What is the role of the media in such a media-dominated society, and how will they play it?
- Is sustainability possible in the context of a city devoted entirely to a single industry (tourism)?
- What is solidarity in a global world? If viewed it only from an internal perspective in a nonglobal setting, could it run the risk of becoming radicalised, inward-looking and utterly devoid of solidarity? In the Western world, are we prepared to become an "open society", understanding the concept as reaching beyond ideological, political, and religious plurality to include the sense of multi-raciality, multi-culturality, and even the existence of different moral codes?

- Will humankind be able to overcome the great ecological problems that loom on the horizon? Taking this argument one step farther, will it be able to ensure its own survival?

We have to act locally, but without losing sight of this immense complexity on a global scale. Modestly, tenaciously, closing the faucet while brushing our teeth, turning off the lights when they're not needed, being a little more courteous with the tourists, preserving and recovering our natural sites as signs of identity, changing the mentality little by little and achieving changes of attitude in policies, legislation, companies and government. Everyone can do their part – and we can go a long way more if we do it together.

This belief, and the uncertainties mentioned above, have led to the implementation of Lloret de Mar's Local Agenda XXI. There is, however, a background and a long process of consciousness-arousal in recent years, both in Lloret de Mar and in the Costa Brava as a whole.

3.1 BACKGROUND FOR DE LLORET DE MAR'S LOCAL AGENDA XXI.

During Spain's Second Republic, and even before, there were some who forecast fairly accurately the process that might take place, warning us of the dangers which we were incapable of avoiding. In 1963, the writer Josep Pla called attention to the absurd contradiction of destroying or spoiling the original, physical and anthropological character of the territory for the sake of tourism, as this character is a necessary raw material that makes tourism possible in the first place.

3.1.1 Environmentalism in Lloret and in the Costa Brava.

In 1966, a French geographer, **Yvette Barbaza**, published her doctoral thesis in Paris on the Costa Brava. This capital work, titled **The Human Landscape of the Costa Brava**, which was not published in Catalonia until 1988, has an appendix by Joan Cals titled "Twenty Years Later", which constitutes a magnificent reflection on what happened and on how to redirect it. It causes a certain amount of anguish to note that this text contains all or almost all the elements which would have allowed us to focus the process differently and in the right way.

Also, since the early seventies, when the negative effects began to make themselves clear, constant calls were heard denouncing the situation, and many valid proposals were launched to redress the past mistakes. The high point in this process was perhaps the Costa Brava Debate, held in 1976.

The III Tourism Congress of Catalonia was convened in 1979, as a continuation of the two encounters staged during the Republic.

Throughout the 1980s and '90s, major debates, conferences and symposia have been held in Lloret and in the Costa Brava to deal with the problems and attempt to determine optimum conclusions in order to provide adequate solutions.

Some examples:

- The workshop organised in November 1988 by the Girona demarcation of the Association of Architects, known today as the "Jornades de Begur" (Begur Workshop), and the 1995 Workshop on Tourism in Coastal Areas promoted by the University of Girona's (UdG) Geography Department.
 - The environmentalist group DEMALL was born spontaneously in Lloret in 1988 to defend against speculation in the Boadella area.
 - In 1991, DEMALL -Club UNESCO- organised the I International Costa Brava Symposium, with the cooperation of the Lloret Town Hall and UNESCO. The symposium was devoted to the study of the "Past, Present and Future of the Costa Brava's Landscape".
- The II International Costa Brava Symposium, organised by the Associació Amics de Tossa-Club UNESCO, was held in Tossa de Mar in 1996. The conclusions of the symposium were presented in the reception hall of the Lloret de Mar Town Hall. The theme of the second symposium was: "Economy, Ecology and Culture – Future Strategies for Sustainable Tourism". In addition to the Lloret Town Council, the Club d'Economia de Lloret also took part in the symposium. This is a significant development, because of what this group represents among the leaders of the Lloret business scene.

The concerns and sensitivity were there, a first step in a number of major changes in the way problems were analysed by a good number of people:

- ENVIRONMENTALIST GROUPS AND OTHER NGOs

Evolving from the confrontation with the government and economic players to the study of environmental problems from a global perspective, understanding that the interdependence between the environment, the economy and culture are today a part of the analysis of all works related to tourism.

- GOVERNMENT

In Lloret de Mar a certain change can be observed with the consensus of all political parties on how to deal with the environment, both in terms of physical and urban landscape. In 1992, Lloret participated together with municipalities from several countries in the experimental EU programme RESTORE for the regeneration of mature tourist destinations.

This is evidenced by the cooperation between all the groups of the political spectrum at the municipal level since the start of Agenda XXI, and the Town Hall's financial support to make it possible.

- BUSINESS

Economic players are more and more aware every day that the natural milieu and the

landscape are assets that must be protected and preserved in order to ensure our future in terms of economic profitability. The help of the business world has been - and continues to be - significant in the Agenda's process.

Investment and specific actions on the part of the business world in the Quality Plan, or the granting of the first ISO certificates, prove business' desire to adapt to demand and, in some cases, keep ahead of it.

3.1.2 **Specifying Concerns: The Preparatory Stage.**

What was missing was the way to channel all of these concerns – the instrument as it were. Fortunately, views about what the instrument had to be like coincided in time. In the winter of 96/97, whilst environmentalists had a clear idea, based on Principle 10 of the Rio Declaration (**... "That proposals and solutions defined in Programme 21 can only be addressed with the cooperation of local authorities, and that these will not achieve it without the cooperation and dialogue between citizens, entrepreneurs, trade unions, NGOs..."**), the Town Council, under the influence of the Calvià experience and contacts and the subsequent partnership with the ICLEI (**International Council for Local Environmental Initiatives**), managed to reach an agreement with all groups to try to set up an Agenda 21 process. This accord could not be affected by the vicissitudes and possible discrepancies of day-to-day work, since it was not a project submitted by any specific political group, but rather of the town as a whole, and because its results were strategic in the long term.

It was necessary – and it continues to be necessary – to act locally and consistently with a global view, but above all it is necessary to get all the players involved, to act based on participation and social agreement.

In the spring of 1997, representatives of all the political parties in Lloret, as well as the Board of Tourism, the hotel guild, business world and civil society took part in the Tourism and Sustainable Growth in the Mediterranean conference held in Calvià (Balearic Islands).

All the participants clearly saw the path that had to be tread, and a committee to promote Lloret de Mar's Local Agenda XXI was set up immediately after the conference. The first documents were distributed explaining the "Why", the "Philosophy", and the "Method". The advice of UNESCO, the ICLEI and the UdG was sought out in the summer of '97, and meetings were held with Lloret's inhabitants to make the project know to them and ask for their cooperation.

In early 1998, two conferences were organised with presentations by Fernando Prats, General Co-ordinator of Calvià's Agenda 21, and by Laura Buguñà, an ICLEI consultant.

The Forum and the first thematic areas (TAs) were constituted on March 17, 1998, and it was formally agreed to ask the Town Council to show its support for the Aalborg Charter. The Plenary Session of the Town Council agreed to give its support to the Charter on October 22, 1998. Similarly, steps were taken to establish a cooperation agreement with the University

of Girona (UdG). It was the result of over a year's unhurried yet unrelenting work, because we were and are aware that we have still a long road ahead of us, that creating awareness and forming opinions among the general public is no easy task, nor is it simple to include in our analysis the notions of the long term, of interdependence and global reach of problems and possible solutions.

But the work was not in vain. Just the fact that the various players managed to get together to reflect in-depth on our problems and aspirations, our future and the strategy for tourism in the middle and long term, not only for a day, but on a regular basis for over a year, means that important changes have already taken place in the way we meet the challenges of the future.

In the early summer of 1998, a small committee, with the benefit of having young students from Lloret provide their particular views and guarantee the continuity of this process, drafted the document which you now have in your hands and which is, in part, the result of all this work, meetings, conversations, changes, etc. It aspires to be a medium through which to help generate hope and faith in the future of our town. It is based on learning from the past, the things we've done right and wrong, and the necessary evolution imposed by our situation and by the markets. Here you will find many reasons explaining the need for an objective change, a change of course, and the need for long-term thinking and reflection to progress in the field of sustainable development. You will find environmental reasons, economic reasons and cultural reasons which alone should suffice to create hope for our town. But we believe that such reasons, no matter how well-founded and solid, will not be enough if a large part of Lloret's society doesn't cooperate personally both in the FORUM and in the different THEMATIC AREAS and WORK GROUPS which have already been created or will be created in the future.

It's easy to talk, and it's also relatively easy to provide arguments. But action requires commitment.



*The beach seen from Sa Caleta
Photo by: E. Martínez*

Source: Lloret de Mar Municipal Archive Service, 1920

Source: Local Agenda XXI, 1998

3.2 STRUCTURE OF THE LLORET DE MAR LOCAL AGENDA XXI.



LLORET DE MAR'S AGENDA XXI FORUM.

An entity for the participation of Lloret's inhabitants, the Forum is the hub around which the Agenda XXI process wheel must turn. The Forum includes all those people from Lloret who wish to take part, and is open to outsiders as well. The Forum is based on the premise of seeking consensus in the decision-making process. It has no set rules that govern its organisation or operation. Its operating rules are established during the sessions, at the request of any Forum member. They must be agreed, and they are binding.

The Forum's main functions are twofold:

- Promoting Lloret de Mar's Agenda XXI process with the support and participation of local authorities.
- Debating, modifying and if necessary approving proposals made by the work groups. No proposal in the framework of Lloret de Mar's Agenda XXI process is considered viable if not approved at a Forum session.

CO-ORDINATION AND MANAGEMENT OF THE FORUM.

Its specific make-up is determined by the Forum itself, and its main function is to foment the work groups, within the methods defined by the Agenda XXI. The Management and Co-ordination of the Forum is also responsible, together with the Town Hall, for promoting and maintaining relations and participation in Catalan, Spanish and European networks involved in sustainability projects, in order to exchange experiences and seek out cooperation for the development and funding of projects.

SCIENTIFIC ADVISORY COMMITTEE.

Made up by those persons and/or institutions which the Forum seeks out, either sporadically or on a regular basis, for aid in the Agenda 21 process. The work of this committee is included in the work methods determined by Lloret de Mar's Agenda XXI. Its function is to provide advice, and its resolutions are nonbinding.

WORK GROUPS.

Made up by persons interested in specific subjects or issues. The organisation of each work group is established by the group itself and by the Forum's co-ordinators. Its operating process is included in the work methods determined by Lloret de Mar's Agenda XXI.

3.3 WORK METHODS AND GUIDELINES.

Lloret de Mar's Agenda XXI uses as a reference for establishing its work methods and guidelines the **Agenda 21** Guide (shown in an earlier illustration) and the **European Guide for Local Agenda 21 Planning** provided by the International Council for Local Environmental Initiatives (ICLEI) as part of the European Campaign for Sustainable Cities and Towns. The outline of this guide can be found in the attached table. There is an issue that links together the entire process proposed by the guide: the sustainability indicators.

Sustainability Indicators

The sustainability indicators should serve as a benchmark for monitoring the Local Agenda 21 process. An indicator is defined as a reference marker which serves to evaluate the trends of a system when a series of specific measures are applied to it. The indicator is based on a number of sustainability criteria, and it attempts to establish units of measure, sometimes more qualitative than quantitative.

The indicators will allow us to systematically monitor the environment with scientific logic, devoid of subjective values which might taint the results. This is why the indicators are defined when the objectives to be achieved for a specific environmental policy are established, that is, they are the measure which allows us to see whether the objective has been achieved or not.

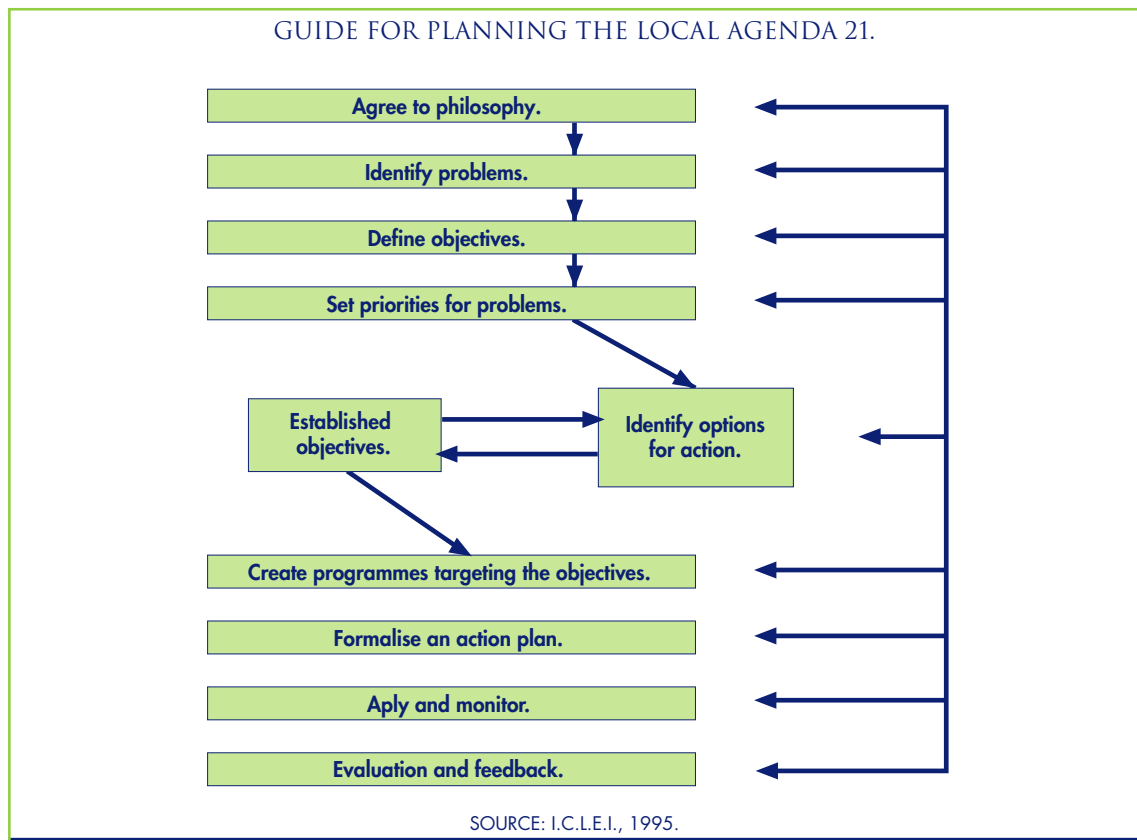
There can be many different types of indicators. There are lists of sustainability indicators for various problems, and their complexity varies depending on each particular case. However, the indicators have to be very specific given the diversity of problems and situations, and there is no other option but to use a combination of indicators. For instance, we could mention the following three examples of how to define indicators to measure a specific situation:

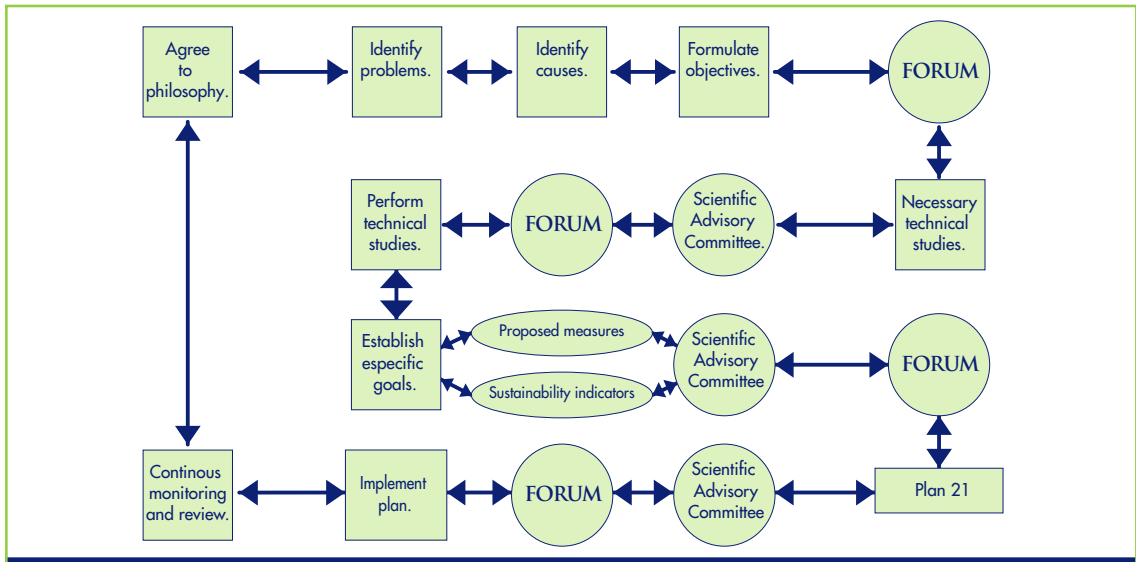
- If we wish to measure the number of trips made using public transport, one possible indicator could be to record the number of trips using public transport (buses, coaches, trains, etc.) out of the total number of trips.

- Recycled municipal waste. The indicator could record the fraction of the total amount of municipal solid waste generated that is recycled or reused.
- Ecological quality of rivers. The indicator could record the ecological quality of different river sections in a specific river basin. This would be an index combining factors such as water quality, the quality of the riverside landscape and communities, the quality of the fauna both underwater and on the riverbanks, the degree of artificiality of the riverbed, the impact of nearby infrastructures...

Therefore, the sustainability indicators give us an opening view of environmental problems and they allow us to set the values that we wish to obtain when managing a specific environmental problem. Moreover, when identifying the options for a specific action, the choice of indicators contributes to the discernment of the most favourable set of options to achieve the preset goals. This helps us to set up and study alternative scenarios.

But it is precisely in the stages of application, monitoring, assessment and feedback as defined by the Guide where the indicators achieve their optimum role. The indicator, or set of indicators, as an element that enables these stages to be carried out, evaluates the measures carried out in the Local Action Plan, and it helps us to reject them or introduce new ones to achieve the set goals. In these two stages, the feedback provided by the indicator can help us change the set goals or even revise the philosophy underlying our actions. It is the key element that allows us to overcome the rigidity of the models prior to Agenda 21 and to achieve the flexibility and dynamism which it advises.





THEMATIC AREAS.	WORK GROUPS.
•NATURAL ENVIRONMENT	<ul style="list-style-type: none"> •Forests and rivers. •Fauna. •Paths and seaside promenades. •Beaches and cliffs. •Coastal seabed and fishing. •Physical milieu
•RESOURCES	<ul style="list-style-type: none"> •Water. •Waste. •Energy. •Land.
•URBAN ENVIRONMENTAL PROBLEMS	<ul style="list-style-type: none"> •Noise. •Integral quality. •Mobility.
•EDUCATION AND TRAINING	<ul style="list-style-type: none"> •Environmental education targeting school-age children •Environmental awareness among the adult population •Environmental awareness among sectors of production.
•IDENTITY AND TERRITORY	<ul style="list-style-type: none"> •Management of architectural heritage •Folklore. •Health, environment and sports. •Agriculture.

The definition of areas is wide open and intended to be a starting point for the systematisation of a more accurate monitoring of the issues put forth under Lloret de Mar's Local Agenda XXI. As for the work groups, although the chart proposes some, it too remains completely open, whether to the introduction of new groups or the modification of existing ones. The following distinction has been made for the work groups:

- **Boldface type** for those already created or in the process of being set up.
- *Cursive type* for the remaining groups, considered to be basic in principle.

4

AFTERWORD.

4.

AFTERWORD.

This document is only just the beginning. A letter sent by Yvette Barbaza as a reflection and stimulus for Lloret's Agenda XXI tells us, among other things:

(...) "You, the people of Lloret, are the ones who have to take it forward and prepare a dynamic future.

With an attractive setting, in addition to quality tourism you can attract private investment in other activities, and in the end you will have prepared for your children an active country, an attractive country with broad horizons, where life can be good.

You will thus be spared the need to re-think things all over again twenty years from now"...

The French geographer friend of the Costa Brava already said it twenty years ago. This time we should listen to what she had to say. Take her words and this document as a call or an invitation to all Lloret's inhabitants to participate in this sustainability project – Local Agenda XXI - which is necessary on one hand, and exciting on the other.

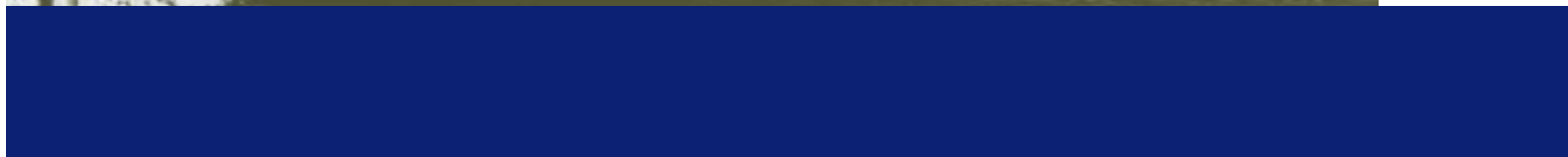
*Santa Clotilde
Gardens.*



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