

Fact sheet for planning levels

Planning level		Type of plan		
National		General directive for spatial planning		
		Legislative	Executive	Judicative
State level	State	- Parlement (Chambre des députés) - Government (<i>Conseil de gouvernement</i>) - Council of State (<i>Conseil d'État</i> , supervises legislation)	Government/Ministries Governmental bodies (sectoral administrative units in charge of roads & bridges, nature & forests, water, etc.)	Constitutional court - the judicial order - the administrative order
Regional level	Canton (12)	- Parlement (Chambre des députés) - Government (<i>Conseil de gouvernement</i>) - Council of State (<i>Conseil d'État</i>)	Government	Constitutional court - the judicial order - the administrative order
Local level	Municipality (102)	Municipal council	Mayor, college of aldermen and -women ("Conseil d'échevins") Municipal administrations	Constitutional court - the judicial order - the administrative order

Source: Ministry of Energy and Spatial Planning 2021

Facts: General directive for national planning (Luxembourg)

Legal basis

Law of 21 May 1999 on spatial planning (loi du 21 mai 1999 concernant l'aménagement du territoire). This second master plan (PDAT, Programme Directeur d'Aménagement du territoire) was officially adopted by the government on 27 March 2003.

Competencies

The master plan guides the approaches and decisions of the government and local authorities with regard to the sustainable development of the territory. Since its introduction, the PDAT has become the key instrument of national spatial planning. According to the law, the PDAT 'determines the Government's general guidelines and priority objectives for the sustainable development of the living environment, the exploitation of human and natural resources and the development of activities, and the principal measures to be taken with a view to achieving them' (Article 4(2)). The PDAT is a policy framework for coordinating sectoral programmes in favour of balanced territorial development.

Binding force

Not legally binding; only guidelines. The PDAT is implemented through a number of spatial planning instruments such as planning programmes, plans and working documents, and national funds.

Tasks and content

The aim of the programme is to ensure harmonious development with respect to the particularities of each region and its specific resources. The programme's ambition is to guarantee the best living conditions for everyone, with a dual concern to respect individual choices, but also to preserve the public interest by taking its constraints into account. It therefore suggests a rational and coherent organisation of the country while ensuring equal access to housing, employment, education, goods and services, facilities, transport, natural areas, etc. in both urban and rural environments.

Process, duration, participation

Luxembourg's first master plan was drawn up in 1978. The second master plan was drawn up in parallel with the reform project of the 1999 law on spatial planning. The PDAT was developed using a procedure based on the previously defined principles of spatial planning, namely coordination, cooperation and participation. It is the result of a broad process of discussion and consultation which involved all interested parties and encompassed four main stages:

1. Orientation framework: The PDAT was developed from an initial reference document entitled 'Policy Framework', which defined and proposed the broader policy objectives according to three main fields of action: urban and rural development, transport and telecommunications, and the environment and natural resources. The policy framework was informally discussed with the Superior Council for Spatial Planning, the professional chambers and the Association of Luxembourgish municipalities (Syvicol), and a range of other bodies like trade unions, political parties and NGOs were invited to participate in this debate.
2. Action framework: In a second step, the guidelines of the master plan were further developed and concretised at the level of measures. At the same time, bilateral consultations were conducted by/with the ministries in charge of sectoral policies and three thematic working groups were set up, one for each of the three main fields of action defined by the orientation framework.
3. Draft master plan: The master plan itself was finalised on the basis of the first two steps. An Interministerial Committee for Spatial Planning supported the drafting process. The draft was then submitted to the CSAT for comments. It was then submitted to the Chamber of Deputies and approved by the Government Council in 2002.
4. Final master plan: The implementation of the final master plan is subject to regular evaluations. The minister in charge of spatial planning reports annually to the Chamber of Deputies on the state of spatial development.

Duration of validity

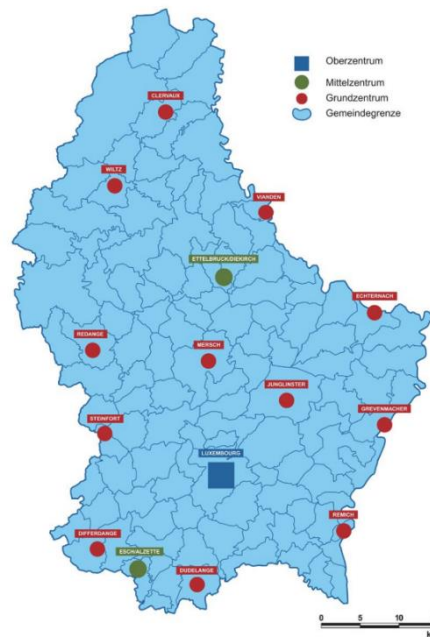
The PDAT has been in operation since 2003 and is currently subject to revision.

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Details of the plan



Detail 1: CDAs – Centres of development and attraction (Source: Ministry of Energy and Spatial Planning 2021)

Characteristics

Location of the area

The PDAT is effective for the country's entire territory.

Initial situation

As there was no effective inter-municipal planning in Luxembourg before the introduction of the spatial planning law of 1999, the main area of planning practice was the municipal jurisdiction. The increasing pace of development was mainly absorbed by local development, unfettered by any strategic inter-municipal authority. The rise of the Grand Duchy to become an international financial marketplace and major location for the services industries led to a number of largely uncoordinated developments in and around municipalities, as well as to increasing connectivities across the national borders. By developing the Programme Directeur, the state aimed to intervene as a major driver of planning innovation in the context of communal planning and building autonomy.

Particularities of the procedure and/or contents

A central-place based approach was selected in order to respond to the increasing dis-integration of the country's spatial development. The territory is classified into various settlement types: very dense, dense, 'rurban', rural, and urban centres in a rural setting. Each planning region has one or more urban centres, called Centres of Development and Attraction (CDA) or regional centres (see the figure above). However, as a small country that is increasingly shaped by global dynamics and related development pressure, the appreciation of economic development led to planning being considered unpopular. Also, the relationship between the state and municipalities remains critical in the sense that the authority for effective coordination would require strong and widely accepted binding (legal) powers to steer this development, which are not given.

Notes and links

Ministry of Energy and Spatial Planning – Directorate for Spatial Planning:
<https://amenagement-territoire.public.lu/> Accessed on 1 September 2021