

EXECUTIVE OVERVIEW

# FOUNDATIONS OF THE TRANSITION AGENDA


SOCIAL AND POLITICAL PACT FOR THE ECONOMIC, SOCIAL AND  
ENVIRONMENTAL SUSTAINABILITY OF THE BALEARIC ISLANDS



Govern de les  
Illes Balears

A photograph of a sunset over the ocean. The sun is a bright, glowing orb on the horizon, partially obscured by a dark, rocky cliff on the right. The sky is a deep, warm red, and the water is dark with white foam from a wave washing onto a dark, pebbly beach in the foreground. A large, dark grey circular shape overlaps the left side of the image, containing the title text in white.

# **A NECESSARY AND TIMELY TRANSITION**



The transition towards sustainability in the Balearic Islands is a structural necessity and a strategic opportunity to achieve scenarios of greater prosperity.

The impacts of climate change, the increasing pressure on natural resources, the fragility of an economy that is highly dependent on tourism and inequalities in housing, employment and social cohesion make it essential to undertake a profound and planned transformation. It is not a question of making one-off adjustments, but of initiating a process of systemic change that will allow the Balearic Islands to open up a path of progress that ensures the well-being of the population and the health of the natural environment.

Over the last few decades, the archipelago has seen its per capita income differential with the national and European average gradually erode. The lack of a firm commitment to increase the capacity to create value has had a double effect: on the one hand, it has made it more difficult for economic growth to translate into well-being; on the other, it has made it more difficult to maintain the social and environmental equilibrium that ensure quality of life and sustainability.

This context has led the Government of the Balearic Islands to promote the **Social and Political Pact for Economic, Social and Environmental Sustainability**, a commitment that marks a turning point in how we will confront the future and places sustainability at the heart of regional development.

The transition towards sustainability is a unique opportunity to diversify the economy and boost emerging activities, while ensuring more resilient and equitable development based on respecting ecological limits and making the most of the assets of the Balearic Islands. This is how we deliver on society's aspirations for progress and well-being.



**A TRANSITION THAT  
PIVOTS ON THE  
TOURISM SECTOR**

The transition towards sustainability in the Balearic Islands cannot be limited to a set of isolated measures or one-off actions. This is because the local and global challenges that justify it do not affect only one sector, nor are they subject only to a technical or administrative decision. On the contrary, it involves all economic activities, institutions, companies and citizens.

Therefore, transition requires a vehicle, i.e. a system capable of channelling, articulating and accelerating change, ensuring that it does not revolve around fragmented solutions that are disconnected from regional socio-economic realities.

In the Balearic Islands, the regional tourism system is the best vehicle for promoting the transition towards sustainability in an orderly, systemic and effective manner. This is not only because it concentrates a substantial part of the region's challenges and opportunities, but also because, after more than seven decades of tourism development, it has brought together a wide range of assets, capacities and resources that can be mobilised strategically. Indeed, the tourism system interconnects a variety of infrastructures, policies, social dynamics and activities, and has multiplier effects on other key areas such as the labour market, training and technological innovation.

For this reason, the tourism system is seen as a catalyst for the transition towards sustainability, capable of transforming its own structure and, at the same time, driving a profound change in the Balearic economy and society as a whole.

# A TRANSITION THAT STARTS ON SOLID FOUNDATIONS

The Foundations of the Transition Agenda lay the conceptual, methodological and strategic foundations necessary for the deployment and implementation of new actions.

Without these foundations, the risks of fragmentation, inertia and lack of impact would be too high and costly for society.

The contribution is concentrated on six main pillars.

## A CLEAR AND PROVEN FRAME OF REFERENCE

The transition towards sustainability in the Balearic Islands is aligned with international and European sustainability frameworks, such as the 2030 Agenda and the European Green Deal. Furthermore, in order to ensure that the Transition Agenda is connected to global trends, its foundations are based on **solid methodological criteria**, such as those offered by the Travel & Tourism Development Index (TTDI) of the World Economic Forum and, complementarily, Resource Use Efficiency (RUE), which acts as a cross-cutting criterion to ensure that the natural, economic, human and technological resources of the archipelago are managed efficiently.

## A STRUCTURED APPROACH IN AREAS OF REFLECTION-ACTION

The transition is organised around **12 Areas of Reflection-Action**, from skills and the labour market to environmental sustainability and tourism competitiveness. The selection of these broad thematic blocks ensures that the Transition Agenda has a structured approach. Otherwise, the Transition Agenda would run the risk of being no more than a collection of scattered ideas without a clear framework for action.

## GUIDING PRINCIPLES FOR STRUCTURING CHANGE

The transition toward sustainability in the Balearic Islands is guided by **15 key principles**, including integrated management, the decoupling of economic growth from resource consumption, economic diversification, and a just transition, among others. With these principles, the Transition Agenda, far from falling into a partial or reactive approach, contributes to an integrated strategy aligned with shared values and goals.

## PILLARS AND MAJOR TRANSITION GOALS

This combination makes it possible to group the different transition dimensions (economic, social and environmental) into **3 Pillars**, which take the form of **5 major transition goals**. These goals act as strategic vectors, as they give directionality to the broad range of strategic goals and lines of action of the Transition Agenda. They also facilitate the alignment of institutions, businesses and civil society around the same vision-region and ensure that the transition is feasible and effective.

## AN IDENTIFICATION OF DETERMINING FACTORS

The transition is based on an exhaustive analysis of the socio-economic and environmental reality of the Balearic Islands. Using proven methodologies such as SWOT analysis, impact-challenge analysis and the MICMAC methodology, **247 determining factors** have been identified and prioritised according to their potential impact and transformative role. This not only ensures that transition policies are based on sound information, but also allows for a proposal of **59 Strategic Goals** and **65 Development Goals** that provides concreteness to the transition and ensures that the actions to be implemented are coherent, effective and measurable.

## AN INTEGRATED VISION

The core of the transition is not based on the number of determining areas or factors, but on the interdependencies they maintain, because if well managed, they lead to change. This requires an additional foundation for an **integrated understanding of the interdependencies** between the different areas of reflection-action. The aim is to formulate cross-cutting strategies that respond to the 5 Major Transition Goals and ensure an integrated implementation of the Transition Agenda.

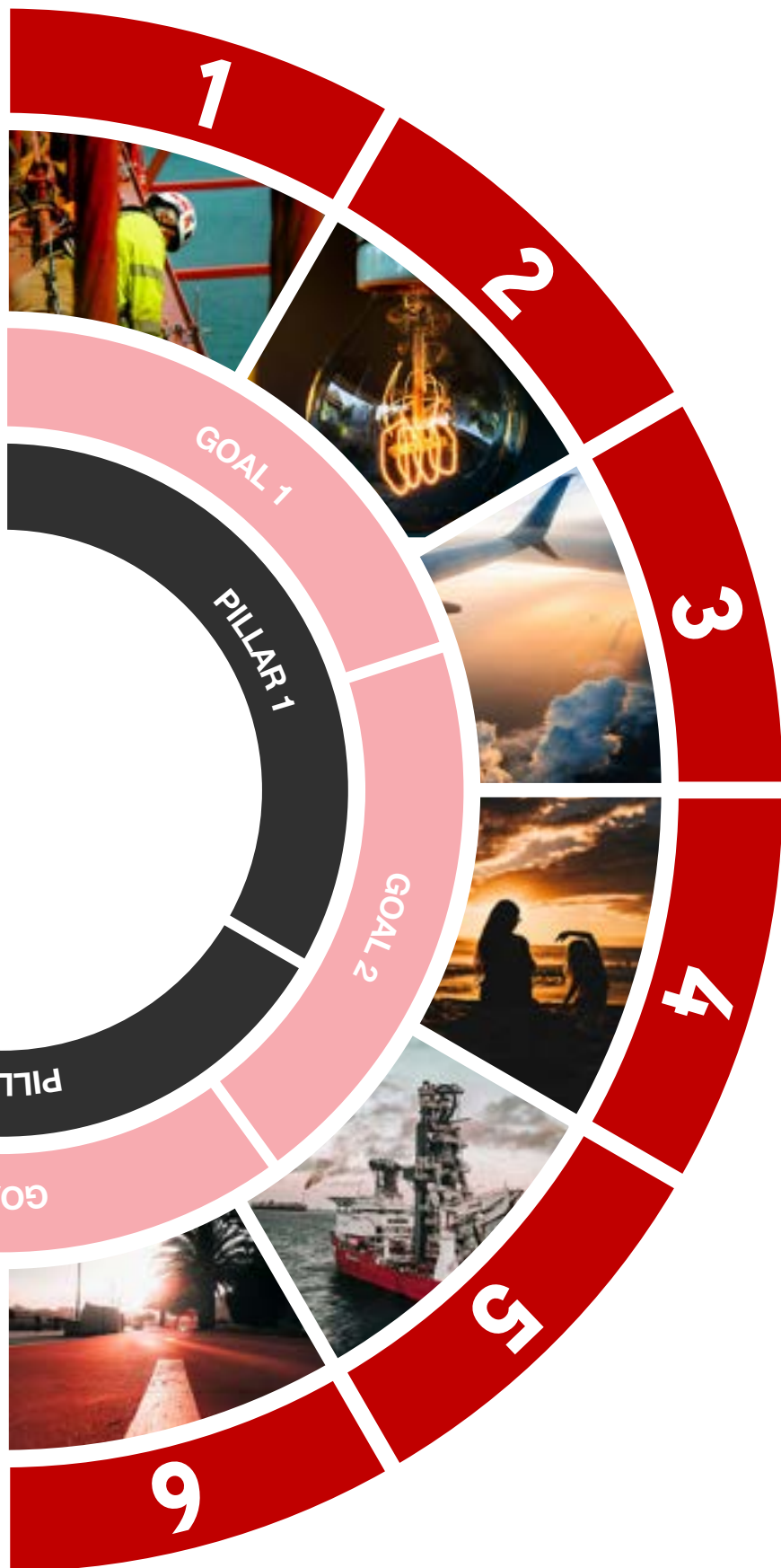
## PILLARS

1. A resilient and diversified economy
2. A fairer and more cohesive society
3. A preserved and regenerated territory

## MAJOR TRANSITION GOALS

1. Orientation of the regional tourism system towards sustainability
2. Reduction of environmental pressures and preservation of natural resources
3. Improving people's well-being and quality of life
4. Deployment of governance and citizen participation
5. Strengthening resilience to global challenges





## AREAS OF REFLECTION-ACTION

1. Qualification, training and labour welfare
2. Innovation and digitalisation
3. Tourism strategy
4. Sustainable tourism demand
5. Air and sea transport
6. Land mobility
7. Tourism services and infrastructures
8. Natural resources
9. Cultural heritage
10. Environmental sustainability
11. Social sustainability
12. Tourism competitiveness

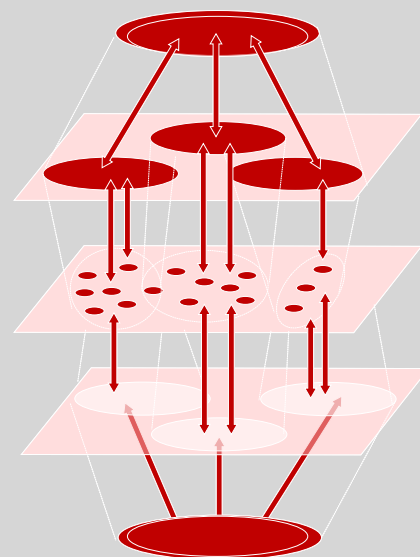
# A TRANSITION BASED ON AN INNOVATIVE METHODOLOGY

The key contribution of the **Foundations of the Transition Agenda** lies not only in its content, but also in the innovative methodology used in its development. Unlike other conventional approaches, this document is based on a structured, systematic and participatory process that combines three approaches.

## A bottom-up approach: integrating local and sectoral knowledge

The working process was based on a participatory and collective construction approach (bottom-up), which allowed the transition to emerge from the region's social, economic and institutional foundations. For this reason, a simultaneous working process was promoted at different levels and in different areas:

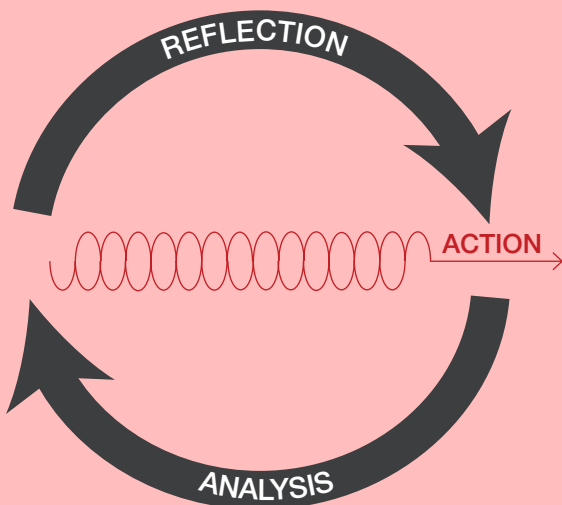
- **Multi-stakeholder dialogue space**, made up of 12 working groups that exchanged ideas and detected opportunities and barriers. This structure has made it possible to harness local knowledge and identify 247 determining factors for the success of the transition towards sustainability.
- **Digital participation platform**, aimed at gathering contributions from civil society, economic actors and experts. In total, 527 contributions were received, adding a collective and well-informed view on the opportunities and risks of the transition to sustainability.



## A dynamic and interactive approach: the simultaneousness of tasks

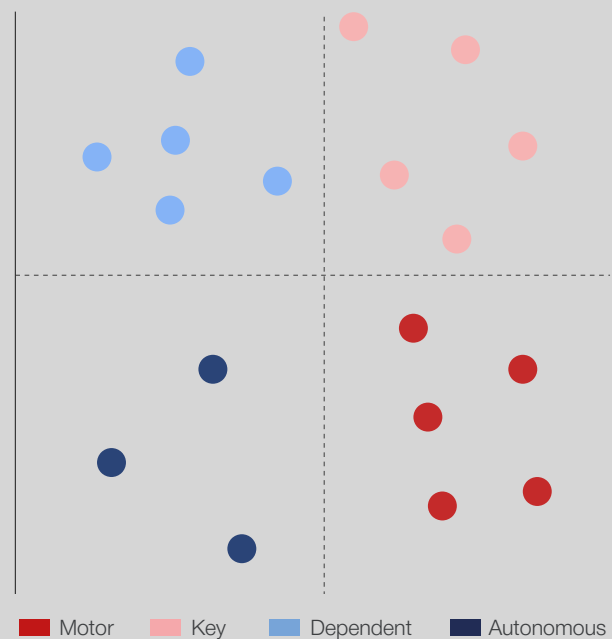
The working process has not followed a linear sequence, but has been highly dynamic and interactive, allowing for feedback between the different levels of analysis and reflection. This approach has made it possible to:

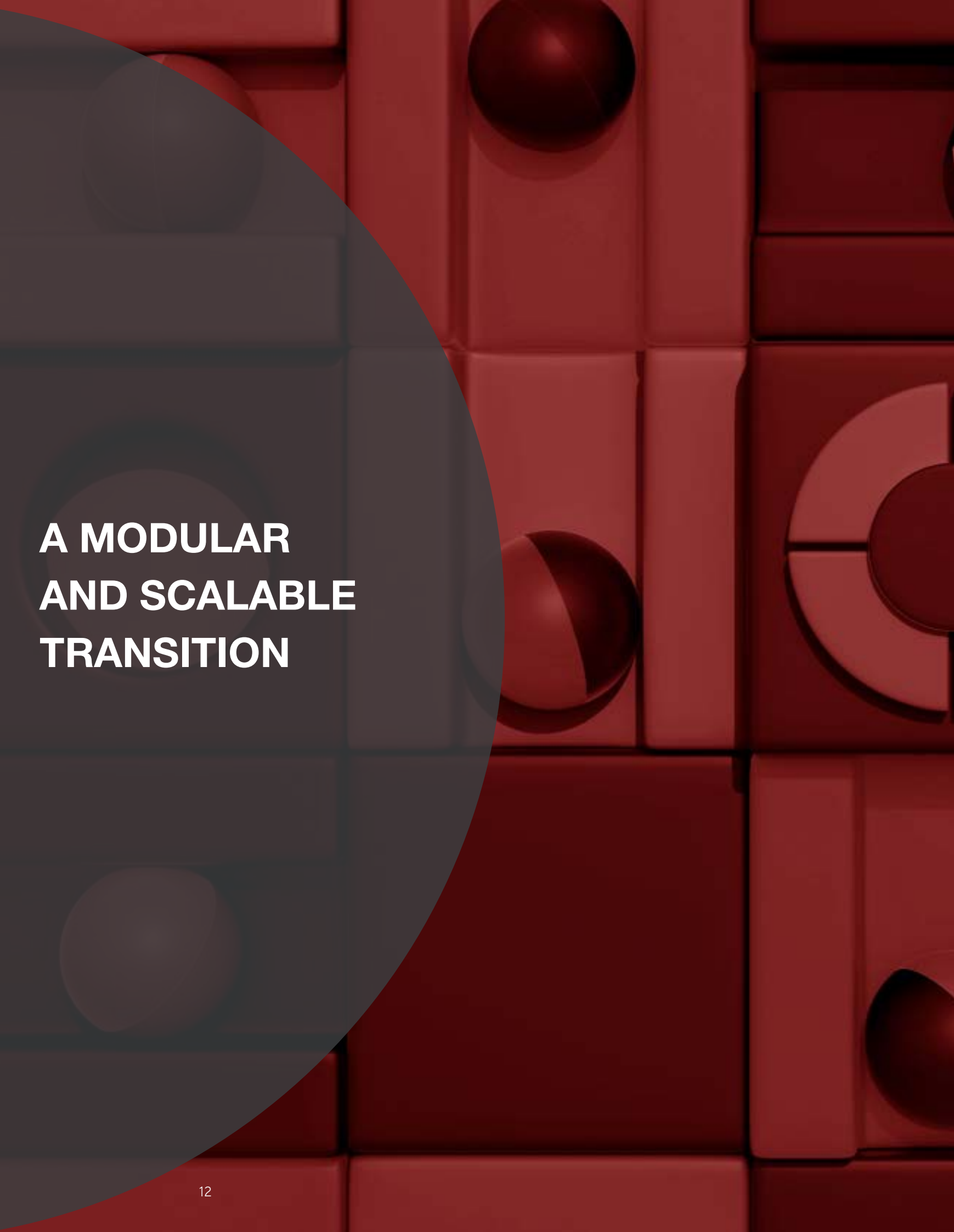
- **Build a thorough and shared diagnosis**, in which the reality of each Area of Reflection-Action has been analysed in dialogue with other areas to avoid a fragmented perspective.
- **Continuously refine and validate the proposals of the Working Groups through ongoing feedback and analysis mechanisms**, which have culminated in the validation of the determining factors and their prioritisation based on impact, feasibility, urgency and contribution to sustainability.
- **Integrate the systemic analysis in real time**, which has made it possible to identify interdependencies throughout the reflection.



## A chained approach: from analysis to action

The working process followed a structured methodological chain at different levels of analysis and reflection. This approach made it possible, in the first round, to link the major transition goals with the areas of reflection-action and their determining factors. Furthermore, in the second round, the integration of strategic and prospective analysis methodologies made it possible to link these elements with a hierarchy of Strategic Objectives and Development Goals. Based on the interdependencies between areas, this allows for the design of priority actions, considering their potential transformative impact.





**A MODULAR  
AND SCALABLE  
TRANSITION**

The transition towards sustainability in the Balearic Islands cannot and should not aim to tackle all of the archipelago's challenges at once. Nor can it impose homogeneous solutions. Each island or area of action has different rhythms and needs. This is why a modular and scalable transition approach has been chosen. This approach offers several advantages, as it allows for:

- Better adaptation to the challenges and opportunities that arise.
- The development of small-scale projects with significant impact before implementing generalised changes.
- Gradual management implementation, which avoids institutional, economic or social collapses, reduces resistance and prevents unnecessary tensions.
- The optimisation of economic, human and technological resources and the distribution of investment and effort over time.
- The efficient replication and expansion of progress made in specific areas.

For this reason, one of the added values of this document is its ability to generate concrete and applicable actions, thanks to a modular and flexible structure that allows for the design and deployment of specific intervention units, perfectly aligned with the proposed Foundations of the Transition Agenda, while

maintaining coherence with the overall vision of the transition.

These specific intervention units can address key aspects of transition, such as:

- New training tools for emerging activities, tailored to the changing needs of the labour market.
- Certification programmes in sustainability for businesses and employees.
- Tourism impact monitoring systems, integrated into the regional management system.
- Pilot projects for economic diversification in areas such as the blue economy or green technologies.
- Work-life balance and well-being plans that can be scaled across different activities.

The ability to design and link specific intervention units represents a competitive advantage for the Balearic Islands on their path towards sustainability. This structure allows for sustained and effective progress, offering short-term results without having to wait for large structural transformations.

With this approach, the transition is no longer a major reform that only materialises in the long term, but becomes a living and constantly evolving process, capable of generating immediate and sustained impacts over time. Thus, the Balearic Islands are not only planning their transition but also actively and constantly living and building it.



**A TRANSITION  
SERVING REAL  
CHANGE**

The **Foundations of the Transition Agenda** represent a significant step forward in how the transition toward sustainability in the Balearic Islands is approached. The commitment to a participatory, systematic and dynamic methodology has allowed for overcoming traditional barriers of strategic planning and establishing a practical, well-founded and effective action guide.

Its strength lies in the intelligent use of data, the active participation of stakeholders and the ability to integrate diverse perspectives into a coherent and structured framework for action. This is the distinguishing value of this proposal and what should enable the Balearic Islands to advance in a necessary, viable and effective transition.

This document constitutes a strategic framework to guide the transition towards sustainability in the Balearic Islands and, at the same time, an innovative methodological tool that allows for moving from reflection to action in a structured and efficient manner. This is achieved through an integrated chain that connects Guiding Principles, Transition Goals, Areas of Reflection-Action, and determining factors with Strategic Goals and Development Goals, which enable the definition of action lines.

This approach ensures that the transition is not conceived as a rigid set of fixed strategies but as a dynamic process, capable of generating operational and scalable intervention units, adapted to the changing needs of stakeholders and the region. This facilitates:

- The **experimentation and pilot testing of specific actions** before scaling them at the regional level.
- The **continuous adaptation of strategies** based on market and societal dynamics and results.
- The **incorporation of monitoring systems** that allow for measuring the impact of each action and making real-time adjustments.

In this way, the transition towards sustainability becomes a strategy for real change, capable of generating tangible results in the short term while consolidating structural changes.

