

## Heritage Impact Assessment

### ‘Heumarkt Neu’ Construction Project and Development of the World Heritage Property ‘Historic Centre of Vienna’





## **Heritage Impact Assessment**

**‘Heumarkt Neu’ Construction Project and Development of the World Heritage Property  
‘Historic Centre of Vienna’**

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## SUMMARY

### 1. Objective and background of the assessment

#### 1.1 Objectives:

The objective of this independent expert assessment commissioned by the *Federal Chancellery of the Republic of Austria* is to evaluate from an independent perspective the effects of recent high-rise developments and the planned *Heumarkt Neu* construction project on the *Outstanding Universal Value* of the World Heritage property *Historic Centre of Vienna*. In case of negative influences, the plan is to develop recommendations how to reduce or avoid such influences.

#### 1.2 Background:

The *Heritage Impact Assessment* is based on Decision 41 COM 7B.42 adopted by the *UNESCO World Heritage Committee* in 2017 to inscribe the World Heritage property *Historic Centre of Vienna* on the *List of World Heritage in Danger*, on the grounds that

- urban development has reached a critical level as a result of high-rise developments and the modernisation of historic building stock, thus impacting the *Outstanding Universal Value* of the property,
- the control and planning instruments of the *City of Vienna* do not sufficiently protect the *Outstanding Universal Value*,
- the modifications of the planned *Heumarkt Neu* project do not meet the requirements and recommendations of the *World Heritage Committee*.

In more detail, a position on the following issues is to be taken in the *Heritage Impact Assessment*:

a.) Analysis of the development of the *Historic Centre of Vienna* since inscription on the *UNESCO World Heritage List* in the year 2001, with particular focus on high-rise developments at the edge of the *buffer zone*. Assessment of the high-rise developments with regard to the *Outstand-*

*ing Universal Value* of the World Heritage property.

b.) Assessment of the *Heumarkt Neu* construction project with regard to the *Outstanding Universal Value* of the World Heritage property *Historic Centre of Vienna*:

- Effects on the *authenticity* and *integrity* of the World Heritage property.
- Effects on the city centre as a whole, and in more detail on the immediate surroundings of the *Ringstraße ensemble*.

c.) It was the expressed wish of the principal to carry out the evaluation process with the involvement of the (professional) public, in spite of the very limited time available (public consultation).

### 2. Assessment process and methods

**2.1 Against this background, the process of preparing the Heritage Impact Assessment included the following steps:**

1. Key stakeholders were informed on the assessment in preliminary talks, and specific requests were incorporated whenever possible (representatives of the principal, tenderer and architect, representatives of the *City of Vienna*).
2. A so-called *Scoping Report* was prepared and made available to the central stakeholders involved, which illustrates the content framework, the process design and the time schedule of the assessment.
3. The tenderer and the commissioned architect's office were asked to compile information on the project that served as a basis for the description presented in the report of the planned *Heumarkt Neu* project. In addition, the project description was agreed with the tenderer and the commissioned architect's office.
4. During a dialogue round held on 20 September 2018, citizens and rep-

representatives of NGOs were given the opportunity to report on their assessment of the matter under consideration.

5. The visualisations created for the *Heritage Impact Assessment* by the authors of the report were agreed with the commissioned architect's office *Murr Architekten*.
6. On 13 November 2018, an interim report on the assessment was presented in the course of the *UNESCO / ICOMOS Advisory Mission*. Representatives of the *UNESCO World Heritage Centre*, *ICOMOS International*, the *Federal Chancellery of the Republic of Austria* and the *City of Vienna* attended the meeting.
7. The assessment was double-checked by an *Advisory Board*, consisting of renowned international experts.
8. There are plans to make the assessment available to the public once it is completed, and to summarise the assessment in a video which is easy to understand for all stakeholders, in order to facilitate a transparent and constructive exchange of opinions.

### 2.2\_ The assessment methods included an analysis of the following partial aspects:

1. *Retrospective Statement of Outstanding Universal Value*: Inscription criteria of the World Heritage property
2. World Heritage relevant planning and protection instruments
3. Developments on the World Heritage property since 2001
4. Planned development: *Heumarkt Neu* project
5. Characteristics of the historic skyline of Vienna
6. Historical and urban development of the assessed area concerned
7. Conclusion: Definition of *attributes* (characteristics) of the World Heritage property which are relevant to the assessment

## 3. Assessment results

These assessment steps gave the following results:

### 3.1\_High-rise developments since 2001:

It is to be stated that the distant view of the *historic city centre of Vienna* from many lookout points of cultural history relevance has changed significantly because of the high-rise developments which have been realised since 2001:

- *St. Stephen's Cathedral* can no longer be seen as the symbolic and visual centre of Vienna from the *Giant Ferris Wheel / Danube Tower*. Therefore, it is no longer possible to experience the mono-centrality of Vienna's urban structure, which is a characteristic of the World Heritage property *Historic Centre of Vienna*.
- The view from the *Belvedere gardens* to the *historic city centre of Vienna* was significantly changed by the high-rise developments at *Danube Canal / Leopoldstadt*.
- A random check of the consequences of the high-rise developments in the area of *Wien River / Zollamtssteg* indicates that their height also impairs the visual integrity of the *historic city centre of Vienna* and of the *Ringstraße ensemble* from a close-by perspective. The consistency of the streetscape built during the *Gründerzeit* is noticeable only to a limited extent.

### 3.2\_Effects of the planned Heumarkt Neu project:

The assessment showed that the scale of the planned *Heumarkt Neu* project results in tremendous impairments of the visual integrity of the World Heritage property *Historic Centre of Vienna*. In particular the following three urban spaces are directly affected in the narrower area under assessment:

- *Belvederegarten*: Dramatic change of the appearance of *St. Stephen's Cathedral* creates adverse effects on the everyday perception of historically significant monocentric urban structure / the historic skyline of Vienna;
- *Lothringerstraße*: Inappropriate distortion of the historic *Ringstraße ensemble* as a result of the planned demolition and new construction

of the existing *InterContinental Hotel* at a larger scale / creation of a new high point which is atypical for the type of buildings of the *Ringstraße ensemble*;

- *Stadtpark*: Amplification of the already existing scale problems of the existing hotel as a result of the planned demolition and new construction at an even larger scale.

Since this will directly affect fundamental *attributes* (=characteristics) of the World Heritage property *Historic Centre of Vienna*, it is expected to have very serious negative effects on its *Outstanding Universal Value*.

These adverse effects on the visual integrity are contrasted by the predominantly positive effects of the project on the interdependencies of the *Heumarkt Area* with regard to its usage functionality, which urgently requires refurbishment due to its existing urban development deficits:

- Supporting an appropriate mix of uses by maintaining and supplementing existing uses in accordance with the operating institutions;
- Reducing the barrier effect and improving the accessibility of the *Heumarkt Area*;
- Creating a public place and upgrading the public space;
- High design / architectural ambition.

However, from the perspective of the assessing experts, the negative effects cannot be outweighed by the expected positive effects of the planned *Heumarkt Neu* project, since its scale would in particular result in direct impairments of the *Outstanding Universal Value* of the World Heritage property *Historic Centre of Vienna*.

#### 4. Recommendations

In the light of the above, taking account of the recommendations of the *Expert Procedure March 2018*, it is recommended to promptly implement

the *10-point list of measures* below in order to avoid the very serious negative effects on the *Outstanding Universal Value* of the World Heritage property to be expected:

##### **4.1 Recommendation 1: Two years' moratorium for all planning measures jeopardising the Outstanding Universal Value of the World Heritage property Historic Centre of Vienna:**

- Suspending any other planning measures for the planned *Heumarkt Neu* project for the next two years.
- Using this period to explore possible World Heritage compatible alternatives for the current *Heumarkt Neu* project, taking account as far as possible of the above-mentioned positive aspects of the current project.
- Preparing World Heritage compatible alternatives based on the existing *Glacis Master Plan*, taking account of the historical urban context, and focus on reducing the negative effects on the visual integrity of the World Heritage property caused by the building height and the scale.

##### **4.2 Recommendation 2: Use the period of inscription on the List of World Heritage in Danger to prepare a Management Plan:**

- The World Heritage property *Historic Centre of Vienna* should remain on the *List of World Heritage in Danger* (so-called 'Red List') during the two years' moratorium.
- Use this period to prepare a *Management Plan* for the World Heritage property *Historic Centre of Vienna* in accordance with § 108-118 of the *Operational Guidelines*, describing in sufficient detail how to maintain the *Outstanding Universal Value* of the World Heritage property *Historic Centre of Vienna*, and which strategic measures and instruments to use in order to guarantee a sustainable and future-proof development of the World Heritage property.
- If necessary, extend this two years' period and the moratorium for another year if the *Vienna City Council* is not able to adopt the *Management Plan* in the first two years.

**4.3\_ Recommendation 3: Clarification and specification of the Retrospective Statement of Outstanding Universal Value (RSoOUV):**

- Create a solid basis for preparing the above-mentioned *Management Plan* by revising the *RSoOUV*, since it is inherently contradictory and essential parts are missing in the official German translation, and text passages have been translated in a misleading manner.
- During this revision, it should be clearly determined which characteristics convey the *authenticity* with regard to the historic skyline of Vienna and contain the *OUV* of the World Heritage property. This determination must be made in accordance with the information provided in the *ICOMOS* evaluation report on the inscription, and in the application for inclusion in the *World Heritage List*, and must not result in a reinterpretation of the criteria which were originally of essential significance for inclusion in the *World Heritage List*.
- Use this *Statement on Authenticity* as a basis for all future planning measures of the *City of Vienna* affecting Vienna's historic skyline. It should be noted that the undamaged historic skyline of Vienna was the point of origin for inscription of the World Heritage property *Historic Centre of Vienna*

**4.4\_ Recommendation 4: Definition of attributes of the UNESCO World Heritage property:**

- During the assessment at hand, fundamental assessment-relevant *attributes* (=characteristics) were identified, reflecting the *Outstanding Universal Value* of the World Heritage property *Historic Centre of Vienna*.
- However, naming these *attributes* had to be limited to the content framework of the assessment, and therefore this can only be the beginning of a complete *attribute map* for the World Heritage property *Historic Centre of Vienna*.
- As a consequence, a complete *attribute map* should be developed, which also forms the basis of the above-mentioned *Management Plan*. If necessary, the attribute mapping can take place at the beginning of the development process of the above-mentioned *Management Plan*.

**4.5\_ Recommendation 5: Adding new protection and planning instruments at federal level:**

- Amendment of the *Regional Planning Laws* at least in Austrian provinces where *UNESCO World Heritage properties* are located (mentioning the *UNESCO World Heritage* as part of the public interest), so that they can be used to protect *Austrian UNESCO World Heritage properties* and in particular *Historical Urban Landscapes and Cultural Landscapes*.
- Mentioning the *UNESCO World Heritage* as part of the public interest in the *Austrian Heritage Protection Law*, so that it can be used to protect *Austrian UNESCO World Heritage properties*, since the expert consider it a problem that the *Austrian Federal Monuments Office* currently does not regard itself responsible for the protection of *Austrian UNESCO World Heritage properties*.
- Amendment of the *Heritage Protection Law* with regard to protection of the surroundings, an active application of the protection of historic ensembles, the protection of visual axes which are important in terms of cultural heritage, and the obligation of preserving monuments, so that it can be guaranteed that it is compatible with the requirements of the *UNESCO World Heritage Convention*.

**4.6\_ Recommendation 6: Adding formal protection and planning instruments at the level of the City of Vienna:**

- Prompt amendment of the *Vienna Building Code* by anchoring the *UNESCO World Heritage* to provide a clear legal and administrative framework for protecting the two World Heritage properties in Vienna in the future, and facilitate their effective protection.
- Complete coverage of the entire area of the World Heritage property *Historic Centre of Vienna* with protection areas (here: inclusion of *Heumarkt Area*).
- Cartographic and text listing of the two World Heritage sites of Vienna and their *buffer zones* in the *Land Development Plan*.

**4.7\_ Recommendation 7: Adding World Heritage relevant general protection and planning instruments at the level of the City of Vienna:**

- Prompt amendment of World Heritage relevant general protection and planning instruments to support the future-proof development of Vienna's World Heritage properties as an integral part of a sustainable urban development.
- Amendment of the *STEP 2025 Thematic Concept High-Rise Buildings* with exclusion zones for high-rise buildings in the area of the two World Heritage properties in Vienna, and listing of Vienna's two World Heritage properties, their *buffer zones* and relevant historic visual axes to Vienna's World Heritage properties, which must be kept clear of high-rise buildings, in all relevant maps which are part of the study.
- Amendment of the *Glacis Master Plan* with a restriction of building heights, which will determine the admissible building heights in the planning area of the master plan. This may be based on the division of the *Ringstraße Area* into 'ensembles' and 'zones' which was made in the *Glacis Master Plan*. For this purpose, the historical condition of the *Ringstraße ensemble* should be the key guideline.

**4.8\_ Recommendation 8: Completing an independent study on the added value of the planned Heumarkt Neu project:**

- Amendment of the existing *Heritage Impact Assessment* by another expert report to evaluate the social and economic added value for the general public created by the *Heumarkt Neu* project.
- This expert report is to be created by an institution or expert which is completely independent of the *City of Vienna*.
- It is essential to note in this context that an expected public added value cannot be a replacement for complying with necessary measures protecting the *Outstanding Universal Value*, and therefore it cannot be a reason for accepting developments which are a potential risk for the *authenticity* and *integrity* of the World Heritage property.

**4.9\_ Recommendation 9: Establishing a World Heritage Advisory Board:**

- Prompt establishment of a *World Heritage Advisory Board* for the World Heritage property *Historic Centre of Vienna*.
- This *World Heritage Advisory Board* should be composed of persons with a profound knowledge on complex *UNESCO World Heritage properties* (in particular *Historic Urban Landscapes*) and on planning issues and Vienna's urban development. The *World Heritage Advisory Board* should also include experts which are completely independent of Vienna's City Administration.
- Involvement of the independent experts of the *Advisory Board* in the development of the above-mentioned *Management Plan* and in the implementation of the recommendations provided in the *Heritage Impact Assessment*. Subsequently the *World Heritage Advisory Board* should assist the regular World Heritage Management in an advisory capacity.

**4.10\_ Recommendation 10: Initiating an open, interdisciplinary dialogue on Vienna's World Heritage:**

- As recommended by all experts of the *Expert Procedure March 2018*, it is advised to hold and continuously maintain an interdisciplinary and international dialogue between politicians, investors, planning experts and citizens.
- Use the development process of the *Management Plan* for open dialogue and the close involvement of citizens, and for ensuring a tight integration of this dialogue with politicians, investors and planning experts.
- Use public events like the *Cities Facing Development and Preservation congress* organised by the *City of Vienna* as part of the *OWHC Programme* on 13 - 15 February 2019 to support this dialogue.



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## **PART I      BACKGROUND**

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- 2.      METHODS OF HERITAGE IMPACT ASSESSMENTS**

## 1. TASK AND OBJECTIVE OF THE HERITAGE IMPACT ASSESSMENT

### 1.1 INITIAL SITUATION

The *Heumarkt Neu* building project is currently planned in Vienna. The plan is to build this project in the area of the World Heritage property *Historic Centre of Vienna*. However, the *UNESCO World Heritage Committee* and its advisory non-government organisation for World Cultural Heritage Sites *ICOMOS* expressed concerns that the project could jeopardise the *integrity* of the World Heritage property. Therefore, the *UNESCO World Heritage Committee* incorporated the World Heritage property in the *List of World Heritage in Danger* in the year 2017 (decision 41 COM 7B.42). In 2018, the World Heritage Committee adopted the decision to include the World Heritage property in the *List of World Heritage in Danger* for another year (decision 42 COM 8C.2).

The internationally applicable guidelines on the implementation of the *UNESCO World Heritage Convention* provide for an increased monitoring by the *World Heritage Committee* after inscription on the *List of World Heritage in Danger*.<sup>1</sup> In line with these requirements of the international obligations, an in-depth discussion on the contents was initiated in autumn 2017 between the *Federal Chancellery of the Republic of Austria*, the *City of Vienna*, the *World Heritage Centre* and its advisory organisation *ICOMOS International*. The following decisions were made:

- Carry out a national workshop with international urban planning and urban development experts and experts on procedural matters of the *UNESCO World Heritage*,
- Carry out an extensive *Heritage Impact Assessment*,
- Carry out an *UNESCO / ICOMOS Advisory Mission* in autumn 2018 (which was held between 12th and 15th November 2018).

<sup>1</sup> UNESCO (2017): *Operational Guidelines for the Implementation of the World Heritage Convention*, para. 190 et seqq.

After the national workshop with international experts was carried out in March 2018, the *Federal Chancellery of the Republic of Austria*, represented by *Dr. Christoph Bazil* commissioned this *Heritage Impact Assessment*<sup>2</sup> as a second step.

The objective of this independent expert assessment is:

- To evaluate which effects the high-rise developments planned by the *City of Vienna* since the inscription of the World Heritage property *Historic Centre of Vienna* in 2001 at the edge of the *buffer zone* had on the *Outstanding Universal Value* of the World Heritage property.
- To evaluate the positive and negative effects of the planned *Heumarkt Neu* building project on the *Outstanding Universal Value* of the World Heritage property *Historic Centre of Vienna*.

In case of any negative impacts, recommendations must be developed how these impacts can be reduced or eliminated.

### 1.2 EXPERT WORKSHOP MARCH 2018

The following experts took part in the above-mentioned workshop which was held in March 2018:

- *Univ. Prof. Dipl. Ing. Dr. Vittorio Magnago Lampugnani*, *Wissenschaftskolleg Berlin*, *Institute for Advanced Study / ETH Zurich* Department of Architecture

<sup>2</sup> More information on the objectives of *Heritage Impact Assessments* and their legal background can be found in the Appendix of this assessment (Chapter 14.4)

- *Univ. Prof. Dipl. Ing. Christa Reicher*, Faculty of Spatial Planning Urban Land Use Planning, Dortmund University of Technology (now: Faculty of Architecture, *RWTH Aachen University*)
- *Dr. Birgitta Ringbeck*, World Heritage Coordination Centre, *Federal Foreign Office*, Berlin

The objective of the workshop was to assess the World Heritage compatibility of a new building project at *Karlsplatz* and the *Heumarkt Neu* project. While the first project was consistently assessed as compatible with the World Heritage principles, this was not the case for the *Heumarkt Neu* project.<sup>3</sup>

Therefore, it is necessary to come to a final evaluation of the situation in this *Heritage Impact Assessment* from an independent expert perspective, while taking account of these assessments.

### 1.3 TASKS OF THE FEDERAL CHANCELLERY OF THE REPUBLIC OF AUSTRIA

Against this background, the *Federal Chancellery of the Republic of Austria* defined the following detailed framework for the *Heritage Impact Assessment* for performing the *Heritage Impact Assessments* when the contract was awarded on 11 June 2018:

Decision 41 COM 7B.42 which was adopted in 2017 by the *UNESCO World Heritage Committee* to include the World Heritage property *Historic Centre of Vienna* in the *List of World Heritage in Danger*, was justified with the facts that

- The urban development reached a critical level as a result of the high-rise developments and the modernisation of historical

<sup>3</sup> A compact summary of the comments by the experts is included in the Appendix of this Assessment (Chapter 13.1)

buildings, so that the *Outstanding Universal Value* of the site is jeopardised,

- The City's control and planning instruments do not sufficiently protect the *Outstanding Universal Value*,
- The changes to the planned *Heumarkt* project are not in line with the requirements and recommendations of the *World Heritage Committee*.

In detail, it is requested to provide comments on the following subjects:

- a) Analysis of the development of the historic centre of Vienna since inscription on the UNESCO World Heritage List in 2001, considering the “cumulative negative effects” (f. ex. report of the Advisory Mission 2015)<sup>4</sup>:
  - Analysis of the urban and historical qualities of the historic centre of Vienna as an exceptional testimony to a continuing interchange of values during the second millennium (criterion II); specifically: Have the urban planning developments in the World Heritage zone reached a critical level?
  - Analysis primarily with regard to the high-rise buildings at the edge of the *buffer zone* in relation to the reasons mentioned in the file for the authentic conservation state of the property, which is mainly due to the omitting of high-rise buildings (see nomination for inscription)<sup>5</sup>.
  - Analysis of the planning instruments with regard to the development of the World Heritage property.
- b) Assessment of the *Heumarkt Neu* building project:

<sup>4</sup> ICOMOS (2015): *Reactive Monitoring Mission to the World Heritage property “Historic Centre of Vienna”* (Mission Report)

<sup>5</sup> Republic of Austria. (2000). *The World Heritage “The Historic Centre of Vienna”*, Nomination for inscription on the World Heritage List, Vienna.

- *Effects on the “total artwork”* (sum of the three key periods: Middle Ages, Baroque and Gründerzeit (criterion IV): Urban morphology, visual axes, etc. (see nomination for inscription) ► i.e. an overall assessment of the planned building project in relation to the historical environment. Concrete question: Does the height of the tower (approx. 66 metres) disturb the authenticity and integrity (of the conservation status) of the historic buildings from the 2nd millennium in Vienna? These were emphasised as “*Outstanding Universal Value*” in the nomination, and were the main criterion (“conditional criterion”) for inclusion [in the *UNESCO World Heritage List*] in the year 2001.
- *Detailed effects in the surrounding area (Ringstraße ensemble) and the city centre as a whole (Belvedere view)*: primarily visually ► scope, dimensions and design of the planned project, urban morphology parameters (structure of the development, such as height and density, creation of plots, building typology).
- *Effects on the public space*: Transformation of Ice-Skating Club area; consequences of the street relocation (f. ex. loss of green spaces; noise development regarding the opposing buildings): technical issues and environmental issues.
- *Analysis of the assessment of the public added value (to pre presented by the City of Vienna in the Scoping Report)*:<sup>6</sup> f. ex. maintaining the Ice-Skating Club, hotel conference centre, “*liberation*” of the *Konzerthaus* (new entrance and passage between Lothringerstraße and Heumarkt, etc.). Evaluation of these aspects should be guaranteed by involving a second expert.

<sup>6</sup> To present the added value of the project, the City of Vienna provided the following documents:

- City of Vienna: *Municipal Department 21 (November 2016), Umweltbericht zur Darstellung der mit der Festsetzung des Flächenwidmungsplanes und des Bebauungsplanes verbundenen Umweltauswirkungen für das 2,7 ha große Gebiet zwischen Johannesgasse, Am Heumarkt, Lisztstraße und Lothringerstraße im 3. Wiener Gemeindebezirk.*

- City of Vienna: *Heumarkt HIA Übersicht Mehrwerte\_Kloos Version 6 July 2018*

- c) Public consultation:
  - Within the scope of the *HIA*, an event should be planned with public participation, to hear and evaluate the public opinion at first hand.
- d) Inclusion of the results of the workshop in March of this year for all issues.

#### 1.4 CONCLUSION: CENTRAL ELEMENTS OF THE HERITAGE IMPACT ASSESSMENT

With reference to these tasks, the *Heritage Impact Assessment* includes the following central elements:

- a) Presentation of the historic development of the World Heritage property *Historic Centre of Vienna* since its inscription on the *World Heritage List* in 2001:
  - Documentation of key developments within the World Heritage property and related decisions of the *UNESCO World Heritage Committee* and its advisory body *ICOMOS*.<sup>7</sup>

Based on this, analyses of whether:

- Developments in the World Heritage area jeopardise the *Outstanding Universal Value* of the World Heritage property *Historic Centre of Vienna*,
- High-rise developments at the edge of the *buffer zone* of the World Heritage area jeopardise the *Outstanding Universal Value* of the World Heritage property *Historic Centre of Vienna*,
- the functionality of existing planning and protection instruments for the World Heritage property *Historic Centre of Vienna* is sufficient;

<sup>7</sup> This list in the form of a table is attached as an Appendix to this Assessment (Chapter 13.2)

- b) Analysis of the planned *Heumarkt Neu* project with regard to its effects on the *Outstanding Universal Value* of the World Heritage property *Historic Centre of Vienna*:
- Assessment of the visual effects on the historic skyline of the city.
  - Assessment of the effects on the urbanistic surroundings (*Ringstraße ensemble*, incl. the band of the so-called '*Zweierlinie*').
  - Assessment of the public added value of the planned *Heumarkt Neu* project [provided by external expert / expert institution].
- c) The *Heritage Impact Assessment* process is to be carried out with public participation.
- d) The results of the national workshop held in March 2018 with international urban planning and urban development experts as well as procedural questions of the UNESCO World Heritage shall be included.

## 2. METHODS

The methods used for this *Heritage Impact Assessments* are explained in detail below.

### 2.1 ICOMOS GUIDANCE ON HERITAGE IMPACT ASSESSMENTS FOR CULTURAL WORLD HERITAGE PROPERTIES 2011

The advisory organisation of the *World Heritage Committee* for World Cultural Heritage Sites, *ICOMOS*, established the *ICOMOS Guidance on Heritage Impact Assessments for Cultural World Heritage Properties 2011*<sup>8</sup> (hereinafter: *ICOMOS Guidance*) for the performance of *Heritage Impact Assessments* in World Cultural Heritage Sites. The contents and course of the evaluation process of the *Heritage Impact Assessment* shall be prepared in line with the recommendations of the *ICOMOS Guidance*. Any World Heritage compatibility assessments must take account of the following facts:

1. *Visual effects on the World Heritage property*
2. *Functional effects on the World Heritage property*
3. *Direct physical effects on the World Heritage property*
4. *Socio-economic effects on the World Heritage property*
5. *Assessment of cumulative effects on the World Heritage property*
6. *Effects on the management of the World Heritage property*
7. *Effects on the entire World Heritage property*

As a consequence, the assessment of the World Heritage compatibility of the high-rise planning surrounding the *buffer zone* of the World Heritage property *Historic Centre of Vienna* and the planned *Heumarkt Neu* project has to go beyond purely visual aspects.

### 2.2 SCOPE OF THE HERITAGE IMPACT ASSESSMENT

In accordance with the tasks illustrated in the previous Chapter, the *Heritage Impact Assessment* focuses on the

- Assessment of possible risks to the *Outstanding Universal Value* of the World Heritage area *Historic Centre of Vienna* and its periphery caused by high-rise buildings.
- Assessment of the visual effects of the planned *Heumarkt Neu* project on the historic skyline of the city.
- Assessment of the effects of the planned *Heumarkt Neu* project on the immediate surroundings (*Ringstraße ensemble*).
- Assessment of the public added value of the planned *Heumarkt Neu* project [Please note: This is prepared by an independent external expert / expert institution; see Recommendation 8 in the Summary and in Chapter 12].

### 2.3 OUTSTANDING UNIVERSAL VALUE AND ATTRIBUTES AS A STARTING POINT

The starting point of the assessment of the positive and negative effects of the planned *Heumarkt Neu* project on the World Heritage property *Historic Centre of Vienna* is the *Outstanding Universal Value* of the World Heritage property, which was mentioned in the *Retrospective Statement of Outstanding Universal Value*.<sup>9</sup> Therefore the first chapter of the *Heritage Impact Assessment* includes an analysis of those criteria that were used to substantiate the inscription of the property on the *World Heritage List*.

According to the nomination file, the World Heritage property *Historic*

<sup>8</sup> [http://openarchive.icomos.org/266/1/ICOMOS\\_Heritage\\_Impact\\_Assessment\\_2010.pdf](http://openarchive.icomos.org/266/1/ICOMOS_Heritage_Impact_Assessment_2010.pdf)

<sup>9</sup> see Chapter 3 and further explanations in the Appendix (Chapter 14).

*Centre of Vienna* is a complex conservation area rated as a ‘total work of art’ with its *Outstanding Universal Value* expressed in very different *attributes* (=characteristics). As a consequence, an analysis of important steps in Vienna’s urban development and its historic skyline and of the narrower assessment area of the *Ringstraße ensembles* is used as a basis within the *Heritage Impact Assessment* to be able to identify the *attributes* of the World Heritage property which are relevant to the assessment as precisely as possible (see Chapter 7, Chapter 8, Chapter 9).

## 2.4 DATA SOURCES

During the assessment, relevant background information was made available by the *Federal Chancellery of the Republic of Austria (BKA)*, by the *City of Vienna* (Municipal Department 19 and Municipal Department 41), by the company *WertInvest* and by the architects’ office *Murr Architekten*.

In detail, such exchange of data and information concentrated on the following subjects:

- Information on Vienna’s historical development and the closer narrower area concerned (BKA),
- Information on the previous development of the World Heritage property (BKA),
- Information on protection instruments and on significant informal plans to control the urban development (Dep. 19),
- Data of the digital 3D model of the City of Vienna (Dep. 41),
- Information on the planning process, different uses in the *Heumarkt Area* and on the current state of planning of the planned *Heumarkt Neu* project (*WertInvest*),
- Data and plans of the planned *Heumarkt Neu* project and the planned relocation of *Lothringer Straße* (*Murr Architekten*);

The Appendix contains a list of the sources used for this assessment (see Chapter 15).

## 2.5 VISUALISATIONS

Since the evaluation of effects of the planned *Heumarkt Neu* project on the visual integrity of the World Heritage property *Historic Centre of Vienna* plays a key role within the framework of the *Heritage Impact Assessment*, realistic visualisations play an important role. The various decisions of the *World Heritage Committee* also repeatedly requested 3D representations. Based on geo-referenced photographs which were especially taken of selected viewpoints, and the 3D model of the planned project (made available by *Murr Architekten*), the Aachen-based office *v-cube* therefore created precise visualisations. The exact positioning of the model for the visualisations was ensured using a 3D city model made available by the *City of Vienna* (Dep. 41).

The *Murr Architekten* office entrusted with the execution planning for the planned *Heumarkt Neu* project was involved in the review of the visualisations.



Fig. 2.1 a,b: Creation of the visualisations of the Heumarkt Neu project (© v-cube)

## 2.6 ASSESSMENT OF THE IMPACT ON THE OUTSTANDING UNIVERSAL VALUE

The magnitude and severity of positive and negative effects of the high-rise planning bordering the World Heritage area and its *buffer zones*, as well as the planned *Heumarkt Neu* project on the World Heritage property *Historic Centre of Vienna*, shall be assessed in line with the *ICOMOS Guidance* on a score of 'no change' to 'major change'. The latter grade indicates a very severe impairment of the *Outstanding Universal Value*.

The objective of this evaluation is also to define as accurately as possible, what physical or intangible *attributes* of the World Heritage property will potentially be changed.

When assessing the impacts, it must be taken into account that the significance of individual *attributes* is closely linked to the assessment scale. A relatively slight change has major effects if the cultural heritage value of the *attribute* concerned can be rated as 'large' or 'very large'. According to the *ICOMOS Guidance*, this assessment must be carried out

for all key components of the *UNESCO-World Heritage* property *Historic Centre of Vienna*.

VALUE OF HERITAGE ASSET	SCALE AND SEVERITY OF CHANGE / IMPACTS				
	No change	Negligible Change	Minor Change	Moderate Change	Major Change
For WH properties Very High – attributes which convey OUV	SIGNIFICANCE OF EFFECT OR OVERALL IMPACT (EITHER ADVERSE OR BENEFICIAL)				
	Neutral	Slight	Moderate/Large	Large/Very Large	Severe

Table 2.1: Taken from: *ICOMOS Guidance*, p. 9-10, January 2011

IMPACT GRADING	ATTRIBUTES: BUILT HERITAGE / HISTORIC URBAN LANDSCAPE / HISTORIC LANDSCAPE/ INTANGIBLE CULTURAL HERITAGE
<b>Major Change</b>	Change to key historic building elements that contribute to the OUV, such that the resource is totally altered. Comprehensive changes to the setting. Change to most or all key historic landscape elements, parcels or components, extreme visual effects; gross change of noise; fundamental changes to use or access, resulting in a total change to historic landscape character and loss of OUV. Major changes to area that affect the ICH associations or visual links and cultural appreciation.
<b>Moderate Change</b>	Changes to many key historic building elements, such that the resource is significantly modified. Changes to setting of an historic building, such that it is significantly modified; change to many key historic landscape elements, visual changes to many key aspects of the historic landscape, noticeable differences in noise or sound quality; considerable changes to use or access; resulting in moderate changes to historic landscape character. Considerable changes to area that affect the ICH activities or associations or visual links and cultural appreciation.
<b>Minor Change</b>	Change to key historic building elements, such as the asset is slightly different. Changes to setting of an historic building, such that it is noticeably changed; change to few key historic landscape elements, parcels or components; slight visual changes to few key aspects of historic landscape; limited changes to noise levels or sound quality; slight changes to use or access, resulting in limited change to historic landscape character. Changes to area that affect the ICH activities or visual links and cultural appreciation.
<b>Negligible Change</b>	Slight changes to historic building elements or setting that hardly affect it. Very minor changes to key historic landscape elements, parcels or components, virtually unchanged visual effects, very slight changes in noise level or sound quality; very slight changes to use or access; resulting in a very small change to historic landscape character. Very minor changes to area that affect the ICH activities or associations or visual links and cultural appreciation.
<b>No Change</b>	No change to fabric or setting, no change to elements, parcels or components, no visual or audible changes, no changes in amenity or community factors. No change to ICH



*Table 2.2: Taken from: ICOMOS HIA Guidance, Appendix 3B, p. 16-17, January 2011*

## 2.7 SUPPORT OF A SUSTAINABLE DEVELOPMENT PROCESS

According to the *ICOMOS Guidance*, the design of the *Heritage Impact Assessment* must support the sustainable development of the World Heritage property *Historic Centre of Vienna*. As a consequence, recommendations were worded so that they can be included in future planning and development processes in the World Heritage property.

In support of this, transparent communication and a constructive exchange of views between local, regional and international decision-makers is indispensable. In the light of the above, the following steps were followed in the drafting process of the *Heritage Impact Assessment*:

1. Key stakeholders were involved in the assessment in preliminary talks (representatives of the principal, tenderer and architect, representatives of the *City of Vienna*).

2. A so-called *Scoping Report* was prepared and made available to the central stakeholders involved, which illustrates the content framework, the process design and the time schedule of the assessment.
3. The tenderer and the commissioned architect's office were asked to compile information on the project, which serves as a basis of the description presented in the report of the planned *Heumarkt Neu* project. In addition, the project description was agreed with the tenderer and the commissioned architect's office.
4. During a dialogue round held on 20 September 2018, citizens and representatives of NGOs were given the opportunity to report on their assessment of the matter under consideration.
5. The visualisations created for the *Heritage Impact Assessment* by the authors of the report were agreed with the commissioned architect's office *Murr Architekten*.
6. On 13 November 2018, an interim report on the assessment was presented during the *UNESCO / ICOMOS Advisory Mission*. Representatives

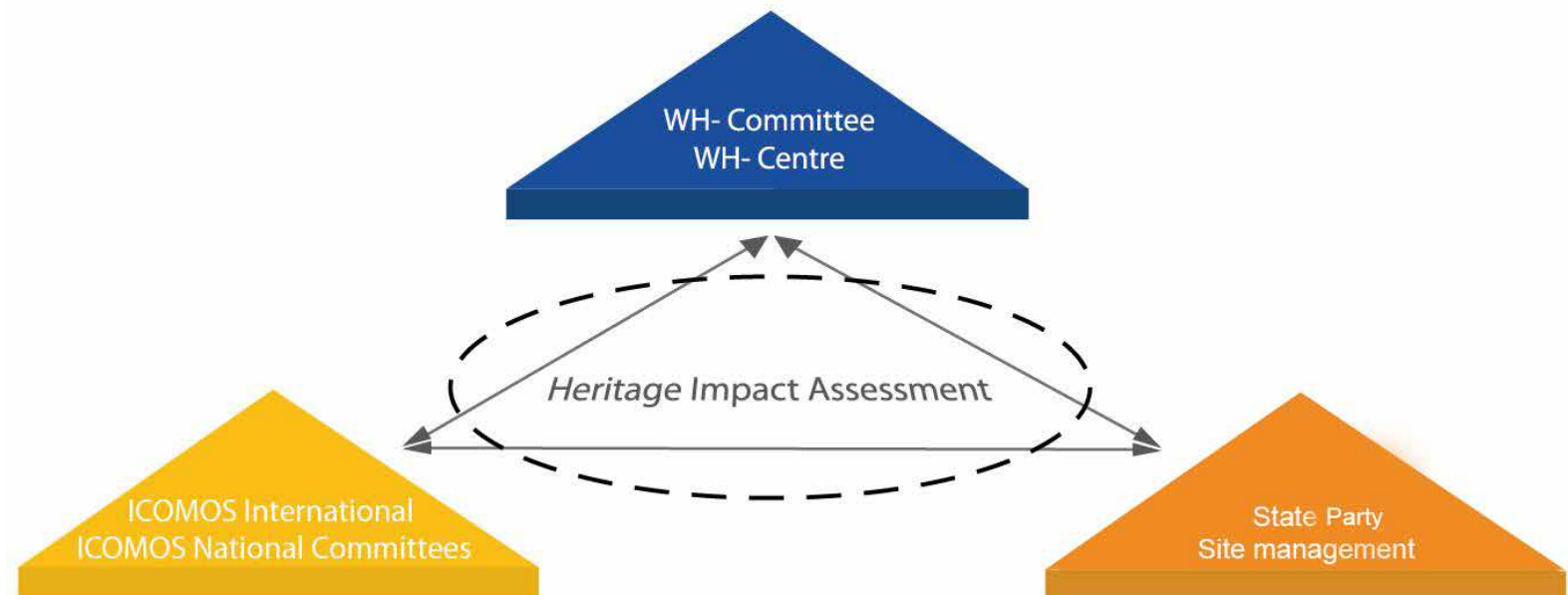


Fig. 2.2: Heritage Impact Assessment as an instrument to mediate between local, national and international decision processes (© mkphc)

of the *UNESCO World Heritage Centre*, *ICOMOS International*, the *Federal Chancellery of the Republic of Austria* and the *City of Vienna* attended the meeting.

7. The assessment was double-checked by an *Advisory Board*, consisting of renowned international experts.
8. There are plans to make the assessment available to the public once it is completed, and to summarise the assessment in a video which is easy to understand for all stakeholders, in order to facilitate a transparent and constructive exchange of opinions.

## 2.8 METHODOLOGICAL STEPS OF THE HERITAGE IMPACT ASSESSMENT

Overall, the assessment consists of the following five steps:

### PART I BACKGROUND

1. Starting point, task and objective of the *Heritage Impact Assessment*
2. Methods used for the *Heritage Impact Assessment*

### PART II ANALYSIS

3. *RSoOUV*: Inscription criteria of the World Heritage property
4. World Heritage relevant planning and protection instruments
5. Developments in the World Heritage property since 2001
6. Planned development: *Heumarkt Neu* project
7. Characteristics of Vienna's skyline
8. Historical and urban development of the narrower assessment area concerned
9. *Attributes* of the World Heritage property which are relevant to the assessment

### PART III ASSESSMENT

10. Risk potential of the *Outstanding Universal Value* of the historic skyline caused by high-rise developments
11. Effects of the *Heumarkt Neu* project on the *Outstanding Universal Value*

### PART IV RECOMMENDATIONS

12. Recommendations for future corridors of action

### PART V APPENDIX

13. Decisions and recommendations for the World Heritage property *Historic Centre of Vienna*
14. Background information on the *Heritage Impact Assessment*
15. Sources and other information on the *Heritage Impact Assessment*

## 2.9 CONCLUSION: DEVELOPMENT PROCESS OF THE HERITAGE IMPACT ASSESSMENT

The following working process was passed through in the development of the *Heritage Impact Assessment*:



Fig. 2.3: Development process of the Heritage Impact Assessment  
(© mkphc)





## PART II ANALYSIS

3. INSCRIPTION CRITERIA OF THE WORLD HERITAGE PROPERTY HISTORIC CENTRE OF VIENNA
4. PROTECTION INSTRUMENTS
5. DEVELOPMENTS OF THE WORLD HERITAGE PROPERTY SINCE 2001
6. DESCRIPTION OF THE PLANNED HEUMARKT NEU PROJECT
7. ANALYSIS OF KEY CHARACTERISTICS OF VIENNA'S URBAN DEVELOPMENT AND SKYLINE
8. ANALYSIS OF THE HISTORICAL AND URBAN DEVELOPMENT OF THE NARROWER AREA UNDER ASSESSMENT
9. ATTRIBUTES OF THE WORLD HERITAGE PROPERTY HISTORIC CENTRE OF VIENNA WHICH ARE RELEVANT TO THE ASSESSMENT

### 3. INSCRIPTION CRITERIA OF THE WORLD HERITAGE PROPERTY HISTORIC CENTRE OF VIENNA

First of all, the inscription criteria of the World Heritage property *Historic Centre of Vienna* are presented below. Serving as a basis for the subsequent assessment, this is followed by a critical analysis of the *Retrospective Statement of Outstanding Universal Value (RSoOUV)* and its official German translation, based on which the World Heritage property was included in the *UNESCO World Heritage List*.

#### 3.1 OUTSTANDING UNIVERSAL VALUE OF THE UNESCO-WORLD HERITAGE PROPERTY HISTORIC CENTRE OF VIENNA

The World Heritage property *Historic Centre of Vienna* was included in the *World Heritage List* in 2001 during the 25th meeting of the World Heritage Committee in Helsinki in accordance with *criteria (ii), (iv) and (vi)* (Decision 25 COM XA). With regard to the *Outstanding Universal Value*, the following *Retrospective Statement of Outstanding Universal Value (RSoOUV)* was subsequently drafted and officially approved in 2016 (WHC/16/40.COM/19). The text marked in red was emphasised by the authors, since this plays a decisive role for the critical analysis of the *RSoOUV*:

#### AUSTRIA

##### Historic Centre of Vienna

##### Brief synthesis

Vienna, situated on the Danube River in the eastern part of Austria, developed from early Celtic and Roman settlements into a medieval and Baroque city, eventually becoming the capital of the Austro-Hungarian Empire. It played an essential role as the leading European music centre, hosting major personalities in the development of music from the 16th to the 20th centuries, particularly Viennese Classicism and Romanticism, consolidating Vienna's rep-

utation as the 'musical capital' of Europe. Vienna is also rich in architectural ensembles, particularly Baroque mansions and gardens as well as the late 19th century Ringstrasse ensemble lined with grand buildings, monuments, and parks. The property consists of the city's medieval core (based on the Roman settlement), the principal Baroque ensembles with their axial layouts, and the Gründerzeit constructions from the beginning of the modern period.

At the beginning of the 12th century the settlement here expanded beyond the Roman defences, which were demolished. During the Ottoman conflicts in the 16th and 17th centuries, the medieval town's walls, which surrounded a much larger area, were rebuilt and provided with bastions. This remained the core of Vienna until the medieval walls were demolished in the second half of the 19th century. The inner city contains a number of medieval-era buildings, including the Schattenkloster, the oldest monastery in Austria, the churches of Maria am Gestade (one of the main Gothic structures), Michaelerkirche, Minoritenkirche and Minoritenkloster from the 13th century, and St Stephen's Cathedral, which dates from the 14th and 15th centuries. The same period also saw the construction of civic ensembles, such as initial parts of the Hofburg palace. Whereas the monastic complexes were generally built of stone, becoming part of the defences of the medieval city, the residential quarters were of timber and suffered frequent fires.

In 1683, Vienna became the capital of the Habsburg Empire and developed rapidly, becoming an impressive Baroque city. The Baroque character was expressed particularly in the large palace layouts such as the Belvedere Palace and garden ensemble. A growing number of new palaces were built by noble families, many existing medieval buildings, churches, and convents were altered and given Baroque features, and additions were made to representative administrative buildings. Several historic Viennese buildings are now

associated with the residence of important personalities such as Mozart, Beethoven, and Schubert, when the city played an essential role as a leading European centre for music.

A new phase in the history of Vienna took place when its 34 suburbs were incorporated into the city and the emperor ordered the demolition of the fortifications around the inner city. The opportunity was taken to create one of the most significant 19th century ensembles in the history of urban planning, which greatly influenced the rest of Europe in this crucial period of social and economic development. In 1874, the Hofburg complex was extended with the addition of the Neue Hofburg, an 'Imperial Forum', and joined with large museum complexes into a single ensemble. The Burgtheater, parliament, town hall, and university formed another ensemble linked with these structures. To this was added the opera house as well as a large number of public and private buildings along the Ringstrasse, on the line of the demolished city walls. The late 19th and early 20th centuries testify to further creative contributions by Viennese designers, artists, and architects in the periods of the Jugendstil (Art Nouveau), the Secession, and the early Modern Movement in architecture.

**Criterion (ii):** The urban and architectural qualities of the Historic Centre of Vienna bear outstanding witness to a continuing interchange of values throughout the second millennium.

**Criterion (iv):** Three key periods of European cultural and political development - the Middle Ages, the Baroque period, and the Gründerzeit - are exceptionally well illustrated by the urban and architectural heritage of the Historic Centre of Vienna.

**Criterion (vi):** Since the 16th century Vienna has been universally acknowledged to be the musical capital of Europe.

### **Integrity**

Within the boundaries of the 371 ha Historic Centre of Vienna are located all the attributes that sustain its Outstanding Universal Value, including its architectural and urban qualities and layout, and that illustrate its three major phases of development - medieval, Baroque, and the Gründerzeit - that symbolize Austrian and central European history. **The Historic Centre of Vienna has also maintained its characteristic skyline.** The 462 ha buffer zone protects the immediate setting of the inscribed property.

### **Authenticity**

The property is substantially authentic in terms of its location, its forms and designs, and its substance and materials. This authenticity resides largely in the overlapping and multi-layered interweaving of urban buildings, structures, and spaces. The property has to a remarkable degree retained the architectural elements that demonstrate its **continuous interchange of values** through authentic examples from the above-mentioned three key periods of European cultural and political development. In addition to the architectural elements, the Historic Centre of Vienna has retained its role as the music capital of Europe.

The historic urban fabric of **the Historic Centre of Vienna is thus informed by this ongoing interchange**, which has caused **the urban landscape to evolve and grow over time, reflected in the new, emerging skyline outside the buffer zone.** Vienna's continuing development requires a very sensitive approach that takes into account the **attributes that sustain the Outstanding Universal Value of the property, including its visual qualities, particularly regarding new high-rise constructions.**

### **Protection and management requirements**

About 75% of the property is in private ownership, 18% is publicly owned, and 7% is owned by the Roman Catholic Church. Various

legal instruments at both federal and municipal/provincial levels protect the Historic Centre of Vienna and its buffer zone. These include the Federal Monument Protection Act (Federal Law Gazette No. 533/1923, the most recent amendment entering into force on 1 January 2000), and the municipal Building Code, with its Amendment on Old Town Conservation (Vienna Law Gazette No. 16/1972). Parts of Vienna fall under the regulations of the Vienna Nature Conservation Act (from 1998). Other legal instruments, such as the Garages Act and the Tree Preservation Act, are also relevant.

In addition to these regulations, the Province of Vienna has adopted a Land Use Plan and Urban Development Plans as planning instruments. The Land Use Plan, which on a scale of 1:2000 is a more precise version of the Urban Development Plan, divides the metropolitan area into green zones, development zones, and infrastructure zones. The Urban Development Plan lays down the spatial dimensions of the protection zones as defined under the Vienna Old Town Conservation Act. **The Management Plan, which was elaborated in 2002, refers to the two World Heritage properties in Vienna (Historic Centre of Vienna, and Palace and Gardens of Schönbrunn).** The plan fulfils objectives related to formalizing the procedures for the legal protection of cultural properties, and to defining the urban administrative structures for cultural assets as well as the necessary measures for the preservation of the cultural heritage (heritage which has to meet the requirements of ‘authenticity’, design, material, and artisanship).

Sustaining the attributes that support the Outstanding Universal Value, authenticity, and integrity of the property over time will require addressing the challenges related to development pressures, visual impacts, and modernization of the historic fabric that arise within the context of urban development in a prosperous capital city. Such challenges led to the adoption in 2005 of the internation-

ally recognised “Vienna Memorandum” on managing historic urban landscapes. Since then, planning authorities in Vienna have paid particular attention to new, sustainable, appropriate conservation policies. As a result, the Urban Development Plan was revised in line with the stipulations of the Memorandum. Efforts must be continued to ensure the coherence of new developments with the Outstanding Universal Value of the Historic Centre of Vienna, especially of high-rise buildings outside the buffer zone.

The official translation of the *RSoOUV* reads as follows<sup>10</sup>:

**Kurzzusammenfassung:** Eine offizielle Übersetzung der Kurzzusammenfassung (Brief Synthesis) liegt nicht vor. [Anm. d. Autoren]

**Kriterium ii:** Die städtebaulichen und architektonischen Qualitäten des historischen Zentrums von Wien **sind überragende Zeugnisse eines fortwährenden Wandels von Werten während des zweiten Jahrtausends.**

**Kriterium iv:** Drei Hauptperioden europäischer Kultur und politischer Entwicklung – Mittelalter, Barock und Gründerzeit – werden in außergewöhnlicher Form durch das städtebauliche und architektonische Erbe des historischen Zentrums von Wien dargestellt.

**Kriterium vi:** Seit dem 16. Jahrhundert ist Wien weltweit als die musikalische Hauptstadt Europas anerkannt.

**Integrität:** Innerhalb der Grenzen des 371 Hektar großen historischen Zentrums von Wien finden sich alle Attribute, die seinen



Table 3.1: Retrospective Statement of Outstanding Universal Value (*RSoOUV*)

<sup>10</sup> Agreed German work translation from the English (<http://whc.unesco.org/en/list/1033>). Translated by the *Austrian UNESCO Commission* (Zsófia Kelm, Ricarda Goethals) on behalf of the Federal Chancellery. The *Brief Synthesis* has not been translated into German to date.

außergewöhnlichen universellen Wert ausmachen. Hierzu zählen seine architektonische und urbane Qualität und sein Grundriss, die die drei Hauptphasen der Entwicklung – Mittelalter, Barock und Gründerzeit – veranschaulichen und die österreichische und zentraleuropäische Geschichte symbolisieren. **Das historische Zentrum von Wien hat auch seine charakteristische Stadtsilhouette erhalten.** Eine 462 Hektar große Pufferzone schützt die unmittelbare Umgebung der eingeschriebenen Stätte.

**Authentizität:** Die Stätte ist in Bezug auf ihre Lage, ihre Form und ihre Gestaltung, ihre Substanz und auf ihre Materialien im Wesentlichen authentisch. Diese Authentizität ist hauptsächlich in den Überlagerungen und vielschichtigen Verflechtungen der urbanen Bauten, Strukturen und Räumen zu finden. Die Stätte hat zu einem bemerkenswert hohen Grad architektonische Elemente bewahrt, die den **kontinuierlichen Austausch von Werten** durch authentische Beispiele aus den oben genannten drei Schlüsselperioden der kulturellen und politischen Entwicklung Europas veranschaulichen. Zusätzlich zu den architektonischen Elementen hat das historische Zentrum von Wien auch seine Rolle als Musikhauptstadt Europas beibehalten.

Das historische Stadtgefüge des historischen Zentrums von Wien ist somit **von diesem fortwährenden Austausch geprägt**, der dazu geführt hat, dass sich die Stadtlandschaft im Laufe der Zeit weiterentwickelt und vergrößert hat, **was sich in der neu entstehenden Stadtsilhouette außerhalb der Pufferzone widerspiegelt.** Die kontinuierliche Entwicklung Wiens verlangt einen sehr sensiblen Zugang, der die Eigenschaften des außergewöhnlichen universellen Werts der Stätte, einschließlich der visuellen Qualitäten, vor allem in Bezug auf die Errichtung neuer Hochhäuser berücksichtigt.

Table 3.2: *Retrospective Statement of Outstanding Universal Value – official German translation*

**Anforderungen an Schutz und Management:** Eine offizielle Übersetzung des Abschnitts Anforderungen an Schutz und Management (Protection and Management Requirements) liegt nicht vor. [Anm. d. Autoren]

Initially, based on the key points of the *Retrospective Statement of Outstanding Universal Value*, it can be stated that the following three aspects play a decisive role with regard to Vienna's urban structure (cf. *Perspektiven. Wien und das Weltkulturerbe*<sup>11</sup> and Chapters 7, 8, 9):

- The medieval core of the city, building on the Roman town structure;
- The major construction developments of the *Baroque era*, with the visual axes expanding in a wreath-like shape from the centre, which are still characterised today by the former summer residences with their gardens;
- The urban restructuring of the city during the *Gründerzeit*, to the world-famous buildings of early modernism<sup>12</sup>

However, closer inspection of the *Retrospective Statement of Outstanding Universal Value* shows that this document contains inaccuracies leaving space for different interpretations. Such room for interpretation has great relevance in the framework of this assessment, which is why this will be considered in more detail below.

### 3.2 INACCURACIES IN THE DEFINITION OF ATTRIBUTES IN THE RSOOUV

The *Integrity* section refers to the fact that within the boundaries of the 371 ha *Historic Centre of Vienna* “are located all the attributes that sustain its Outstanding Universal Value” (architectural and urban qualities, urban layout, characteristic skyline). The three major phases of the city's

<sup>11</sup> Schmid, J., (2002), *Perspektiven, Wien und das Weltkulturerbe*. Sondernummer, p 61 et seqq.  
<sup>12</sup> Ibid., p. 39

development – *Medieval, Baroque and the Gründerzeit* – are illustrated to symbolize Austrian and central European history.

It is emphasised in the *Authenticity* section that the “property is substantially authentic in terms of its location, its forms and designs, and its substance and materials”, which “resides largely in the overlapping and multi-layered interweaving of urban buildings, structures and spaces”. At the same time, it is emphasised that Vienna’s “continuing development requires a very sensitive approach that takes into account the attributes that sustain the Outstanding Universal Value of the World Heritage property, including its visual integrity, in particular regarding high-rise constructions”.

However, it is not detailed in the *RSoOUV* which *attributes* must be absolutely preserved because they are particularly important for the *Outstanding Universal Value*. Therefore this aspect is considered in more detail in Chapter 9 of this assessment.

### 3.3 CONTRADICTIONS IN THE RSOOUV

In *Criterion ii* of the *RSoOUV* it is emphasised that the urban and architectural qualities of the *Historic Centre of Vienna* “bear outstanding witness to a continuing interchange of values throughout the second millennium”).

However, in the *Authenticity* section, it is only mentioned that “the Historic Centre of Vienna is thus informed by this ongoing interchange”).

These inaccuracies in the wording can easily lead to misunderstandings. This problem is reflected in the *Integrity* section, where not only the architectural and urban quality and the layout of the city, but also “maintenance of the characteristic skyline of the Historic Centre of Vienna” is listed as a key *attribute* to justify inscription on the *World Heritage List*. At the same time, however, it is emphasised in the *Authenticity* section of

the *RSoOUV* that “the historic urban fabric of the *Historic Centre of Vienna* is thus informed by this ongoing interchange, which has caused the urban landscape to evolve and grow over time, reflected in the new, emerging skyline outside the buffer zone”.

The *RSoOUV* which serves to substantiate inscription on the *World Heritage List* is therefore contradictory. On the one hand, the authentic state of the historic skyline is referred to, and on the other hand, “the new, emerging skyline at the edge of the buffer zone” is stated to be result of continuing interchange. This reference to the new emerging skyline at the edge of the *buffer zone* is therefore giving rise to misunderstandings. Since it is not mentioned in the *nomination file* or in the *ICOMOS* evaluation report or in the decision of the *World Heritage Committee*, this sentence has to be removed from the *RSoOUV*.<sup>13</sup>

### 3.4 INACCURACIES OF THE AUTHENTICITY REASONS IN THE RSOOUV

If reference to the authentic state of the historic skyline in the *RSoOUV* is compared with the actual state the World Heritage property *Historic Centre of Vienna* was in at the time of inscription on the *World Heritage List* in 2001, it is clear that there are also inaccuracies, since in addition to the *Hochhaus Herrngasse* built in 1932 and the *Ringturm* built in 1955, the *Gartenbau-Hochhaus* and the *InterContinental Hotel* had also been built in the World Heritage area in the years 1963 and 1964 at the time of inscription of the World Heritage property *Historic Centre of Vienna*. According to the *Vienna Building Code*, both buildings have a storey height of more than 35 metres and must therefore be classified as high-rise buildings.

In addition, numerous buildings were realised from the 1960s in the direct vicinity of today’s World Heritage area, in *Leopoldstadt* which is located

<sup>13</sup> UNESCO (2010): *Guidance on the preparation of retrospective Statements of Outstanding Universal Value for World Heritage properties*, [www.whc.unesco/en/documents](http://www.whc.unesco/en/documents)



Abb. 3.1: Luftbild Wiens aus dem Jahr 2002 (© media wien, aus: Perspektiven 2002)

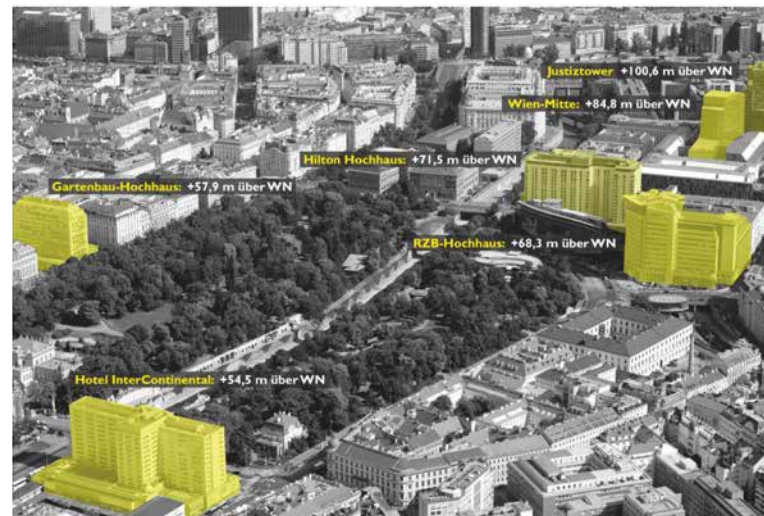


Abb. 3.2: Oben: Hochhäuser im Bereich des Stadtparks (© Umweltbericht Wien)

north of the *Danube Canal*, and the *Zollamtsviertel / Wien Mitte* located out of town off *Wien River* in Vienna's 3<sup>rd</sup> district. Their scale and height distinctively towers over the historical buildings of Vienna. These developments can be attributed among other things to the severe damage in these areas during *World War II*.

Although reference was made in the *nomination file* to the fact that high-rise buildings were realised moderately enough in order not to disturb the authentic character of the historical appearance, the *World Heritage Committee* considered the high-rise development problematic already at the time of inscription on the *World Heritage List*, and requested to combat this development. For this reason, too, it is necessary to impeccably clarify which characteristics sustain the criterion of *authenticity* in the *RSoOUV*.

In the planning zone around the *Heumarkt Area* which is subject to detailed assessment, it is particularly evident that various high-rise buildings were established already before the inscription in 2001, both in today's *World Heritage area* and in today's *buffer zone* (in particular: *Hilton building* and *RZB building*). As a consequence, it was impossible already at the time of inscription on the *World Heritage List* to speak of complete preservation of Vienna's "characteristic skyline" of the *World Heritage property Historic Centre of Vienna*.

### 3.5 INACCURACIES IN THE SECTION PROTECTION AND MANAGEMENT REQUIREMENTS OF THE RSOOUV

In the section *Protection and management requirements of the Retrospective Statement of Outstanding Universal Value*, reference is made to "the Management Plan, which was elaborated in 2002, refers to the two World Heritage properties in Vienna (Historic Centre of Vienna, and Palace and Gardens of Schönbrunn)". However, the *City of Vienna* never officially put such a *Management Plan* into effect (cf. Chapter 5 – Analysis of the development of the *World Heritage property* since its inscription on 2001 in the *World Heritage List*).

### 3.6 INACCURACIES IN THE TRANSLATION OF THE RSOOUV

In addition, it must be stated that the text segments *Brief Synthesis* and *Protection and Management Requirements* were not translated in the official German translation of the *RSoOUV*.

### 3.7 CONCLUSION: RECOMMENDATIONS WITH REGARD TO THE RETROSPECTIVE STATEMENT OF OUTSTANDING UNIVERSAL VALUE

Overall, it must be stated that the wording of the *RSoOUV* in the original as well as the German translation contains inaccuracies and contradictions that may result in misunderstandings.

Therefore, the following measures are recommended:

- The inaccuracies in the wording of the English original should be eliminated (*Criteria ii / Integrity*: “continuing interchange of values” vs. *Authenticity*: “ongoing interchange”).
- The inherent contradictions between the wording of the original should be corrected by eliminating the reference to the “new, emerging skyline outside the buffer zone” (*Integrity*: “The Historic Centre of Vienna has also maintained its characteristic skyline” vs. “...the Historic Centre of Vienna is thus informed by this ongoing interchange, [...], reflected in the new, emerging skyline outside the buffer zone”).
- In this context, it is important to consider the actual state of Vienna’s historic skyline at the time of inscription in 2001 in a more differentiated way, to avoid misunderstandings and different interpretations of its ‘authentic state’.
- The two missing sections in the official German translation of the *RSoOUV* should be added as soon as possible.
- The *attributes* mentioned in the *RSoOUV* should be defined in more detail in the future in accordance with § 84 of the *Operational Guidelines*, resulting in a starting point for preserving and sustainably de-

veloping the World Heritage property *Historic Centre of Vienna*, which is comprehensible and transparent for all stakeholders.

To review the effects of the high-rise developments at the edge of the *buffer zone* and of the planned *Heumarkt Neu* project on these *attributes*, the first step of such *attribute* mapping will be to summarise essential steps of Vienna’s urban development and of the narrower area of assessment of the *Ringstraße ensemble* in bullet points in Chapters 7 and 8. On this basis, the *attributes* which are relevant to the assessment will be listed in a table and described in Chapter 9.



## 4. PROTECTION INSTRUMENTS

Hereinafter, the major formal World Heritage specific instruments as well as general protection instruments for the World Heritage property *Historic Centre of Vienna* will be analysed and summarised in keywords. At the end of the Chapter, recommendations are given which serve to optimise protection of the World Heritage property.

### 4.1 FORMAL WORLD HERITAGE SPECIFIC PROTECTION INSTRUMENTS

From a legal viewpoint, there are in general two key protection instruments for the World Heritage property *Historic Centre of Vienna*: As a whole, the World Heritage is protected by *protection zones* (as part of *Building Code for Vienna*, i.e. by virtue of a provincial act), and with regard to its most important buildings, by their *listed status* (which is a federal matter in Austria). The functioning of these two protection instruments differs from the *UNESCO World Heritage Convention* and the *Operational Guidelines* serving to implement the Convention, which are discussed in detail below.

#### 4.1.1 Spatial Planning Laws

Currently the spatial planning laws in the Austrian provinces do not contain any reference to the *UNESCO World Heritage properties*. To use the *Spatial Planning Laws* for the protection of *UNESCO World Heritage properties* and in particular *Historic Urban Landscapes*, the *UNESCO World Heritage* should be considered as an integral part of public concern, at least in those Austrian provinces where World Heritage properties are located.

This approach has proved highly effective in Germany since the *Spatial Planning Law* was amended accordingly.

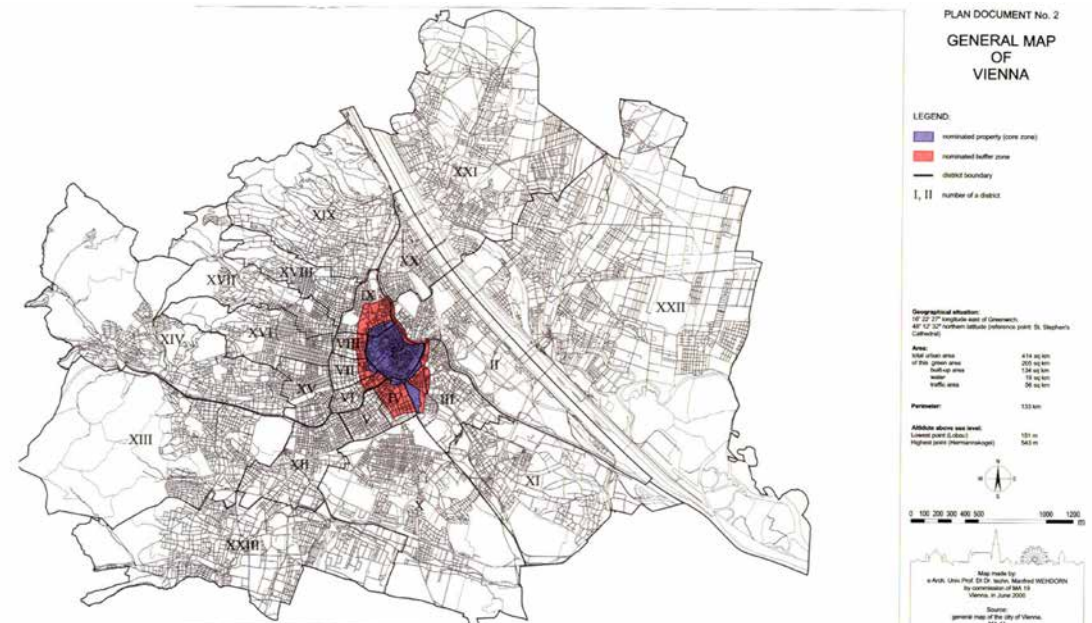
#### 4.1.2 Heritage Protection

The federal law in which “restrictions in the disposal of items of historical, artistic or cultural significance” are regulated in Austria dates back to the year 1923 (“Monument Protection Act”, *Federal Law Gazette* no. 533/1923, as amended)<sup>14</sup>;

Currently approx. 800 buildings in the World Heritage area *Historic Centre of Vienna* are listed, corresponding to nearly 50 percent of the building structure. 550 of them have been granted the status of a listed building since 2001, or listed status was confirmed. Since the *Heritage Protection Law* was amended in 1999, publicly owned gardens can also be listed as

Fig. 4.1: Official map of the World Heritage property *Historic Centre of Vienna* (blue) and its buffer zone (red) (© City of Vienna)

14 Perspektiven. (2002). *Wien und das Weltkulturerbe.5. Die Rechtslage*. p. 45



a national monument. Accordingly, the gardens of the *Wiener Hofburg Complex* (*Volksgarten, Heldenplatz, Burggarten, Maria-Theresien-Platz* and *Stadtpark*) as well as *Belvedere gardens* have also been listed in the area of the *Historic Centre of Vienna*.<sup>15</sup>

The *Austrian Federal Heritage Protection Act* contains notes on the “prohibition of destruction” of listed monuments. However, there are only very few provisions on any obligation to preserve listed monuments (cf. §4 para. 1 z 2 Monument Protection Act). This may possibly result in a loss of historic building stock in the World Heritage area.

The *Federal Heritage Protection Act* does currently also not contain any provisions with regard to the protection of the surroundings and the protection of visual axes with historical relevance. In addition, it does not mention the *UNESCO World Heritage* as a public concern. This entails that it may currently be used only in parts for the protection of *Austrian UNESCO World Heritage properties*.

#### 4.1.3 Vienna Building Code

The *Vienna Building Code* is an extensive *Provincial Act of Vienna* governing the levels of urban planning, zoning and the entire construction sector (structural engineering, minimum room heights, minimum size of apartments, etc.). The *Vienna Building Code* has been in force since 1930 and has been amended several times since then.<sup>16</sup>

Recently an amendment was introduced with the objective of protecting Vienna’s existing historic buildings, extending the protection of historically valuable building stock with an initiative in *Vienna’s City Council* regarding the *Building Code* in June 2018. With the help of the new code, the City will check in all buildings established before 1945 according to

§ 62a para. 5a BO whether there is public interest in “... preserving the building because of its impact on the local cityscape...”. Demolition of such a building requires a confirmation of *Vienna’s City Administration*. This applies to all buildings established before 1 January 1945, even if they are not located within a protection zone. If no confirmation can be given, the demolition will be subject to approval, and an application must be filed to the building authority. The following applies according to the Building Code for Vienna (§ 60/1d): The demolition permit for buildings in protection zones and buildings established before 1 January 1945 may be granted only if there is no public interest in preserving the building because of its impact on the local cityscape, or if its condition is so bad that any repair is technically impossible, or if such repair would result in economically unreasonable expenses.

Currently the *Vienna Building Code* does not contain any information on the protection status and the worthiness of protection, respectively, of *UNESCO World Heritage properties*.

#### 4.1.4 Protection zones

*Protection zones* (in old town districts) were created on 7 July 1972 in the course of an amendment of the *Building Code* (*Altstadterhaltungsnovelle* 1972; Provincial Gazette no. 16/1972). The objective is to protect groups of buildings which are characteristic of the cityscape (ensembles) from demolition or reshaping. Unlike monument protection, the listing of building ensembles falls within the remit of the *City of Vienna* according to § 7 of the Building Code of 30 June 2018 (Prov. Gaz. no. 37/2018). The main focus is placed on the external appearance of the buildings.

In the *Land-Use and Zoning plan*, the areas which are considered worthy of preservation because of their external appearance are designated as *protection zones*. The decisive factors for the designation of protection zones are the characterising building and space structure and the building stock, as well as other particular design elements and defining elements, which can be identified using criteria such as worthiness of con-

<sup>15</sup> Figures are based on information provided by the municipal authority of the City of VIENNA MA19 - Architecture and Urban Planning. (2006). *Vienna World Heritage*. State of the Art, Vienna. p. 63. An official confirmation of the figures by the Federal Monuments Office is pending.

<sup>16</sup> Perspektiven. (2002). *Wien und das Weltkulturerbe*. 5. Die Rechtslage. p. 46

ervation, originality, authenticity, effect on the cityscape, references of the individual buildings in the literature, etc. New buildings, extensions and conversions of buildings in the *protection zones* may be realised only with the approval of the building inspection department (Dep. 37) with verification activities of *Municipal Department 19* (Architecture and Urban Planning) under certain preconditions. This will be determined by the provisions of § 85 of the *Vienna Building Code* on the “Exterior design of buildings”.

In general, major construction measures in the World Heritage area, f. ex.

roof extensions, new buildings, etc. are submitted to the *Urban Planning and Urban Design Consulting Committee* for review, before final verification by *Municipal Department 19* (Architecture and Urban Planning).

Starting in 1997, *Municipal Department 19* took an inventory of buildings to differentiate the *protection zones* more accurately, or redefine them. Since 1998, seventeen new *protection zones* have been determined. As a consequence, there are almost 135 *protection zones* in Vienna, with more than 15,000 recorded buildings, corresponding to about eight to nine per cent of Vienna’s building stock. In addition to the entire city centre as UN-

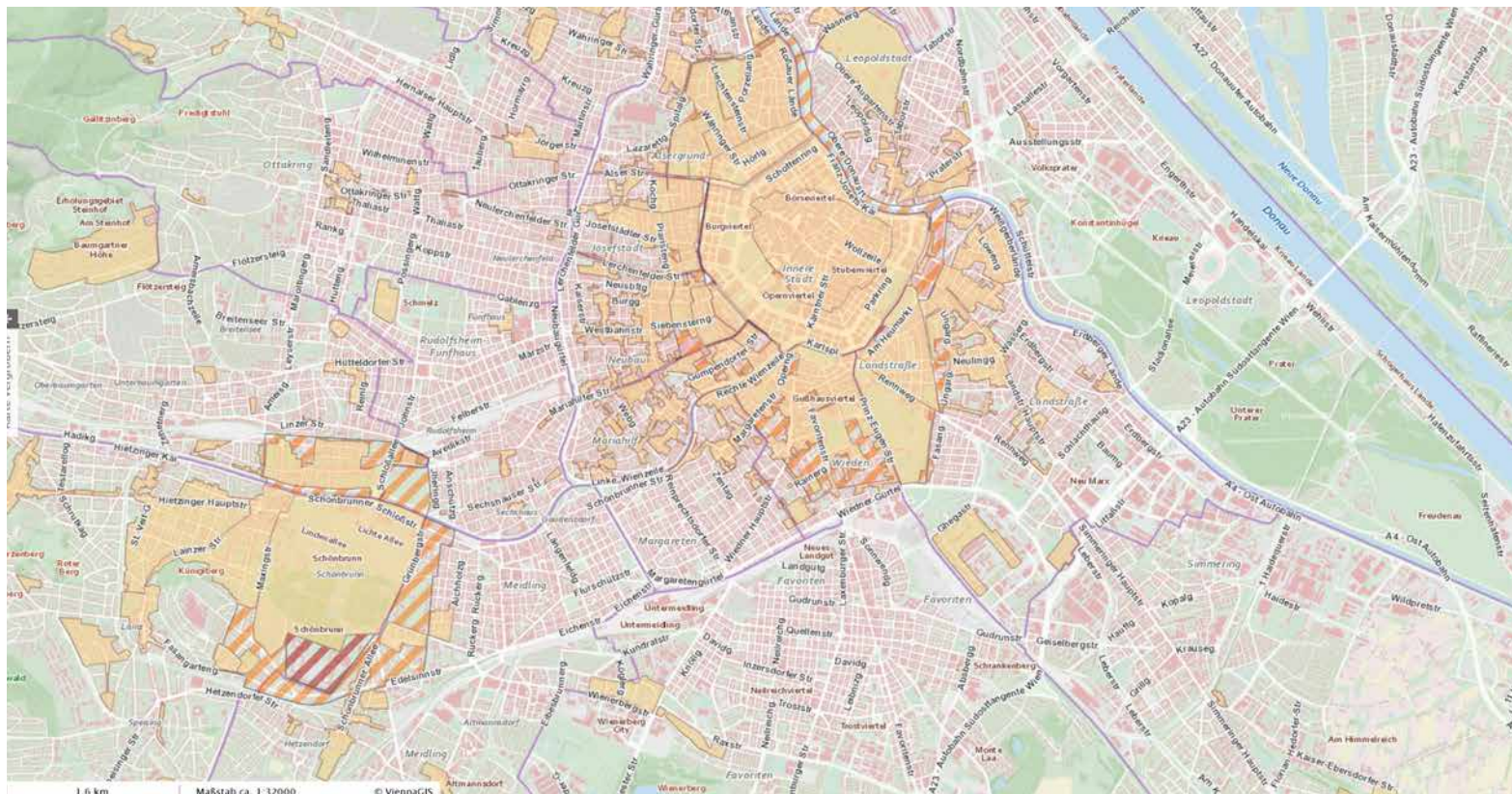


Fig. 4.2: Protection zones, World Heritage area Historic Centre of Vienna / Schönbrunn Palace and Gardens and their buffer zones (© wien.at: City Administration of the City of Vienna, City Hall, A-1082 Wien, ViennaGIS)

*ESCO World Heritage*, these zones include parts of the *Gründerzeit* areas, and many old town centres, for example *Spittelberg* and *Khlesplatz*.

Therefore, Vienna's World Heritage areas and the major part of their *buffer zones* are currently covered by *protection zones*.<sup>17</sup> Those parts of the *buffer zone* which are not designated as protection zone include buildings that do not support protection of the World Heritage property. For example, this concerns areas that were exposed to severe bombing during WW2, and therefore include mainly post-war building stock. But, here again, the following applies according to § 85 of the *Vienna Building Code*: "In areas surrounding the protection zones, these must be particularly considered in the assessment."

In the World Heritage area *Historic Centre of Vienna*, currently only the *Heumarkt Area* is excluded from the protection zone.

#### **4.1.5 Zoning and development plan: Zoning limitations within the meaning of the World Heritage**

The purpose of the *zoning plans* and the *development plans* is the organised and sustainable design and development of the urban area. They are regulations of the *Vienna City Council* and form the legal basis of all building activities. Within Vienna's historic core area, preservation of the historic stock is always assumed. In addition, following recommendations of the *UNESCO*, other more stringent provisions were included in the planning documents, with the objective of preserving the architectural heritage, for example:

- building regulations according to the existing building stock,
- restriction of attic floor extensions to 5.50 m above the existing eaves line, and the construction of no more than one attic,
- prohibition of retreating floors,

<sup>17</sup> City Administration of the City of VIENNA MA19 - Architecture and Urban Planning. (2006). *Vienna, World Heritage. The State of the Art*. Vienna. p. 63

- various provisions on the design of the buildings, f. ex. with regard to bays, balconies, etc.;

According to the amendment of the *Building Code for Vienna* (2018), the drafts prepared by the City Administration for the determination and modification of *zoning plans* and *development plans* may be submitted to the *Urban Planning and Urban Design Consulting Committee* for review before submitting the applications to the City Council. However, it is imperative to submit *zoning plans* and *development plans* for areas of the World Heritage properties of Vienna and their *buffer zone* to the Consulting Committee.

All members of the Consulting Committee are appointed by the Mayor. Their activity is voluntary and independent.

Vienna's *UNESCO World Heritage properties* have not been recorded yet in the *zoning plan*. During the determination and modification of the *zoning plans* and *development plans*, the objectives which are exhaustively listed in the *Vienna Building Code* (§ 1 para. 2) must be taken into account.

## **4.2 GENERAL PLANNING AND PROTECTION INSTRUMENTS**

### **4.2.1 STEP 2025 (Beschluss 2014)**

*STEP 2025* (Urban Development Plan 2025), which was adopted by Vienna's City Council in 2014, focuses on the determination of general planning principles. These include for example stipulations from the gentle development of the building stock, the development of intelligent mobility systems to the design and management of the free spaces and provision with social infrastructure, to name just a few aspects.

### **4.2.2 STEP 2025 Thematic Concept for High-Rise Buildings (Decision 2014)**

*STEP 2025 Thematic Concept for High-Rise Buildings* is the instrument in connection with the planning and project development of high-rise build-

ings which is relevant in Vienna. It replaces the high-rise building concept of 2002. Transitional provisions were established during the preparation of the *STEP 2025 Concept for High-Rise Buildings* (2014).

*STEP 2025 Thematic Concept for High-Rise Buildings* works with completely different methods than those used for the thematic concept of 2002. For example, unlike the *Thematic Concept for High-Rise Buildings 2002*, it does no longer provide for exclusion zones for high-rise buildings. The focus is now placed on the definition of process steps in the development of high-rise projects, and the related significance of the added value of a high-rise project for the general public. Therefore, in accordance with these methods, the current *Concept for High-Rise Buildings of 2014* does not define any high-rise suitability or exclusion zones in the traditional sense. Nevertheless, high-rise developments in nature and landscape conservation areas are excluded. Security zones of Vienna Airport, *protection zones* according to § 7 of *Vienna's Building Code* and in particular the areas of the World Heritage properties and their *buffer zones* require increased attention for the assessment of high-rise projects.

#### 4.2.3 *Glacis Master Plan for the periphery of the World Heritage (year 2014)*

On the initiative of the *City of Vienna*, the so-called *Glacis Master Plan* was developed in 2014. Until about the middle of the 19th century, the so-called *Glacis* was located in the periphery of the World Heritage property *Historic Centre of Vienna*. This area surrounded Vienna's city wall at that time, roughly corresponding to today's *Ringstraße* incl. the so-called *Zweier-Linie* (cf. K8), and was kept clear of any buildings for strategic military reasons. After the city wall was demolished and Vienna was massively expanded in the 2nd half of the 19th century, buildings were erected on most parts of the *Glacis*.

The objective of the *Glacis Master Plan* is to identify the possible urban development potentials and restrictions for this area located in the periphery of the historic city centre. The purpose is to respond on a strategic level on the one hand to the fact that individual inner-city areas with

building potential (new buildings or alterations) are located within this area, and on the other hand, to comply with the obligations of the World Heritage status.<sup>18</sup>

#### 4.2.4 *Management plan for the UNESCO World Heritage property: Strategies, instruments and stakeholders (planned)*

The *Operational Guidelines* require a Management Plan for each World Heritage property, with a description of the strategies, instruments and stakeholders contributing to protect the World Heritage property in its uniqueness, and preserve it for subsequent generations (*Operational Guidelines*, §108-118).

Even before the city centre of Vienna was nominated for *UNESCO World Heritage*, there were binding rules in Vienna for the cooperation between urban conservation and urban development, in order to protect the city's historic building stock. These strategies and measures represent the key elements of the World Heritage management with regard to content and organisation.

To date, no Management Plan has been officially adopted by the *Vienna City Council* (cf. K5). As a consequence, there is no integrated politically decided control instrument for the World Heritage property *Historic Centre of Vienna* and its *buffer zone*.

#### 4.2.5 *Proposed resolution (year 2017)*

In 2017, the *Vienna City Council* decided on the basis of a proposed resolution not to construct any more high-rise buildings in Vienna's city centre and in the area covered by the *Glacis Master Plan*.<sup>19</sup> In detail, the following aspects are mentioned in the proposed resolution:

<sup>18</sup> City Administration of the City of Vienna. (2014). *MA 19 – Architecture and Urban Development, The Historic Centre of Vienna. World Cultural Heritage and Vibrant Hub*. p. 39

<sup>19</sup> Zunke, R. (2018). *Existing and planned instruments and measures of urban planning to protect the World Heritage property*. Version dated 18 June 2018, MD-BD, KPP. p.1

- a) The *City of Vienna* acknowledges the historically grown skyline of its city centre. However, the existing development dynamics should be used as an opportunity to continue to build the city in the interest of its citizens and in compliance with the highest cultural standards.
- b) The *City of Vienna* acknowledges that no new high-rise sites, no additional high-rise buildings and no extensions of existing high-rise buildings are planned and enacted in the Innere Stadt district.
- c) The *City of Vienna* further acknowledges that no new high-rise sites are planned and enacted in the area described by the *Glacis Master Plan*.

The City Council clarifies that any interpretation of the thematic *guidelines Glacis Master Plan and Concept for High-Rise Buildings* conflicting with this acknowledgment are not admissible.<sup>20</sup>

#### **4.2.6 Study ‚Der Umgang mit Blickbeziehungen im städtischen Gefüge. Blickziele und Ausblickspunkte‘ (in preparation)**

*Municipal Department 19* (Architecture and Urban Design) is currently working on a Study on the issues of visual connections in Vienna.<sup>21</sup> It is intended to develop an analysis method for future planning procedures and project developments for the purpose of taking account of the urban landscape characterising cityscape, in particular the two *UNESCO World Heritage properties* in Vienna.

This project has not been completed yet.

<sup>20</sup> Chorherr, C., Kickert (Grüne), D. J., Kubik, G., Al-Rawi, O. und Bluma, S. (2017). *Proposed resolution on the protection and development of the historic city centre of the city of Vienna*. Submitted in the City Council Meeting of 5 May 2017 zur Post 23 Wien, 5 May 2017

<sup>21</sup> Zunke, R. (2018). *Existing and planned instruments and measures of urban planning to protect the World Heritage property*. Version dated 18 June 2018, MD-BD, KPP. p. 2

## **4.3 SUPPORTING PLANNING AND PROTECTION INSTRUMENTS**

### **4.3.1 Old City Preservation Fund**

*Vienna's Old City Preservation Fund* was established simultaneously with the Old City Preservation Amendment adopted in 1972 (cf. 4.1.3), making available public funds for the conservation and renovation of Vienna's historic building stock.

A major focus here is the funding of measures in the *protection zones* which take effect in the cityscape. Works carried out at prominent listed monuments are funded just as securing buildings which are typical for a particular time and form an essential part of the historically grown city. The *Old City Preservation Fund* finances the additional costs related to monument protection for the restoration measures.

### **4.3.2 Wien Kulturgut: Data with cultural relevance accessible in real time**

*Wien Kulturgut*, the *digital cultural map of the City of Vienna*, is an internet platform enabling access to important identifying features of the city. Comprehensive maps show Vienna's cultural history and urban planning development from earliest times to the present day. *Wien-Kulturgut* for example includes a digital detailed plan on the age of the buildings in Vienna's city centre.

The user is granted access to these subjects on [www.wien.gv.at/kulturportal/public](http://www.wien.gv.at/kulturportal/public) using the electronic multi-purpose map (city map) and a geographical information system, to increase knowledge of the values of Vienna's cultural heritage.

### **4.3.3 3D model of Vienna's city centre**

The *City of Vienna* developed a 3D model of the city centre showing the building volumes in the World Heritage area and the *buffer zone* of the *UNESCO World Heritage property Historic Centre of Vienna*. The World Heritage area which is marked in blue has a size of approx. 3.7 km<sup>2</sup> with about 1,600 buildings, the *buffer zone* marked in yellow with a size of 4.6 km<sup>2</sup> in-

cludes around 2,950 buildings. Overall, the size and number of buildings account for about 2 percent of the city area and the number of houses in Vienna.

With the digital 3D city model, the *City of Vienna* provides a basis for the present-day urban planning. This includes the following areas of application:

- Based on the ground elevations and building heights from the multi-purpose map (digital city map of Vienna), the corresponding software calculates a three-dimensional image, which allows for an early identification and assessment in planning projects, f. ex. of the effects of buildings on visual connections.
- The 3D city model may be used in connection with the assessment of compatibility with the status of the *UNESCO World Heritage property*.
- These 3D models may also serve as an important basis for discussion in participatory planning processes.

Processing of the data has the primary objective of providing basic data for the planning, and does not serve for the marketing presentation of illustrative 3D images of the city. Therefore the timeliness of the data is essential. As a consequence, only such data is recorded for which it can be guaranteed that it is updated in regular intervals. During the three-years continuation cycle of the multi-purpose map, one third of Vienna will be inspected and updated each year. The data is supplemented by the image flight covering all of Vienna's city area, which is performed once a years.<sup>22</sup>

#### 4.3.4 Visualisation studies for Vienna as a result of UNESCO recommendations

Over the last years, the *City of Vienna* carried out several visualisation studies. They were a result among other things of the two planned proj-



ects *Vienna Central Train Station*, *Kometgründe* office project, and the urban development along *Vienna's Danube Canal*. These studies were technically and scientifically accompanied by *Municipal Department 41 – Surveyors*, were built upon scientific foundations, and convey an objectively assessable picture of the effects these urban developments have on the *Outstanding Universal Value* of the two *World Heritage properties Historic Centre of Vienna and Schönbrunn Palace and Gardens*. Another key issue of the visualisation studies was the urban development along the *Danube Canal*, where a major part of the *Gründerzeit* buildings were destroyed by bombs and fighting during the last weeks of the *Second World*

▲  
Fig. 4.3: 3D model of Vienna's city centre (© City Administration of the City of Vienna)

<sup>22</sup> City Administration of the City of Vienna. (2014). *MA 19 – Architecture and Urban Design, Vienna – Innere Stadt World Heritage and lively centre*. p. 42-43

War, and numerous high-rise buildings were constructed as part of the reconstructions in the decades after the end of *WWII*.

The technical basis for the visualisations is the recording of the entire city area by *Airborne Laser Scanning*. First of all, a visibility analysis of the entire area is created, showing each individual point on the relevant city map section from which new building projects are visible. In a second step, the actual effects on the cityscape are represented in sequences of photomontages. The sites are selected in agreement with the experts of *ICOMOS Austria* (the International Council on Monuments and Sites).

The skyline any viewer would see in the future after realisation of a planned building project was compared with historic vedute of the city. In addition to such visual comparison of the historic and future view, high points of the city were visualised (f. ex. *Upper Belvedere, Kahlenberg, Wilhelminenberg, Donauturm, St. Stephen's Cathedral*), to show what these projects will look like in the future municipal area of Vienna.<sup>23</sup>

#### 4.4 CONCLUSION: RECOMMENDATIONS SUPPLEMENTING PROTECTION INSTRUMENTS

The analysis of World Heritage specific formal and general planning and protection instruments at the level of the *Federal Republic of Austria* and the *City of Vienna* leads to the conclusion that the existing instruments are in general sufficient to protect the *World Heritage property Historic Centre of Vienna*, but the following amendments are necessary:

1. *Regional Planning Laws in Austria*: The *UNESCO World Heritage* should be mentioned as part of the public interest, at least in the Austrian provinces with World Heritage properties, so that they can

be used to protect *Austrian UNESCO World Heritage* properties and in particular *Historical Urban Landscapes* and *Cultural Landscapes*.

2. *Austrian Monument Protection Act*: The *Austrian Monument Protection Act* should be updated in the near future so that the *Austrian UNESCO World Heritage* is anchored as public interest to be taken into account. To meet the protection requirements of the *UNESCO World Heritage Convention*, it would also be essential to encourage the listing of building ensembles and to establish regulations on the protection of surrounding areas and the protection of relevant visual axes. In addition, it is important to incorporate the obligation to maintain monuments more distinctively than before.
3. *Vienna Building Code*: The *Vienna Building Code* should promptly be amended by a clause mentioning the worthiness of protection of *Vienna's UNESCO World Heritage*, so that the verification of the World Heritage compatibility in any planning processes is firmly laid down in law. Strict attention should be paid to an effective supervision of §129 of the *Vienna Building Code* (obligation to preserve monuments).
4. *Protection zones*: The entire area of the *World Heritage property Historic Centre of Vienna* should be defined as a *protection zone*. This refers in particular to the *Heumarkt Area*, which is currently excluded from the *protection zone*.
5. *Zoning und development plans*: The existing World Heritage areas and their *buffer zones* should be recorded in Vienna's *zoning plan* with maps and written details, so that any potential for conflict can be identified already in the run-up to any planning processes where possible (*Please note: In the city map of wien.at -> Zoning and development plan, Vienna's World Heritage properties are shown*). According to the *Building Regulations Amendment 2018*, drafts may be submitted for

<sup>23</sup> City Administration der Stadt Wien. (2014). *MA 19 – Architecture and Urban Design, The Historic Centre of Vienna. World Cultural Heritage and Vibrant Hub* p. 41

review to the *Urban Planning and Urban Design Consulting Committee* before filing the applications to the City Council, and they have to be submitted to the Consulting Committee if the plans are expected to result in major structural, functional, design or environmental impacts. According to the commentary on the new *Building Code*, such major change applies if the planning area is located in the *World Heritage area* or in the *buffer zones* of Vienna's Wiener World Heritage properties.

6. *STEP 2025 Thematic Concept for High-Rise Buildings*: The *Thematic Concept for High-Rise Buildings* should be supplemented with exclusion zones, that clearly define the areas and visual corridors in which the construction of buildings with a height of more than 35 metres is inadmissible. For the purpose of the *Proposed Resolution 2017*, the World Heritage area *Historic Centre of Vienna* and its *buffer zone* should be included in such exclusion zone, in order to avoid any misunderstandings. The maps of the *STEP 2025 Thematic Concept for High-Rise Buildings* should also include a distinctive indication of Vienna's World Heritage properties and their *buffer zones* with maps.

7. *Amendment of Glacis Master Plan*: For the purpose of the *Proposed Resolution 2017*, the *Glacis Master Plan* should be further elaborated and specified, resulting f. ex. in clear qualitative statements on the maximum building heights in the planning area. The *Glacis Master Plan* does not have the objective of making statements on the dimension of structural developments, but rather it should be clarified proactively for the entire area of the *Ringstraße ensemble* whether and where any structural developments should actually be accelerated. To avoid any misunderstandings, it still seems reasonable to define maximum and minimum building heights, which should now be based on the *Master Plan*.

In the legal sense, the *Glacis Master Plan* is no planning concept as defined in §2 para. 7 of the *Building Regulations for Vienna*, since it

was not submitted to the City Council for decision, but was only recorded by the Urban Development Commission (11.11.2014).

8. *Management Plan*: Based on already existing planning instruments and relevant manuals, the *City of Vienna* should promptly establish a *Management Plan for Vienna's World Heritage*, that clearly defines strategic objectives for the sustainable development of Vienna's World Heritage properties according to §108-118 of the *Operational Guidelines*. The aim is to subsequently have the City Council officially confirm and bring the *Management Plan* into force.



## 5. DEVELOPMENTS OF THE WORLD HERITAGE PROPERTY SINCE 2001

The task includes among others the “Analysis of the development of the historic centre of Vienna since inscription on the *UNESCO World Heritage List* in 2001, considering the “cumulative negative effects” (i.a. Report of the *Advisory Mission 2015*)<sup>24</sup>” (cf. Chapter 1). As a consequence, the next step of the analysis is an overview of key development steps of the *World Heritage property Historic Centre of Vienna* since its inscription in the year 2001.

The experts would like to expressly mention that the overview documented in this assessment cannot claim to be exhaustive, which is due to the already 17 years of ‘history’ of the World Heritage property *Historic Centre of Vienna*, and the wide range of different decisions and recommendations made during this time. As a consequence, for the purpose of the task set, the next Chapter focuses exclusively on the effects of high-rise projects in and around the World Heritage area, and their relation to decisions and recommendations of the *UNESCO World Heritage Committees*, *ICOMOS International* and the *City of Vienna* with regard to the World Heritage property.

For the sake of clarity, the overview presented below was limited to key steps and high-rise projects which are subject to particularly controversial discussion. A complete overview in the form of a table on all decisions of the above-mentioned stakeholders with regard to high-rise projects in Vienna is attached as an Appendix to this assessment (Chapter 13.1).

<sup>24</sup> ICOMOS (2015): *Reactive monitoring mission for the World Heritage property “Historic Centre of Vienna”* (Mission Report)

### 5.1 CONTROVERSIALLY DISCUSSED HIGH-RISE PROJECTS AND THEIR LOCATION WITHIN THE CITY

The following high-rise projects have caused particularly controversial discussions in the World Heritage property *Historic Centre of Vienna* since its inscription on the *World Heritage List* in 2001:

- High-rise projects *Wien Mitte / Zollamtsviertel*
- High-rise projects at *Danube Canal / Leopoldstadt*
- High-rise projects at *Vienna Central Train Station*
- High-rise project *Heumarkt Neu*

Fig. 5.1: World Heritage area, buffer zone and planned high-rise areas that played an important role for the development of the World Heritage property *Historic Centre of Vienna* since its inscription on the *World Heritage List* (© City Administration of the City of Vienna / mkphc)



The preceding illustration shows the World Heritage area *Historic Centre of Vienna*, its *buffer zone*, and the locations of these high-rise projects. The image illustrates that the high-rise projects have been planned in the peripheries of the World Heritage area and its *buffer zone*, respectively, with the exception of the *Heumarkt Neu* project. In contrast, the *Heumarkt Neu* project is currently planned within the *World Heritage area*.

## 5.2 EFFECTS OF THE HIGH-RISE PROJECTS

The graphic below illustrates how the above-mentioned high-rise projects affected basic decisions of the key stakeholders – *UNESCO World Heritage Committee*, *ICOMOS International* and *City of Vienna*. The period since the inscription of the World Heritage property *Historic Centre of Vienna* on the *UNESCO World Heritage List* in 2001 is considered for this purpose.

The *UNESCO World Heritage Committee* and *ICOMOS International* repeatedly recommended to restrict the building height of the relevant high-rise projects (see box 1 – *UNESCO/ICOMOS recommendations*). The *City of Vienna* responded to these recommendations with the following measures:

- New plans of overriding importance were created, and supporting planning instruments were developed to control conservation of the World Heritage in connection with the future urban development (see box 2 – *Planning and protection instruments*).
- Publications are published that deal with the World Heritage property *Historic Centre of Vienna* with regard to Vienna's urban development. The issue of the World Heritage management and the development of a *Management Plan*, respectively, also play an essential role in these publications (see box 3 – *Documentation and publication*).
- In this context, the *City of Vienna* also holds international congresses that deal with these different issues that arise when dealing with the *UNESCO World Heritage*.

The graphic illustrates that an even more severe polarisation has occurred in this communication process between the *UNESCO World Heritage Committee* and *ICOMOS International* on the one side, and the *City of Vienna* on the other side, which is due to the different high-rise projects. The following four phases can be distinguished:

### >Phase 1: *Discussions on the Wien Mitte project (2001 – 2005):*

- In response to the concerns expressed by the *World Heritage Committee* and *ICOMOS International* against the *Wien Mitte* high-rise project, the *Hochhäuser Wien. Städtebauliche Leitlinien*<sup>25</sup> high-rise concept is created in 2002. In this document, exclusion zones for high-rises buildings are defined among other things.
- The publication *Perspectives; Vienna and the World Heritage*<sup>26</sup> which was also published in 2002 decidedly deals with the development of Vienna's historical urban structure and existing protection instruments as a basis of the future management of the World Heritage property. It also includes a Chapter titled "*The Management Plan*"<sup>27</sup>, which also contains a dedicated time schedule for its completion. However, this *Management Plan* is not officially put into effect by the *City of Vienna*.
- This first phase is finally completed with the *World Heritage and Contemporary Architecture* conference held in Vienna, where the *Wiener Memorandum* is adopted. In reaction to this, *UNESCO* passed the *Recommendation on the Historic Urban Landscape*<sup>28</sup> in 2011. With this document, *UNESCO* and its consulting organisation *ICOMOS* intend to define key guidelines for dealing with complex *Historic Urban Landscapes*, for example the World Heritage property *Historic Centre of Vienna*.

<sup>25</sup> Urban Development of Vienna; Municipal Department 18. (2002). *High-rise buildings in Vienna Urban Development Guidelines*, Workshop Report no. 46.

<sup>26</sup> *Perspektiven*. (2002). *Vienna and the World Heritage*. p 61 et seqq

<sup>27</sup> *Ibid.* p 61 et seqq.

<sup>28</sup> *UNESCO* (2011): *Recommendation on the Historic Urban Landscape*.

Inscribed The historic centre of Vienna in the UNESCO World Heritage List (Criteria ii, iv, vi) (2001).

**OUV**

**Criterion ii:** The urban and architectural qualities of the historic centre of Vienna are outstanding evidence of a continuous change in values during the second millennium.  
**Criterion iv:** Three major periods of European culture and political development - Medieval, Baroque and Gründerzeit - are represented in exceptional form by the urban and architectural heritage of the historic centre of Vienna.  
**Criterion vi:** Since the 16th century, Vienna has been recognised worldwide as the musical capital of Europe.

**UNESCO / ICOMOS Recommendations**

- Serious concern about the Wien-Mitte urban development project (2002)
- First Interim Report (2003)
- Not exceed the height of the existing Hilton Hotel (60 m)
- Unacceptable 100m-height tower (2008)
- Define all visual axes, all important view points from which visual assess (2009)
- Definition of permissible heights (2009)
- Approved 73m height (2010)
- Recommendation of 60 metres max. high (2012)
- Joint Mission ICOMOS & UNESCO (2012)
- Halt any redevelopment higher than existing structures (2013)
- The proposed solution is not acceptable due to its impacts on the existing skyline and townscape (2014)
- Project design does not address the recommendations of the 2012 mission, particularly in relation to height (2016)
- Lack of change to existing planning controls and the inadequate extent of change (2017)
- Serious and specific threats to the OUV (2017)
- HIA does not acknowledge the substantial adverse effects (2017)
- Inscriptions on List of World Heritage in Danger. (2017)
- Not to give legal approval for any further high-rise development (2018)
- Three-stage process must lead to an agreed set of corrective measures and an agreed DSOCR (2018)

**2001-2005**



**2006-2010**



**2011-2017**



**from 2018**



**Planning and protection instruments**

- Monument protection (since 1923)
- Vienna Building Regulations (since 1945)
- Protected zones (since 1972)
- Old Town Conservation Fund (since 1972)
- zoning and development plan (Nature Conservation Act and Tree Protection Act since 1988)
- Vienna high-rise concept (2002)

- Computer simulation of the city of Vienna (2008)
- Visualisation studies for Vienna as a result of a UNESCO recommendation (2010)

- STEP 2025 (2014)
- STEP 2025 High rise concept (2014)
- Master plan „Glacis“ (2014)
- Revised High-Rise Concept and the new Glacis Master Plan (2015)
- Resolution on the protection and development of the historic centre of Vienna (2017)

- UNESCO World Heritage Management Plan (planned)
- Study on the thematic of visual relationships (planned)
- Reference to UNESCO World Heritage in Vienna Building Regulations (planned)

**Documentation and publication**

- *Perspectives\_Vienna and the World Cultural Heritage.* (2002)
- Urban Development Vienna; Municipal Department 18. High-rise buildings in Vienna Urban development guidelines, workshop report no. 46. (2002)
- *Vienna Memorandum.* (2005)

- *City of Vienna and in the future Vienna.* Urban Development Vienna: City Design. Vienna World Cultural Heritage, The State of Art (2006)
- Magistrat der Stadt Wien MA19 - Architecture and Urban Design. Vienna World Cultural Heritage State of Art, Vienna. (2006)
- *Visual Impact Study* for the UNESCO World Heritage Sites "Historical City Centre of Vienna" and "Schönbrunn Palace and Park", (2009)

- ICOMOS Technical Review. (2014)
- MA 19 – Architecture and Urban Design, Vienna - Inner city World Heritage and living center. (2014)
- *ICOMOS\_reactive\_monitoring\_mission* to the World Heritage Site "Historic Centre of Vienna" (in German). (2015)
- ICOMOS Austria. Appeal for zoning Heumarkt (2017)
- *Zunke, R. Heritage Impact Assessment.* Investigation of the effects of the project "Eislaufverein- Hotel InterCont - Konzerthaus" on the area of the Viennese Heumarkt.

- *The Vienna Declaration / OWHC Workshop and Conference* (Feb. 2019)

**Conclusion**

Since the inscription of the World Heritage Site "Historic Centre of Vienna" in the UNESCO World Heritage List, the decisions of the World Heritage Committee, Recommendations of ICOMOS and World Heritage-Relevant Planning Steps of the City of Vienna have been dominated by discussions on high-rise buildings! The following four phases can be distinguished:

**PHASE 1:**  
 Discussion of the integration of new buildings into the historical inventory  
 ► Adoption of the 'Vienna Memorandum' (2005)

**PHASE 2:**  
 Discussion with technical instruments for the control of sightlines and structural changes  
 ► 3D model of the city centre of Vienna / VIS (2008)

**PHASE 3:**  
 Development of various Informal Plan documents, but no direct orientation on the recommendation of the World Heritage Committees recognizable.  
 ► Inscribed on the List of World Heritage in Danger (2017)

**PHASE 4:**  
 Follow up the recommendations of the World Heritage Committee.  
 ► Membership OWHC Management-plan / Further informal plans (notified)

◀ *Fig. 5.2: Planning and decision-making phases (© mkphc)*

**> Phase 2: Discussions on high-rise projects on Danube Canal and the new Central Train Station (2006 – 2010)**

- In response to the concerns expressed by the *World Heritage Committee* and *ICOMOS International* regarding high-rise buildings planned at the *Danube Canal* and the new *Central Train Station*, the *City of Vienna* increasingly develops and uses technical instruments. This includes for example a digital city model that can be used as a basis for a *Visual Impact Study*, which serves to study the influences of the high-rise projects on the *Outstanding Universal Value* of Vienna's World Heritage properties.<sup>29</sup> Nevertheless the *Raiffeisenhochhaus* project is constructed between 2010-2012 at *Danube Canal*, having its vertex distinctively above the historic skyline and the mountain ranges behind.
- The publication *Vienna, World Heritage – State of the Art*<sup>30</sup> issued in 2006 deals in its second part again with the management of Vienna's World Heritage properties. The Chapter "Management Plan for Vienna's World Heritage Sites" is supplemented by several essays addressing different areas of responsibility of the management. However, there has been no official adoption of a *Management Plan* by the *City of Vienna* at that time either.

**> Phase 3: Discussions on the Heumarkt Neu project (2011-2017)**

- A third phase in dealing with the *UNESCO World Heritage* in Vienna is initiated after the planning on the *Heumarkt Neu* project started. In response to the critical statements and recommendations of the *UNESCO World Heritage Committee* and *ICOMOS International* with regard to

29 City of Vienna and future Vienna. (2009). *Visual Impact Study for the UNESCO World Heritage properties „Historic City Centre of Vienna“ and „Schönbrunn Palace and Gardens“: Review of possible effects of the Vienna Central Train Station and Kometgründe projects on the Outstanding Universal Value (OUV) based on the recommendations of the UNESCO Committee acct. to its 33rd meeting in June 2009 in Sevilla* (Decisions 33. COM 7B.89 and 33. COM 7B.90).

30 City of Vienna and future Vienna. (2006). *Vienna's Urban Development: Urban Design. Vienna World Heritage, The State of the Art*. p 66 et seqq

the maximum building height of the project, the *STEP 2025 Thematic Concept for High-Rise Buildings*<sup>31</sup> is created and adopted in 2014 within the framework of the *Urban Development Plan STEP 2025* (cf. Chapter 4). In contrast to the high-rise concept adopted in 2002, the *STEP 2025 Thematic Concept for High-Rise Buildings* does no longer provide for exclusion zones. They are replaced by a new system, according to which it is allowed to construct high-rise buildings if their public added value can be substantiated. The request of *UNESCO World Heritage Committee* and of *ICOMOS International* for height restrictions and keeping the World Heritage area free from high-rise projects is, however, not taken into account.

- Also in 2014, the *Glacis Master Plan*<sup>32</sup> is developed as an overall planning and protection instrument for the *Ringstraße ensemble* (cf. Chapter 4). The objective of the plan is to develop a master concept for the *Ringstraße ensemble* to "better understand future developments in their mutual connections, and design and assess their development according to criteria that exceed the scale of individual architectural projects."<sup>33</sup> The discussions on the *Heumarkt Neu* project should therefore be embedded in a general development model for the *Ringstraße ensemble*. Existing visual axes are expressly taken into account in the *Glacis Master Plan*. However, no recommendations are made to restrict the building heights in the area of the *Ringstraße ensemble*.
- Also in the year 2014, the publication *The Historic Centre of Vienna, World Cultural Heritage and Vibrant Hub* was issued. This publication places strong emphasis on the fact that the *City of Vienna* and therefore the *UNESCO World Heritage* are subject to continuous development.

31 City of Vienna / Vienna ahead (District Planning and Land Use). (n.d.). *STEP 2025, Thematic Concept, High-Rise Buildings, Strategies for the Planning and Assessment of High-Rise Projects*.

32 City of Vienna / Vienna ahead (District Planning and Land Use). (2015). *City Administration of the City of VIENNA MA21 - District Planning and Land Use, Glacis Master Plan*.

33 City of Vienna / Vienna ahead (District Planning and Land Use). (2015). *City Administration of the City of VIENNA MA21 - District Planning and Land Use, Glacis Master Plan*, p. 6

- In general, this third phase is characterised by strong polarisation between the *City of Vienna* on the one side, and the *UNESCO World Heritage Committee* and *ICOMOS International* on the other side. In 2017, inscription on the *List of World Heritage in Danger* is achieved and confirmed again in 2018.

#### > Phase 4: from 2017

In recent times, on the other hand, there have been increasing signs that the *City of Vienna* is seeking communication with the *UNESCO World Heritage Committee* and *ICOMOS International* again:

- In the second half of the year 2017, the *City of Vienna* decided to join the *Organization of World Heritage Cities (OWHC)*.
- It is planned for 2019 to organise an international conference entitled *Cities Facing Development and Preservation*. This shall in particular address the compatibility of the preservation of World Heritage properties within big cities.
- A new study on visual axes in the city<sup>34</sup> is currently prepared.
- The authors were also assured by representatives of the *City of Vienna* that there are plans to establish and officially implement a *Management plan* for the World Heritage property *Historic Centre of Vienna*.

### 5.3 CONCLUSION: STAGED PROGRESS OF VIENNA'S 'WORLD HERITAGE STORY'

Overall, the third step of analysing the development of the World Heritage property *Historic Centre of Vienna* since 2001 in connection with high-rise projects leads to the following result:

#### a) Decisions are continuously dominated by high-rise projects:

In general, the development story of the World Heritage property as well as the decisions of the key stakeholders have been continuously dominated by the various high-rise projects in and around the World Heritage property *Historic Centre of Vienna*:

- The inscription in 2001 was already overlaid by discussions on the *Wien Mitte* high-rise project.
- This was followed by disputes over high-rise projects on the *Danube Canal*, which were then again replaced by discussions on high-rise buildings around *Vienna's Central Train Station* (to mention only the most important projects).
- There have been controversies regarding the *Heumarkt Neu* project since 2011.
- A major part of the high-rise projects under discussion is the result of competition procedures. At least occasionally, the awarding authority argues with regard to the *Wien Mitte* project as well as the *Heumarkt Neu* project that the jury's conclusion is legitimating these plans, so to speak. However, it was overlooked that the World Heritage concerns were not formulated as clear requirements to the concepts.

#### b) Impact on World Heritage relevant planning instruments, and declining binding force of planning instruments:

These discussions also affected the development of World Heritage

<sup>34</sup> ARGE BWM Feller Tabor (2018): *Dealing with visual connections in the urban structure. Visual targets and viewpoints.*

relevant general planning instruments. For example, there is a direct link between the development process of the planned *Heumarkt Neu* project and the revision of the *STEP 2025 Thematic Concept for High-Rise Buildings* dating from 2002. Dropping the exclusion zones should obviously enable this project development in the first place.

In the course of discussions on high-rise projects by the *City of Vienna*, the planning instruments which have been elaborated with regard to the *UNESCO World Heritage* therefore gradually lose their binding force.

***c) Impact on relevant publications on Vienna's World Heritage:***

It is also obvious that the creation of relevant publications on Vienna's World Heritage is clearly connected with Vienna's high-rise issues. With the increasing polarisation between the *UNESCO World Heritage Committee* and *ICOMOS International* on the one side, and the *City of Vienna* on the other side, stronger emphasis is placed on the necessity of development.

***d) Resumption of dialogue between the stakeholders involved:***

There was another change after inscription on the *List of World Heritage in Danger* in 2017, which was confirmed in 2018. In recent times, it became clear that the *City of Vienna* actively addresses the World Heritage property *Historic Centre of Vienna* again. These activities led to an intensified communication between the parties involved, resulting for example in the *UNESCO/ICOMOS Advisory Mission* carried out in November 2018. The *City of Vienna* is now also actively involved in the *Organization of World Heritage Cities (OWHC)*.

## 6. DESCRIPTION OF THE PLANNED HEUMARKT NEU PROJECT

This Chapter gives a description of the planned *Heumarkt Neu* project. For analysing the positive and negative effects of the planned project on the *Outstanding Universal Value* of the *UNESCO World Heritage property Historic Centre of Vienna*, the current status of the plans is relevant as a basis for the assessment. Therefore, the summarised project description (see 6.2) mainly refers to such current planning status.

### 6.1 LOCATION IN THE CITY AND EXISTING SITUATION

The project area of the planned *Heumarkt Neu* project covers an area of approx. 15,400 sqm and is located on the existing property of the *Inter-Continental Hotel* and the ice-skating area of *Vienna's Ice-Skating Club (WEV)*. The building complex that covers the project area also includes *Vienna's Konzerthaus* in the south-west, as well as the *Akademietheater*.

Referring to its location within the city, the area is situated in the area of the former *Glacis*, in *Innere Stadt*, the 3<sup>rd</sup> district of Vienna, bordering the 1<sup>st</sup> district. The project area is enclosed by *Lothringerstraße* on the north-western side, *Johannesgasse* on the north-eastern side, and *Am Heumarkt* on the south-eastern side. The *Akademietheater* in the south-west is located on *Lisztstraße*. *Johannesgasse* separates the area from the adjacent *Stadtspark* that stretches from the existing hotel towards the north-east. On the opposite side of *Lothringerstraße*, the extension of the green boulevard makes space for *Beethovenplatz*, where the *Akademisches Gymnasium* is situated.

The street *Am Heumarkt* is located exactly on the border between the World Heritage area and the *buffer zone*. As a consequence, the project area is located completely within the area of the World Heritage property.

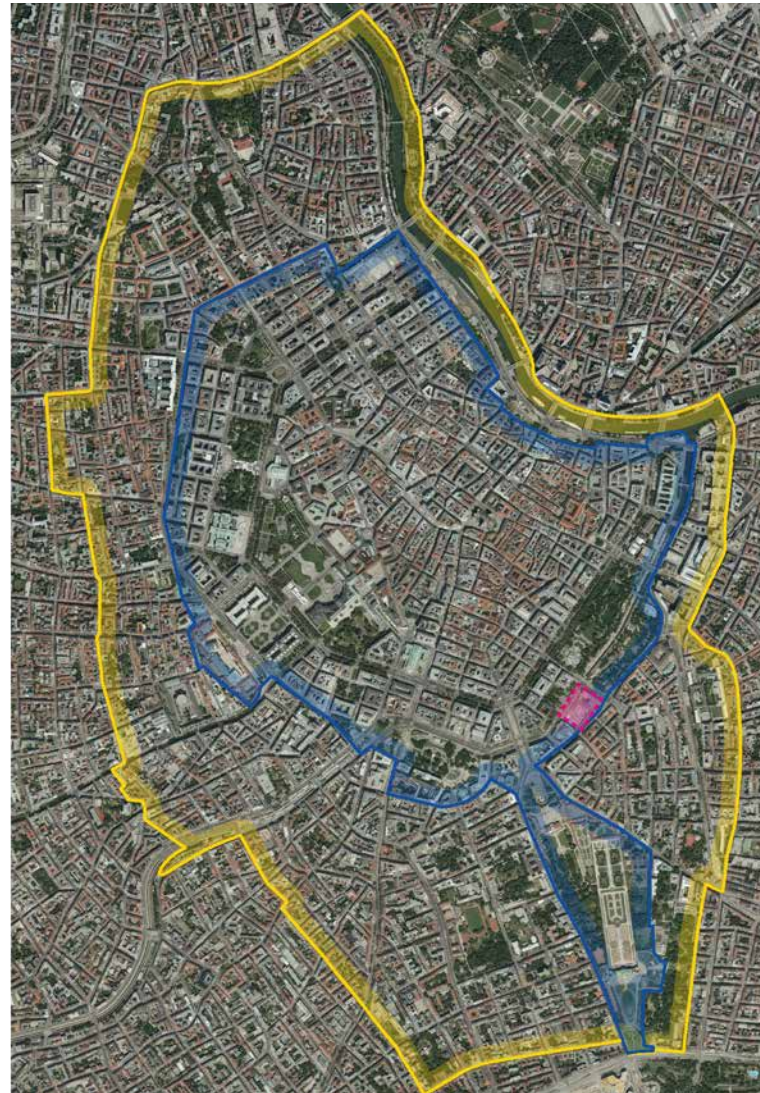


Fig. 6.1 Overview of the World Heritage property *Historic Centre of Vienna*, presenting the project area. Yellow = buffer zone; Blue = World Heritage area; Magenta = Heumarkt project area (© City of Vienna / mkphc)

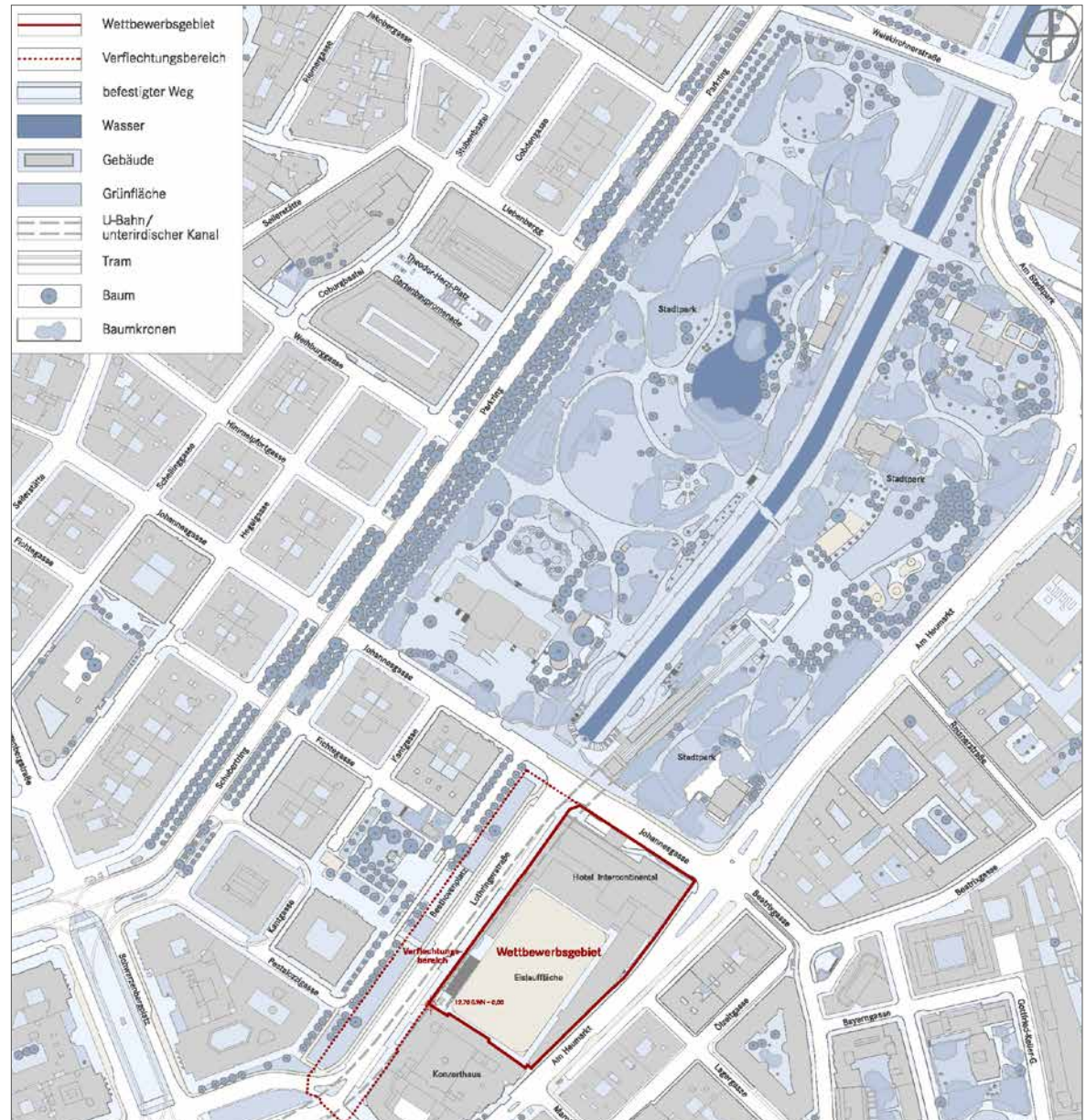


Fig. 6.2 Map of the competition area / project area (© WertInvest / [phaseins])

## 6.2 KEYWORDS DESCRIBING THE GENESIS OF THE PLANNED HEUMARKT NEU PROJECT

The summarised table below showing the chronological development of the planned *Heumarkt Neu* project serves for orientation purposes about the planning steps resulting in the current status of the plans:

Project development of the planned Heumarkt Neu project	
Period	Event
Before development of the <i>Heumarkt Wien Neu</i> project	<ul style="list-style-type: none"> <li>• 1867: Founding of <i>Vienna's Ice-Skating Club</i>. The <i>WEV</i> has been located on the project property since 1899</li> <li>• 1900: Creation of the ice-skating rink in the art nouveau style by architect Ludwig Baumann</li> <li>• Project area owned by the City Expansion Fund (ca. 100 years)</li> <li>• 1911-13: Construction and opening of Vienna's <i>Konzerthaus</i></li> <li>• 1964: Construction of the <i>InterContinental Hotel</i>. Demolition of the art nouveau ensemble of the ice-skating rink. Hotel property owned by <i>InterContinental Hotels Group</i></li> <li>• 2006 – 2012: Changes in ownership of the hotel property</li> <li>• Until 2008: <i>WEV</i> property owned by the <i>City Expansion Fund</i></li> </ul>
2012, 1 <sup>st</sup> quarter	<ul style="list-style-type: none"> <li>• Tenderer WertInvest purchases the shares in the <i>InterContinental Hotel</i> property and the majority interests in the ownership of the <i>WEV</i> property</li> <li>• Start of the development process of the area, and formulation of the first project objectives by the tenderer</li> <li>• Expert hearings on the initial situation, first ideas for mixed use and possible building volumes, suggestion for future cooperative procedure</li> </ul>
2012, 3 <sup>rd</sup> /4 <sup>th</sup> quarter	<ul style="list-style-type: none"> <li>• 1.-7.10.2012: Exhibition in <i>Vienna's Konzerthaus</i> (400 visitors, mainly residents); Inclusion of visitors feedback in the cooperative expert procedure</li> <li>• Cooperative urban planning expert procedure:</li> <li>• Expert workshops with three planning teams and presentation of the results</li> <li>• Documentation of the procedure and the recommendations of the assessment committee</li> </ul>

Project development of the planned Heumarkt Neu project	
Period	Event
2013	<ul style="list-style-type: none"> <li>• 28.02.-05.03.2013: Exhibition in <i>Vienna's Konzerthaus</i> (700 visitors); presentation of contributions &amp; results of the cooperative procedure for a broad audience</li> <li>• Development of urban planning guidelines by the <i>City of Vienna/MA21</i> with reference to the cooperative urban planning expert procedure</li> <li>• Presentation of the elaborated guidelines to the <i>Urban Development Commission (STEK)</i></li> <li>• Preparations and agreements on the establishment of an architectural competition for the area</li> <li>• Establishment of a two-stage international competition with an open application process</li> </ul>
2014	<ul style="list-style-type: none"> <li>• The concept of the architectural office <i>Isay Weinfeld</i> won the competition.</li> <li>• 28.02.-09.03.2014: Exhibition in the <i>InterContinental Hotel</i> (2,000 visitors); Presentation of all competition entries with daily information talks</li> </ul>
2016	<ul style="list-style-type: none"> <li>• Initiation of a zoning procedure: Draft for redefinition and development plan for the project area (MA21)</li> <li>• Advisory committee formally addresses the planned object according to the state of the design applicable at that time (winning design)</li> <li>• Declaration of a 'pause for reflection' for all parties involved by <i>Vice Mayor Maria Vassilakou</i> on the occasion of the controversial discussions on the planned project, and suggestion of a conciliation procedure for sustainable solutions</li> <li>• Analysis of the possibilities for a redefinition of the design by <i>Büro Weinfeld</i>, revision of the competition design (redimensioning)</li> <li>• Preparation of a <i>Heritage Impact Assessment</i> by the <i>City of Vienna</i>, presentation and publication of the revision results</li> </ul>
2017	<ul style="list-style-type: none"> <li>• 14.02.-18.02.2017: Infopoint at the <i>InterContinental Hotel</i> for personal discussions</li> <li>• Continuation of the zoning and development plans</li> <li>• Preparation of a <i>Strategic Environmental Assessment (City of Vienna)</i></li> <li>• City Council decision of 01.06.2017: Majority decision on the redetermination of the zoning and development plan (planning document PD 7984) and on the conclusion of an urban development contract with the tenderer.</li> </ul>
2018	<ul style="list-style-type: none"> <li>• New preliminary design of <i>Büro Weinfeld</i> in May 2018, taking account of the zoning and development plan</li> <li>• Submission of the final design to the advisory committee in September 2018 =&gt; <u>current state of plans as a basis for the <i>Heritage Impact Assessment 2018</i></u></li> </ul>

Table 6.1: Chronological development of the planned Heumarkt Neu project

### 6.3 USES AND URBAN PLANNING SITUATION OF THE PROJECT AREA

The particular importance of the project site results from its existing mixed use, in particular utilisation by *Vienna's Ice-Skating Club* and the *Konzerthaus*, which are closely linked to Vienna's history. Both uses refer to exceedingly relevant traditions with regard to the importance of music and the tradition of ice skating in the history of Vienna. However, the *InterContinental Hotel* also has particular importance for the area as a congress location.

*Vienna Ice-Skating Club (WEV)* is one of the oldest and biggest sport clubs in the world, looking back on 150 years of history which was extensively documented most recently in the book *150 Jahre Eiszeit* by Agnes Meisinger.<sup>35</sup> The Club as well as the site therefore represent an important symbol of the popular ice skating culture for Vienna's population. Part of Vienna's ice dance culture - the *Rundtanz* - was recently included in the *List of Intangible Cultural Heritage*. With a size of 6000 m<sup>2</sup>, the *WEV* takes a comparatively large share of the area in the planned project.

The *InterContinental Hotel* which was built in 1964 is also located on the project area, with an eaves height (above ground) of about 40 m (absolute height about 52 m above WN, roof superstructures are about 5 m higher, i.e. 44.5 m in total). The hotel was constructed by the *InterContinental hotel* chain – a former subsidiary of the airline *Pan AM* – on an area of the *WEV* that had financial difficulties at that time. Due to the construction of the new hotel, the *WEV* area was reduced by about one third. The art nouveau ensemble designed by the architect *Ludwig Baumann* was removed and replaced by functionalist new buildings.



◀ Fig. 6.3 a,b: Vienna's Ice-Skating Club Rink was constructed around 1900 by the architect Ludwig Baumann in the art nouveau style (Bezirksmuseum Landstraße archive)

<sup>35</sup> Meisinger, A. (2017). *150 Jahre Eiszeit, Die Grosse Geschichte des Wiener Eislauf-Vereins*; Published by Vienna Ice-Skating Club. Böhlau Verlag GmbH & Co. KG, Vienna Cologne Weimar.



Fig. 6.4: InterContinental Hotel after completion in 1964 (Photo: Lucca Chmel, 1964)

First plans for the hotel were drafted by the US-American architects *Holabird & Root*, while the execution planning and implementation should initially be realised by the architect *Roland Rainer*. However, he returned the contract, since he assumed the management of urban planning. In the end, the project was realised by the architects *Carl Appel* and *Walter Jaksch* together with the US design architects.

The first design envisaged a slab-shaped construction with a height of 56m. After discussions on negative effects on the adjacent *city park* (lack of ventilation), this design was rejected and resulted in a redesign. The building structure was subsequently restructured into a T-shaped building, by reducing the height of the planned hotel slab to 12 upper floors. To compensate the space lost, an extension was added to the rear of the slab.



Fig. 6.5: Design sketch of the executed planning (© WertInvest)

The importance of the hotel for Vienna was already very high even during the ground-breaking ceremony in 1960, which was held by the former Federal Chancellor *Julius Raab* in person. This project should, inter alia, develop Vienna into a leading international congress location, which is also reflected by the architectural language that can be assigned to the international style of functional post-war modernism. With more than 500 rooms, the hotel addressed the need for capacities in the upper price segment at that time.

However, numerous reconstructions and extensions blurred the original architectural concept; key stylistic design features of the exterior and interior have been almost entirely lost. In general, there is currently a great need for refurbishment and renewal in the *InterContinental Hotel*.

Adjacent to the southwest, the third neighbouring user on the area is *Vienna's Konzerthaus* with the adjacent *Akademietheater* that was built in 1913 in the historicist style according to plans of the architects *Ferdinand Fellner* and *Hermann Helmer*. These buildings are not part of the actual planning area, but are directly adjacent. The great historic significance of this ensemble as a site of excellent music and theatre arts in Vienna has continued to the present and is maintained with the most varied contemporary cultural uses and events. The *Konzerthaus* is inter alia the main venue of *Vienna Symphony Orchestra*, of *Vienna Chamber Orchestra* and of *Klangforum Wien*.



Fig. 6.6 a,b: Intermezzo Bar 1964 (left) and 2010 (right) (© Wertinvest)



Fig. 6.7: Vienna Konzerthaus (© Clemens Pfeiffer, CC BY 2.0 at)

Together with the *State Opera* and the *Musikverein*, the *Konzerthaus* established Vienna's worldwide reputation as a leading musical centre. Since the building was completed, *Vienna Konzerthaus Society*, a private non-profit association, has been acting as the operator of the *Konzerthaus*. In 2017/18, 600,000 people attended the concerts.

However, maintaining and preserving the building has become a challenge, since the public subsidies cover only 12.6% of the expenses.<sup>36</sup> As a consequence, the support provided by more than 10,000 members of the *Vienna Konzerthaus Society* is of great importance for the preservation of the *Konzerthaus*.

<sup>36</sup> <https://konzerthaus.at>

Overall, the *Heumarkt Area* is characterised today by three extremely different uses. Since the building stock of the *Heumarkt Area* dates back to different time periods, its architectural language is very inhomogeneous.



Fig. 6.8: Situation of the Heumarkt Area (© City of Vienna)

With regard to the urban design, the area forms a link between the 1<sup>st</sup> district of the inner city and the neighbouring 3<sup>rd</sup> district. However, the Heumarkt Area is currently unable to fulfil the urban planning requirements that exist due to this link position, since there are clearly visible urban planning deficits. They are not only caused by the ageing building stock of the *InterContinental Hotel* and the adjacent building of the *WEV*, but also by the ‘anti-contextual’ design principle of this building ensemble that was created in the 1960s, that does not follow, but rather turns away from the urban design logic of the *Ringstraße ensemble*. This applies in particular to the hotel complex with its scale that resulted in controversial discussions in Vienna already at the time of its construction. In particular in the area of the street corner *Am Heumarkt / Johannesgasse*, the base of the building that stands out from the ground floor impairs the quality of the exterior space. For example, the lack of use of the windowless, shadowed base of the building corner as well as the facade facing the street *Am Heumarkt* generate a very unfriendly effect and therefore deficits in the public space.

It is currently not possible to cross the area on foot, since the *WEV* area is directly next to the *Konzerthaus*. In addition, due to the enclosure of the *Wien River* flowing under the *Heumarkt Area* there is a leap in height on the street *Am Heumarkt*, representing a sharp break to this date.



Fig. 6.9 a,b,c: Current situation of the Heumarkt Area, as seen from Johannesgasse, from the street Am Heumarkt, situation between Konzerthaus and WEV area (© mkphc, City of Vienna)



## 6.4 COOPERATIVE EXPERT PROCEDURE

Based on the constellation of users existing on the *Heumarkt Area*, the following urban planning requirements were developed for the area in a cooperative urban planning expert procedure carried out in 2012:

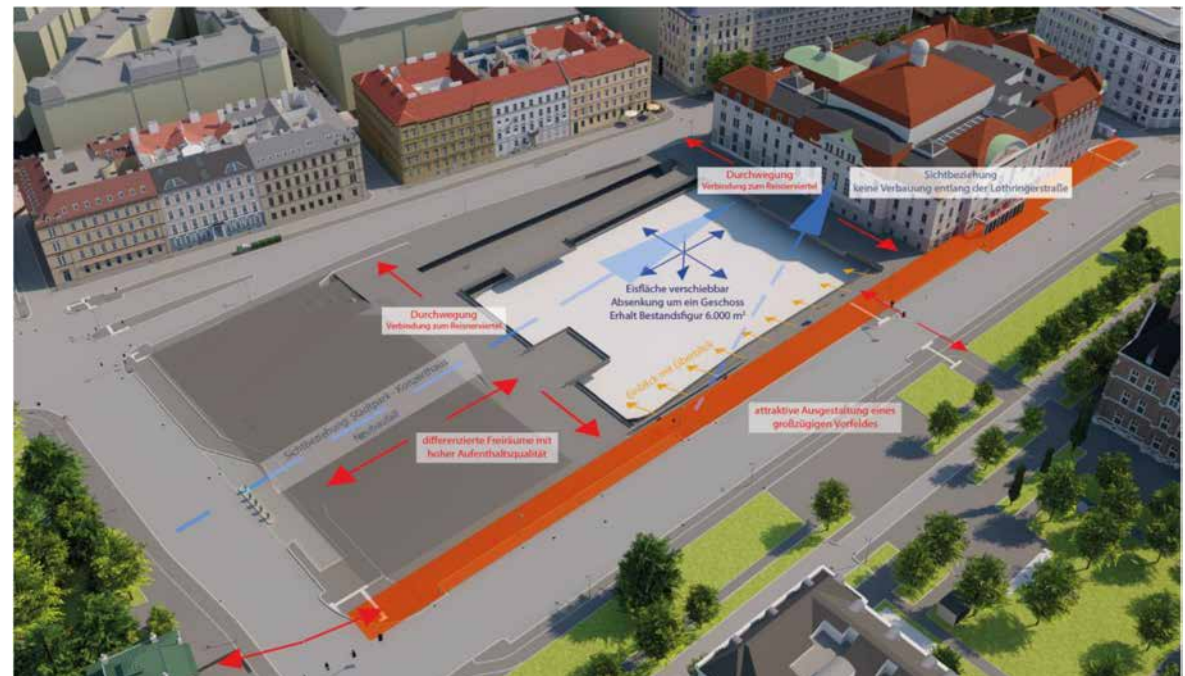
- Creation of attractive public spaces, with possibilities to cross the area on foot
- Attractive design of the area in front of the *Konzerthaus* as an *ice-skating area* and open space, which can be used, inter alia, as a link to the *Reisnerviertel*
- Moderate lowering of the *ice-skating area* and open space by one storey
- Maintaining the dimensions of the *ice-skating area* and open space (6,000m<sup>2</sup>)
- User-friendly structural surroundings of the access zone in the area of *Lothringerstraße*, with a view into and over the *ice-skating area* and open space and opening the space of the *ice-skating area* to *Lothringerstraße*
- Maintaining the *WEV* without funds of the city, and adding an indoor ice rink that can be used throughout the year
- Creation of public leisure areas (events, swimming, wellness, fitness, ...) and integration of a sports hall for neighbouring schools and sports associations
- Thoroughfare along the longitudinal facade of the *Vienna Konzerthaus*
- Revitalisation of the belt of cultural institutions developing along the old *Glacis*
- Extremely high-quality architecture as the lead project and to build the city's image

## 6.5 KEY DESIGN FEATURES

The winner selected in 2014 from the *International Architectural Competition* held in 2013 was the architectural office *Isay Weinfeld*. The project aims at constructing a building complex on the area, while its design concept is already customised and designed for the two main users of the properties involved – *WEV* and the *InterContinental Hotel*. In addition, the design should include a residential building, and take account of spatial as well as functional concerns of the public and the *Konzerthaus* that is directly bordering the area, and generate added value, respectively (see Chapter 6.10).

Initially the winning design of the architectural office *Isay Weinfeld* assumed to essentially preserve and convert the hotel building (preserva-

Fig. 6.10: Urban planning guidelines for the area of *InterContinental Hotel* – *Vienna Ice-Skating Club*. Submission to the *Urban Development Commission*, 16.4.2013 (© *City of Vienna*)



tion of the building slab). However, when the competition was launched, a completely new hotel was already formulated as an alternative. During the subsequent elaboration and adjustment process of the design, the partial preservation of the hotel slab was then rejected. The current concept provides for demolition and construction of a new hotel building.

However, even after the adjustments were made, in particular the reduction of volumes and the external dimensions, the essential architectural design principle of the competition winner has not changed. The design can be described as an ensemble of three main elements – base, tower, slab – combined with a solitary building that acts as a conciliatory ele-



►  
Fig. 6.11 a,b,c: Rendering of the current draft (© Isay Weinfeld & Sebastian Murr)

ment to the surrounding buildings. This imitates and supplements key architectural elements of the existing hotel complex. The design of the building ensemble is closely linked to the creation of a central outdoor space of about 6000m<sup>2</sup>, which is supposed to incorporate the *ice-skating areas* during the cold season, and be a freely accessible public square outside the ice-skating season. During the urban planning discussions, relocation of *Lothringerstraße* which is located to the west, and a planted boulevard serving as a "buffer" between the street and the square have been planned. The objective was, inter alia, to keep the height differences between the different access routes from the surrounding streets as small as possible, or use structural measures to compensate the height differences as far as possible, respectively, to reduce the existing barrier effects.

As a complement to the ground-level open space, a City Terrace of about 800 sqm is planned on the roof of the redesigned base of the hotel slab. This extension of the exterior space is described in the design concept as an elevated roof garden, and is supposed to serve as a public space for events and provide room for retreat.

The planning of the *Heumarkt Neu* project is carried out by the office *Isay Weinfeld* as the Design Architect, whereas (right from the beginning of the design competition) the draft and operational execution is incumbent on the office *Murr Architekten*. The planning project is also supported by the office *Hochform Architekten ZT GmbH* as a local partner and executing architects in Vienna.

## 6.6 DIMENSIONS

The architectural office *Isay Weinfeld* partly reduced the dimensions of the ensemble planned in the winning design with regard to the heights during the 'period of reflection' in the year 2018. These adjustments have been essentially maintained up to the present day, apart from minor up-

dates. The current design version was created in August 2018 and presented to the *Vienna Advisory Committee* in September 2018. This design version also forms the basis for this *Heritage Impact Assessment*.

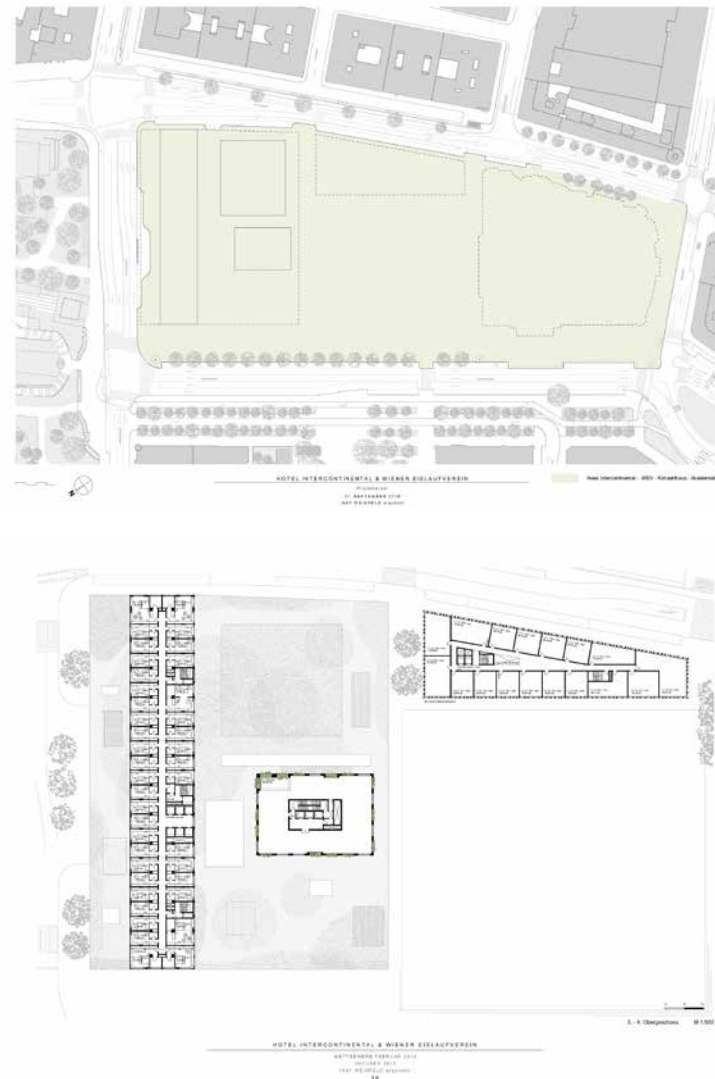
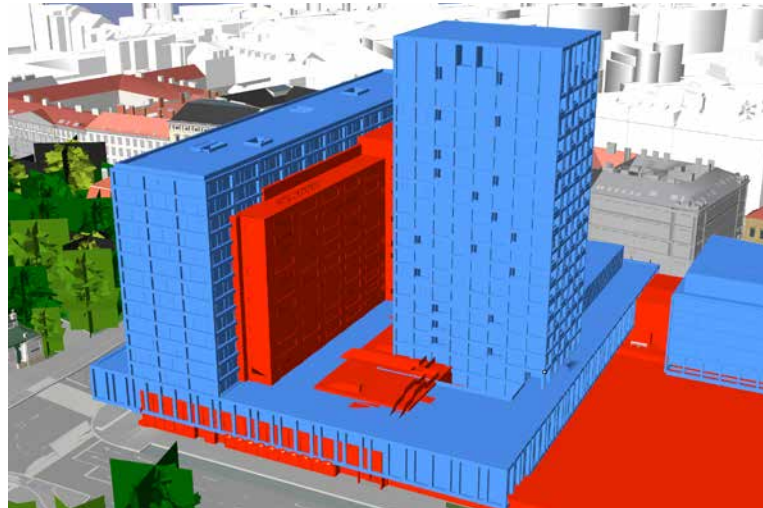


Fig. 6.12 a,b: Positioning of the solid body of the current design, version of 09/2018 (top), layout of the competition design 2014/15 (bottom) (© Wertinvest / Isay Weinfeld & Sebastian Murr)



In addition to a reduction of the tower, another fundamental adjustment of the current design version is the displacement of the *InterContinental Hotel* in the direction of the *Stadtpark*. Overall, the redesign of the hotel slab within the design process has moved by currently about 6.5m closer to *Johannesgasse/ Stadtpark* than in the original competition design. It must be mentioned that the hotel slab of the 3D model visualised in this assessment is located 90cm closer to the *Stadtpark* than in the last version of the plan (09/2018).

This modification was not updated in the 3D model made available to the experts. However, the experts assume that the digital 3D model which forms the basis of the visualisations is sufficiently precise to make fundamental statements on the World Heritage compatibility of the project.

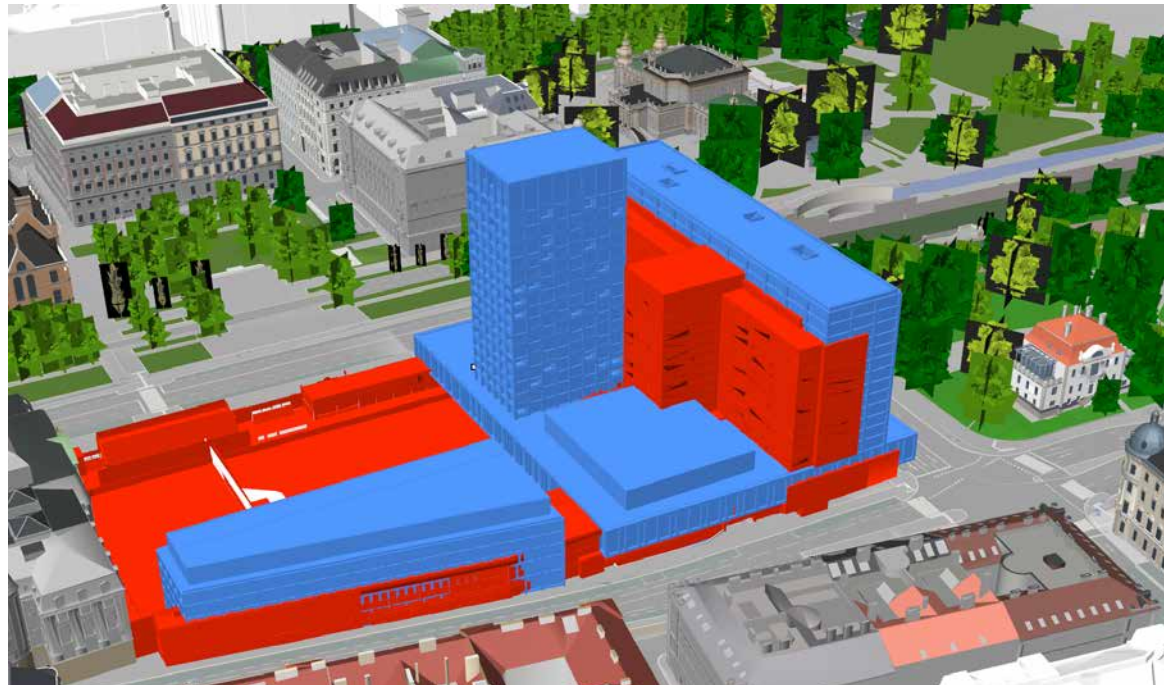


Fig. 6.13 a,b: Comparison between existing building (red) and overlap of the current design. The distance of the hotel slab to the *Stadtpark* planned in the most recent version (09/2018) is not shown correctly in the 3D model. In the current design, it is 90cm greater than in the visualisations of this assessment (building models: Isay Weinfeld & Sebastian Murr/city model: MA41 / Installation: v-cube)

The table below compares the major differences of the structural dimensions between the existing InterContinental Hotel building, the competition design and the most recent design version<sup>37</sup>:

	Existing building	Competition design 2014/15	Current design version 09/2018
Width of hotel slab	90m	96.2m	96.2m
Depth of hotel slab	16,25m	ca. 16.7m	18.7m
Height of hotel slab	ca. 54m above WN (incl. superstructure) ca. 55,4m above WN (extension at rear)	60.23m above WN	60.00m above WN, 61.49m above WN (incl. superstructure)
Distance between hotel slab and parapet 1 <sup>st</sup> floor projecting base level (Johannesgasse)	ca. 5.9m	ca. 10.1m	ca. 9.7m
Width of tower (view from Johannesgasse)	NV	21m	20.7m
Depth of tower	NV	30 m	28.2m
Height of tower	NV	85.25m above WN	79.00m above WN
Distance between tower and hotel slab	NV	ca. 16m	ca. 18m
Distance between kerbstone of Johannesgasse and front edge of the projecting base level (projection in top view of the roof)	7,15m (projection, corner Am Heumarkt) 12,50m (flush front facade base)	ca. 8.1m	ca. 2m
Width of view 1st floor base level (Johannesgasse)	ca. 96.2m	ca. 96.2m	ca. 96.2m
Deep view of 1st floor base level (Lothringerstr.)	ca. 46.7m	ca. 76.5m	ca. 78m

<sup>37</sup> The dimensions and information were taken from the planning documents made available: Annex D.1\_EntwurfWettbewerb (WertInvest), submission documents for Vienna Advisory Board 180905\_ICV\_Fachbeirat (Murr Architekten), most recent version of 3D model (Murr Architekten)

The absolute heights above refer to *Wiener Null (WN)*. At the site, the *WN* level is located below the level of the premises. As a consequence, the visible height of the building components is less, and a clearly defined point at the surface would have to be used for reference purposes in the individual case, if you would like to speak of the visible building height. Related to the enclosing streets, *WN* is between. 9.5m (street *Am Heumarkt/ Ecke Johannesgasse* – f. ex. position A) and approx. 11.8m (*Lothringerstraße/ Johannesgasse* corner – f. ex. position B) below street level. For example, the planned tower would be approx. 69.5m high relative to position A, and 67.2m measured from position B. As a consequence, this assessment always uses the absolute height *WN* for better comparability, even if it is distinctively different from the building height above ground. Without the corresponding point of reference, a relative height (f. ex. tower height = 67m) would not be complete, and would not be helpful to describe the visual appearance of the building anyway, since such appearance is different, depending on the topography, the location and distance of the viewer.

Fig. 6.14: View of the current design from Johannesgasse, presenting the height differences on the property (© Isay Weinfeld & Sebastian Murr)



## 6.7 FACADE AND TEXTURE

The different building volumes of the new design are supposed to have the same characteristics with regard to their materials, and at the same time subtle distinguishing features resulting from the design of corresponding *facade families*. However, the habitus of all sides of the main facades, with bordering stone frames and the glass panels that are recessed by the relevant *frame thickness*, is basically consistent on all facade surfaces (exception: hotel facade of the ground-level base storey), differing in

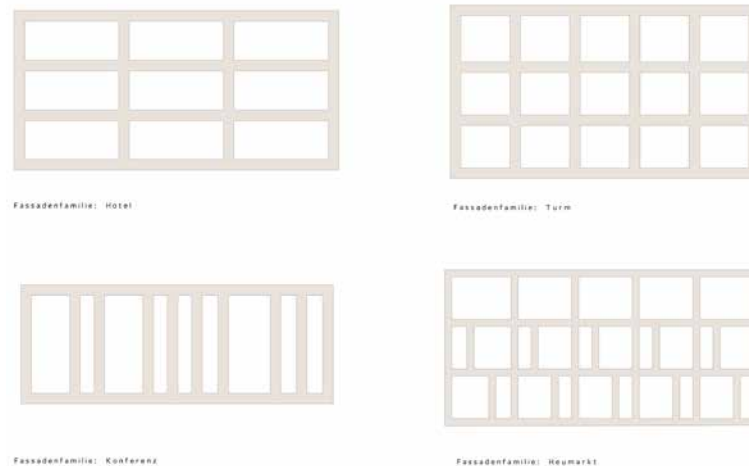


Fig. 6.15: Concept of different facade families (© Murr Architekten)



Fig. 6.16a ,b: Rendered facade sections of tower (left) and hotel slab (right) (© Isay Weinfeld & Sebastian Murr)

the facade intervals and the type of application of a third metallic material (architectural *bronze* as described in the competition design). Window frames, metal panels in the hotel facade that can be opened, and plant troughs serving as balustrades for the loggias of the tower are supposed to be made of this material. Due to the grid-like facade structures, the facade concept is distinctively different from the existing building, where the external walls predominantly consist of wall panels with flush window openings, and parts of it are extensive external wall areas without window openings. With the selection of homogeneous materials, the newly planned ensemble is supposed to be given a shared identity which pedestrians can recognise also at a close range. Implementing the open facade structure on all sides of the building is supposed to prevent avoidance or rear spaces, if compared with the existing building.

Another material component that takes effect is the greenery concept, providing for green areas in the different parts of the building within the ensemble. In addition to planting the plant troughs of the tower and the green courtyards on the ground floor of the base, all buildings will have roof greening. The roof surface of the conference area on the first floor, which is accessible to the public, is considered as a park-like city terrace, and an elevated extension of the square, parts of which also contain plants and furniture in summer.

According to the landscape designers involved in the planning (Büro *LAND.IN.SICHT*), the plants should be selected with differentiation and adapted to the respective situation and seasons. The roof terrace of the base which is open to the public is supposed to have a naturalistic and flowing design without sharp edges.



Fig. 6.17: Rendering of roof terrace on the base slab (© Isay Weinfeld & Sebastian Murr/LAND. IN.SICHT)

## 6.8 DISTRIBUTION OF USES WITHIN THE PLANNED BUILDING ENSEMBLE

The distribution of uses within the building ensemble has been designed as follows:

The building slab at *Johannesgasse* is supposed to accommodate the *Inter-Continental Hotel* again. With its 14 floors, it is protruding from a horizontal base plate with a size of approx. 78 m x 96 m. The base contains the development area of the different uses: The hotel lobby and the entrances to the sports and spa area, as well as the *WEV* premises, cafés and restaurant. The base will also accommodate the first floor, grouping the various uses developed on the ground floor and including the conference rooms. The base plate will have atriums connecting it to the ground floor, and also a

roof terrace. The hotel slab and the residential tower are positioned on top of the base plate, as well as a single-storey *lantern* above the conference hall.

The solitary building is located next to the large square in the southeast, with its height corresponding to the eaves of the *Konzerthaus*. The building function has been designed for a mixed user profile, and is supposed to include rooms for the *WEV* and its entrance area, as well as the administration of the hotel and even more hotel rooms on the upper floors.

The basement floors contain the spa and pool areas, the ice-skating rim, the sports hall and the service facilities of the hotel.

## 6.9 OWNERSHIP STRUCTURE ON THE PROJECT AREA

Corresponding ownership structure and contractual arrangements between the user groups involved are required as a fundamental precondition for a planned project that can consider the areas of the hotel and the *WEV* as a common building plot. When the competition was launched (2014), the area to be planned during the competition has the following ownership structure:

The *InterContinental Hotel* (parcel no. 993/14, 2998/25) is owned by *WertInvest Hotelbetriebs GmbH*; the property of the *WEV* (parcel no. 993/8, 993/15) is owned by *Lothringer Straße 22 Projektentwicklungs GmbH*, with majority interests held by *EG-WertInvest Hotelbeteiligungs GmbH*. As a consequence, the tenderer is the majority owner of the entire project area. The adjacent property of the *Konzerthaus* is not owned by the tenderer.

In the course of the project development, the tenderer held intensive discussions with all three users of the area (the *Konzerthaus* is considered as a neighbouring user and its property is not included in the project planning). The result was that all existing uses – *InterContinental Hotel*, *WEV*, *Konzerthaus* – should be maintained on the area. In case that the project is realised, a contractual agreement guarantees *WEV* a leasehold right for 99 years from the date of signature. In addition to the existing uses, it is intended to design apartments, offices and sports facilities on the project area. The sports facilities are supposed to be used, inter alia, by the *Akademisches Gymnasiums* situated on the opposite side of *Lothringerstraße* in the 1<sup>st</sup> district, and also by sports clubs.

Another precondition for the feasibility of the project is an urban planning contract that was concluded by the tenderer and the *City of Vienna* after the decision adopted by the City Council on 01.06.2017. This contract serves to ensure the implementation of benefits for the public:

▶  
Table 6.3: Condensed version of the obligations under the Urban Planning Contract between the City of Vienna and the tenderer (© WertInvest)

### Condensed version: Obligations under the Urban Planning Contract (acc. to §1a of the Vienna Building Code) Project development of *InterContinental Hotel – Vienna* *Ice-Skating Club – Vienna Konzerthaus*

#### 1. *WEV*:

Renewal of the open-air ice-skating rink and the associated buildings  
Granting a usage right for 99 years

#### 2. Central square:

Public accessibility and possibility to stay without any requirement of consumption on 4.000 m<sup>2</sup> of the central square outside the winter season (i.e. between 20 March and 10 October of each year).

The tenderers are entitled on no more than ten days per year to use the entirety of the central square for events, while the passageways have to be accessible without any restrictions.

Annual design according to the following features in accordance with MA19:

- Generate high quality of stay (functional and atmospherical)
- Prevent overheating in the summer (e.g. greening, shading, water)
- Good usability for everyday life and social mix

Fixed points:

- Seating areas for stay without any requirement of consumption
- Shading elements
- Greenery elements

The boards have to be dismantled until 20 March at the latest, and must not be set up before 10 October.

### 3. Street project:

Creation of a generous area in front of the Konzerthaus, the central square and InterContinental Hotel, as well as improved balance between the two sides of the street.

Assumption of any costs including the planting of trees as well as planning services and ancillary costs.

Use of the partial area of the ice-skating rink located on public property is limited to the winter season and restricted to the purpose of using it as an ice-skating rink for the general public, at reasonable prices similar to the present ones.

### 4. Footpath along Vienna Konzerthaus:

Free accessibility daily between 0-24 hrs all year round

### 5. Additional passage at the level of Lagergasse:

Free accessibility daily between 0-24 hrs outside the winter season

### 6. Sports hall for public schools and private mass sports:

Dimensions and equipment in agreement with the Vienna Schools Council

Usage agreement with the Schools Council. The obligations are secured with easements in the land register, and will pass to the legal successors in case of a sale.

Due to the contractual regulations mentioned above, the currently applicable ownership structure and the agreements between the three principal users of the area – *InterContinental Hotel*, *Vienna Ice-Skating Club* and *Konzerthaus* – and the resolved re-establishment of the zoning and development plans (planning document PD 7984), the legal framework conditions for submitting a building application are currently fulfilled.

## 6.10 ANTICIPATED PUBLIC ADDED VALUE

According to the *STEP 2025 Thematic Concept for High-Rise Buildings* (2014), high-rise buildings are in general allowed anywhere within Vienna's metropolitan area. However, it must be substantiated to what extent

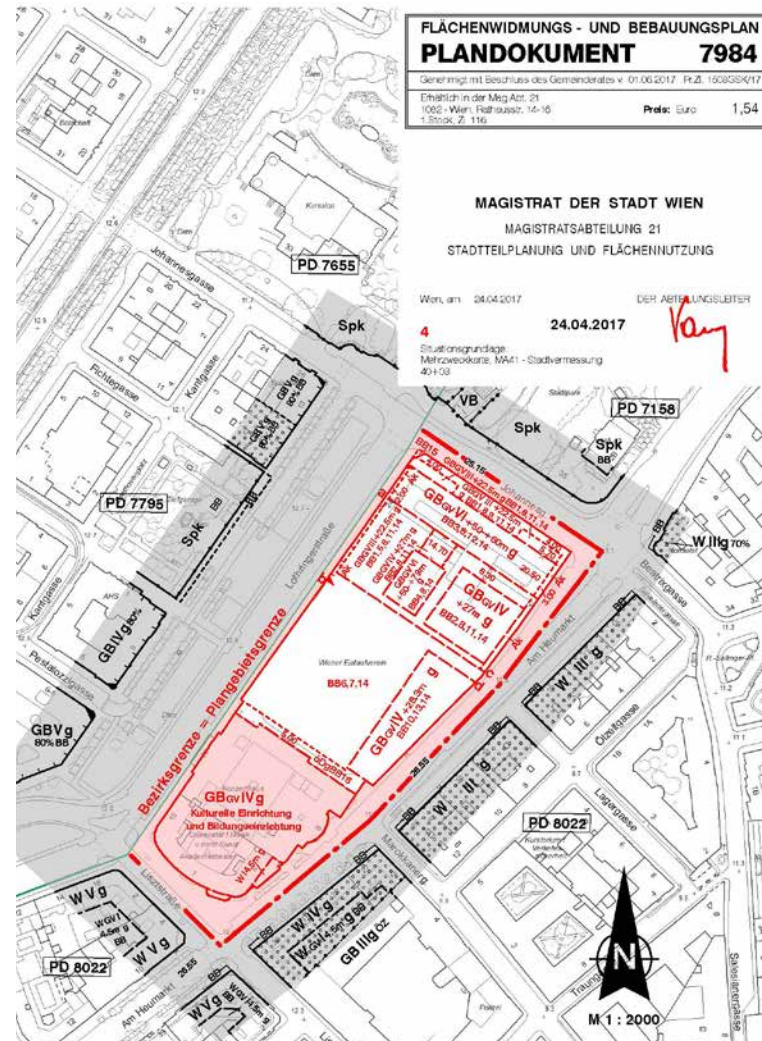


Fig. 6.18: Zoning and development plan of the project area (© WertInvest)

the high-rise projects generate socio-economic added value for the general public. In accordance with the Proposed Resolution decided by the *Vienna City Council* in 2017, the construction of the project would no longer be admissible (cf. subsections 4.2.2 and 4.2.5).

Therefore the substantiation of the anticipated added value of the planned project submitted by the *City of Vienna* is printed below. This is followed by a presentation of the added value by the *AOB*. Since the added value of the project was examined in a separate assessment, there will be no comments on the two presentations below.

The *City of Vienna* describes the anticipated added value of the project as follows:<sup>38</sup>

**Project Heumarkt – Ice-Skating Club /  
Added values to be generated for the population in case of  
realisation**

**Summary: Rudolf Zunke, MD-BD, KPP, Version of 6 July 2018**

It must first be pointed out that the *Heumarkt Area* is located in the World Heritage core area, which must be considered downright suboptimal from an urban planning perspective.

For years, improvement potentials have been evident, specifically for the building block located between *Lothringerstraße/Johannesgasse/Heumarkt*. This is one of the reasons why this area – unlike nearly the entire 1<sup>st</sup> district of Vienna – was not included in the protection zone (listing of building ensembles). Caused by a complicated ownership structure, it was impossible for decades to achieve an improvement of this suboptimal situation.

When the border of the core area was determined in the 1990s,

the border was defined along the *Heumarkt* street for the sake of simplicity, making the *Heumarkt area* lie only a few metres within the core area, not taking account of the fact that this approach of demarcation would be challenging for future urban developments.

The World Heritage aspect was discussed extensively during the project development. In the course of the zoning procedure, an environmental report (strategic environmental assessment) was created to analyse the effects on the cultural heritage, inter alia. In spring 2017, a Heritage Impact Assessment was prepared under the responsibility of the *City of Vienna*

- The area creates a barrier between the districts of Innere Stadt and Landstraße. The public spaces in the direct neighbourhood of the ice-skating club have an unattractive design, with unsatisfactory quality of stay, and they are hardly used by the residents. In summary, the urban planning situation must currently be assessed as unsatisfactory.
- The passage area between Konzerthaus and ice-skating club is currently a highly unattractive zone. According to its historic cultural importance, the Konzerthaus is currently not exposed in an urban planning sense.
- The urban renewal around the InterContinental Hotel and the Heumarkt (Vienna Ice-Skating Club) would provide the opportunity for Vienna to create a place in the inner city which is equally attractive and comparable to the public space in Vienna's Museumsquartier.
- Replacement of the 45 metres InterContinental Hotel from the year 1965 with 450 rooms, in adaptation to the modern requirements.
- Demolition of the existing buildings along the Heumarkt and construction of a new building (service areas for the Vienna Ice-Skating Club, offices, apartments), with its height in line with the eaves height of the Konzerthaus.

<sup>38</sup> City of Vienna: *Heumarkt HIA overview added values\_Kloos* Version 6 July 2018

- Construction of a new residential high-rise building at the level of Lothringerstraße neighbouring the hotel complex.
- Using the roof of the conference floor as a city terrace which is accessible to the public.
- Creation of two additional passages for the public between Innere Stadt and the 3rd district.
- The large open-air ice-skating rink of the Vienna Ice-Skating Club is maintained, and an underground indoor ice rink enables the Ice-Skating Club to offer ice sports (ice hockey and figure skating) all year round, all facilities will be redesigned with regard to their technology and functionality.
- Usage right for the Vienna Ice-Skating Club for another 99 years under the same economic terms.
- From March to October, open area from the ice rink to Lothringerstraße, which is accessible to the public and largely without the requirement of consumption, similar to the open space in the Museumsquartier.
- Opening up the Konzerthaus to Innere Stadt and to the large free area, since the present buildings along Lothringerstraße no longer exist.
- Increased area in front of the main entrance of the Konzerthaus along Lothringerstraße, and creation of an attractive distance area to the ice rink.
- Enhancement of Lothringerstraße into a greened street (maintaining the existing driving lanes).
- Making the public spaces along Lothringerstraße-Johannessgasse-Heumarkt more attractive.
- Sports centre with wellness facilities and a 50 metres swimming pool.
- Construction of a sports hall for the neighbouring schools, which will be rented by the Vienna Sports Council during the school months Monday to Friday between 8.00 and 17.00 hours, and which is otherwise available to sports clubs.


- The area concerned with a size of about 725m<sup>2</sup> is required for ice-skating only during the winter months, and is therefore available during the summer months as part of the pavement without any restrictions.
- This area continues to be owned by the City of Vienna.
- Use during the winter months should be governed by a corresponding agreement in the form of a basic use agreement. This agreement shall establish, inter alia, a fixed purpose of ice skating, the takeover of the areas to be preserved, and a corresponding remuneration for the temporary use.
- In return, a central square with a size of more than 6,000 m<sup>2</sup> is created on a private property, which is made available to the public predominantly without the requirement of consumption.
- All structural measures mentioned above are funded by the tenderer (WERTINVEST), which will be agreed in the form of an urban planning contract.

In summary, the following aspects of an added value for the population result from the addressed project.

- The project provides for a number of uses and urban infrastructure which are beneficial to the population. Mainly the following should be mentioned: A completely renewed ice-skating rink, use of the area by the public in spring, summer and autumn largely without the requirement of consumption, an indoor ice rink that can be used all year round, sports and wellness, a sports hall for neighbouring schools and sports clubs, passages that can be used all year round, and a city terrace accessible to the public.
- The planned conference areas are an offer for the CongressCity of Vienna, which will clearly strengthen its position in the international competition of locations. It can be assumed that this impulse will entail more follow-up investments.
- The project can therefore not be narrowed to the construction of

another residential tower. Much more important is the effect of creating a meeting place where different people can come together.

- In addition, the area in front of Lothringer Straße is broadened and planted with trees. Together with greening of the building facades and mobile green elements at the central square, this makes a positive contribution to the area's micro-climate.
- A new connection between Lothringerstraße and Heumarkt along the prestigious main front of the Konzerthaus will create a new passage between the 1st and the 3rd district.
- The new design of the area in front of the Konzerthaus is a contribution to strengthening Vienna's location as the music capital of Europe (see nomination criteria).
- In addition, it is crucial that the tenderer (Wertinvest) contractually undertakes to renew the outdoor ice-skating areas and create the infrastructures required for operation exclusively at its own expense. It is also contractually agreed that the Vienna Ice-Skating Club is granted the right to use the ice-skating areas for 99 years, while being able to continue its operations under the same economic terms.
- In summary, it can be said that an inner-city space is created which is equally attractive to the public space in Vienna's Museumsquartier. A place that distinctively increases the quality of stay for the residents, but is also an attractive urban centre of attraction beyond the district borders, enhancing the World Heritage area as a whole.

  
*Table 6.4: Presentation of added value by the City of Vienna (© Vienna City Administration)*

The AOB presents the anticipated added value of the project as follow:<sup>39</sup>

**Redefining the zoning and development plan relating to the Wiener Heumarkt area /  
Supplementary explanation: AOB, by proxy Dr. Michael Mauerer e.h. dated 19 November 2018**

On the World Cultural Heritage:

In its declaration of administrative effect of 17 December 2018, the AOB criticised, inter alia, that the City of Vienna by amending the zoning plan and therefore enabling the construction of a 66 metre high residential tower in the historic centre of Vienna breached the obligations entered into by the Republic of Austria in the World Heritage Convention to protect and preserve the World Cultural Heritage.

The fact that these obligations were not implemented in the laws of the Provinces means that departing from these obligations does not constitute a breach of the Code for reasons of a conflict between the Code and the World Heritage Convention. However, the AOB considered the fact that the Vienna City Council ultimately decided – despite a warning being issued several times and the clear UNESCO requirements in relation to the permissible height of the residential tower – against observing the obligations resulting enshrined in international law resulting from the World Heritage Convention, and wilfully accepted that the historic centre of Vienna would be placed on the List of World Heritage Properties in Danger, as a matter of maladministration in the City of Vienna.

Regarding the added value to the general public:

Another point of criticism of the AOB was that the City of Vienna

failed to clearly demonstrate why it departed from the principles it laid down itself in the High-Rise Buildings Concept 2002 and in the Thematic Concept for High-Rise Buildings – STEP 2025. In particular, no explanation was provided, as to where the, „outstanding added value for the community” called for in the current “Thematic Concept for High-Rise Buildings” is to be found in the construction of the planned residential tower itself.

The redefining of plan no. 7984 serves among others to facilitate the construction of a 66 metre high residential tower in the historic centre of Vienna. Space is to be created in the new residential tower to accommodate high-priced apartments, hotel apartments for “long stay guests” and for multi-functional rooms.

On 19 December 2014 the Vienna City Council adopted the “Thematic Concept for High-Rise Buildings - STEP 2025” to replace the “Urbanistic Guidelines – High-Rise Buildings in Vienna” (High-Rise Buildings Concept 2002) which had been effective since 2002.

Page 6 of the publicly accessible Explanatory Report 3 for Plan no. 7984 of 3 January 2017 indicates that, with respect to the planned additional high-rise building, the High-Rise Buildings Concept 2002 should be given “*precedence*” because the required architects’ competition had already been “*completed before the decision for the new high-rise building concept was taken*”.

For the AOB, there was first of all the question as to whether and in how far either of the two mentioned concepts of the City of Vienna were even observed in relation to the new high-rise building, and for what purpose these were decreed and published.

The AOB complained that concepts adopted by the City of Vienna such as the Urbanistic Guidelines and the (new) Thematic Concept

<sup>39</sup> City of Vienna: *Heumarkt HIA overview added values\_Kloos* Version 6 July 2018

for High-Rise Buildings – STEP 2025 presented the general public legally non-binding (see the decision of the Constitutional Court of Austria of 2 October 2013, no. V19/2011) and self-imposed standards which appear to arouse false hopes on the one hand and – in the event of non-compliance – provoke the dissatisfaction of the population on the other.

Whilst the High-Rise Buildings Concept 2002 prescribes a so-called “*exclusion zone for high-rise buildings*” in the core of the World Heritage area as the historic centre of Vienna and for the Belvedere Park and Castle, the current Thematic Concept for High-Rise Buildings has no exclusion zones for high-rise buildings. On the contrary, the construction of high-rise buildings should then, generally speaking, be permitted also in the historic centre of Vienna, provided they generate “*outstanding added value for the community*”. The preamble to the Thematic Concept for High-Rise Buildings also emphasises that the existing cityscape of Vienna must be considered „*carefully and sensitively*“. There is a need for new high-rise buildings in Vienna “*only under the premise that these contribute outstanding added value for the community*”

The AOB criticised the fact that the City of Vienna failed to clearly demonstrate,

- in how far the existing Vienna cityscape was actually considered “*carefully and sensitively*” in line with the above-mentioned Thematic Concept for High-Rise Buildings, especially as UNESCO consistently emphasised that another high-rise building in the protected core zone of Vienna may only be a maximum of 43 metres high in order not to jeopardise the World Heritage status, and
- where the “*outstanding added value*” of the new high-rise

building called for in the current Concept for High-Rise Buildings – a planned residential tower with a height of 66 metres – can actually be found, especially considering that no affordable housing that is accessible to the general public but rather predominantly high-priced apartments are to be built, and also that the height of the building would result in the historic centre of Vienna losing its World Heritage status.

Assuming that instead of the new Thematic Concept for High-Rise Buildings – STEP 2025, the High-Rise Buildings Concept 2002 had been given priority – as indicated on page 6 of the existing report to plan no. 7984 – the new residential tower would be located in an area that was declared by the very City of Vienna itself as an exclusion zone for high-rise buildings.

Both page 13 of the Explanatory Report 3 to Plan no. 7984 and page 6 of the Urban Development Contract pursuant to section 1a of the Vienna Building Code – both were published – make reference among others to the “public interest in the planning of land intended for public use, in particular for sporting and cultural purposes”. In section 3.2.7. of the Urban Development Contract, the tenderers commit to building a small underground sports hall including changing rooms and sanitary facilities. The sports hall is intended for general use by schools as well as for public and private recreational sport.

Although the AOB does not doubt that the construction of an underground sports hall will undoubtedly be of benefit to the public schools in the vicinity, it is also noted that substantial profits can be expected for the tenderer in connection with the sports hall. It can be taken from the agreement concluded between the tenderers and the Republic of Austria, represented by the Federal Ministry of Education, that the sports hall will be made available to the Republic of Austria for a yearly rent of EUR 64,800 (for 40 hours per week) or EUR

72,900 (for 45 hours a week), plus 20% VAT respectively. The usage agreement is to be concluded for a limited term of 25 years, whereby early termination should only be possible for cause pursuant to section 1118 of the Austrian Civil Code (ABGB).

The AOB pointed out the lack of objective connection between the new sports hall and the new high-rise building, and the considerable rental income of the tenderers (amounting to EUR 1,620,000 and EUR 1,822,500 without VAT, respectively, with a lease term of 25 years), and that the new sports hall is unable to substantiate the “added value” of the new residential tower – as required in the Concept for High-Rise Buildings STEP 2025.

The AOB noted in general that the new high-rise building does not per se provide “more” outstanding added value for the community through contractually guaranteed concessions and services on the part of the investors – in relation to the sports hall or modernisation of the ice-skating facilities (as required in the current Concept for High-Rise Buildings).

By deviating from the principles expressly defined in the High-Rise Buildings Concept 2002 and in the Thematic Concept for High-Rise Buildings – STEP 2025, the citizens inevitably had to have the impression that zoning is granted in return for favours.

Regarding the Urban Development Contract according to § 1a of the Vienna Building Code:

Pursuant to section 1a of the Vienna Building Code, the municipality is authorised to conclude agreements under civil law in its capacity to exercise civil rights for supporting the fulfilment of the planning goals set down in section 1 (2), in particular for the provision of adequate space for the required housing and for workspaces and production sites for businesses, for industry and for providing services

of all kinds, as well as for the participation of land owner in bearing the infrastructure costs incurred by the municipality through zoning areas as building land.

This provision was introduced with the Building Code amendment 2014, Provincial Law Gazette 25, and came into effect on 16 July 2014. It authorises the conclusion of contracts with which land owners “contribute to bearing the infrastructure cost incurred by the municipality”. Infrastructure facilities are roads, sewage and water pipes to which the constructions in a specific area are connected. The explanatory remarks speak clearly of “agreements relating to establishing and bearing the cost of infrastructure measures that become necessary in the course of zoning and development of building land”.

The law requires an association between the zoning of building land and the infrastructure cost incurred by the municipality through the development of the same. If educational institutions such as schools were considered „infrastructure“ according to section 1a (1) of the Vienna Building Code, then medical facilities, residential and nursing homes, grocery shops, etc. that cater for the daily needs of the resident population would have to be included too. The AOB is of the opinion that it cannot be assumed that the legislator has such a broad interpretation.

According to the prohibition of coupling derived from the rule of law, the fulfilment of public tasks may not be made dependent on consideration by private parties as a matter of principle (cf. *Klee- wein, Vertragsraumordnung – Contractual Regional Planning* [2003] 280). If this were not the case, there would be a “*sale of the zoning of building land or development regulations*”. An association between public service work and commercial or financial consideration from private parties is only permissible if there is an objective connection

between the service to be performed by the private party and the work of the administration, the law authorises the public sector to claim the consideration, a breach of the law is ruled out, and the proportionality principle is respected.

The word “*in particular*” in section 1a (1) of the Vienna Building Code suggests that listing the admissible contractual contents on the implementation of the planning goals set down by law (provision of adequate space for the required housing and for workplaces and production sites for businesses, for industry and for providing services of all kinds) is not exhaustive. It is hard to determine by interpretation whether the word “*in particular*” merely refers to the planning goals or also to the sharing of the landowners in the infrastructure cost incurred by the municipality (cf. *Hecht/Pekar, immolex* 2016, 78).

However, in case of doubt, any statutory authorisations with regard to the Contractual Regional Planning will have to be interpreted restrictively (cf. *Weber, Tiroler Vertragsraum(un)ordnung*, *ecolex* 2000, 162, 164). Although the use of regional planning contracts will not be restricted to the contracts expressly mentioned in the law, the administration does not have desired scope of action in the contract design. In particular those contracts are illegal that have no objective connection with the planning objectives under public law, or are merely used to circumvent any forms of State action (*Klee-wein, Vertragsraumordnung - Contractual Regional Planning* 287).

*Raschauer* (Investitionsverträge – Investment Contracts, *wbl* 2016, 829, 835) explains that the currently prevailing regulations for contractual regional planning applicable in Austria today demonstrate clear characteristics of a so-called “formal legal delegation” and are inadequate from a rule-of-law perspective. Regulations like those in the German Administrative Procedure Act on the legitimacy of

contracts with the public administration (see sections 54 to 62, in particular section 56 of the German Administrative Procedure Act - *VwVfG*, and section 124 German Federal Building Code - *BauGB*) do not exist in Austria, and are thus not in the Building Code for Vienna. The vagueness of the legal regulation of section 1a of the Building Code for Vienna thus calls for a restrictive interpretation.

The extent to which the obligations entered into by the tenderers are associated with the infrastructure cost incurred by the municipality through the zoning of the building land is not evident to the AOB from the contract in question. Reference is thus made on page 4 of Explanatory Report 3 to Plan no. 7984 to the already existing infrastructure, the availability of the basic utility supply and disposal pipelines (sewage, water, electricity, gas, district heating) and the good connections of the district to the public transport system.

The absorption of cost for the construction of the sports hall and the relocation of Lothringerstraße – which only became necessary through the implementation of the concrete construction projects – can in the opinion of the AOB not be viewed as “sharing” the “infrastructure cost incurred by the municipality through the zoning of the building land” and is therefore not covered by the wording of section 1a of the Vienna Building Code.

The ordinary courts would have to decide in how far the infrastructure contract in question is null and void on the grounds of a lack of adequate legal cover in the event of a dispute (section 879 (1) of the Austrian Civil Code (ABGB)).

Table 6.5: Presentation by the AOB of the anticipated added value (© AOB)

### 6.11 CONCLUSION: ASPECTS OF THE PLANNED HEUMARKT NEU PROJECT THAT ARE RELEVANT TO THE ASSESSMENT

In summary, the following aspects can be determined that are relevant to the assessment:

- In general, the planned *Heumarkt Neu* project attempts to maintain and supplement the existing various uses on the *Heumarkt Area*. For this purpose, the tenderer held intensive discussions with the different users supporting the project.
- Another objective is to minimise existing urban planning deficits of the *Heumarkt Area*. Key elements of the list of measures are to create a square which is accessible to the public, and opportunities for pedestrians to cross the area.
- The project of the *Isay Weinfeld* office that was developed within the scope of an international competition essentially picks up and continues the urban development and architectural attitude and volumes of the existing *InterContinental Hotel*, by adding a tower. In contrast to the existing hotel complex, the creation of rear sides is to be avoided with a 'facade family' responding to the requirements of the urban development environment.
- The *City of Vienna* and the *AOB* currently have very controversial views with regard to the anticipated added value of the project for the community.
- The current *Heumarkt Neu* project dated May 2018 may be realised by the tenderer within the existing legal framework (zoning and development plan, urban planning contract).

Against this background, the following aspects are of fundamental importance for assessing the effects of the planned project on the *Outstanding Universal Value* of the World Heritage property *Historic Centre of Vienna*:

- Building volumes and heights of the building ensemble, since these parameters affect the visibility (close-up and distant view) and therefore a possible impairment of relevant visual axes.
- Materials and texture of the facade, since this has effects on the direct urban context of the *Ringstraße ensemble*.
- The above-mentioned comparison of the substantiations of the building's added value by the *City of Vienna* and the *AOB* shows that their opinions differ greatly. As a consequence, the experts recommend assessing the anticipated added value for the community resulting from the mixed use and the qualities of the free spaces of the building ensemble within the scope of a separate and independent expert opinion.



## 7. ANALYSIS OF KEY CHARACTERISTICS OF VIENNA'S URBAN DEVELOPMENT AND SKYLINE

As the penultimate step of the analysis, the Chapter below provides an overview on key steps of Vienna's urban development.<sup>40</sup> With a view to the tasks of this assessment, the urban structure is of particular relevance.

Based on this, the second paragraph provides an overview on the development of Vienna's historic skyline.

### 7.1 TABELLARISCHER ÜBERBLICK

Period	Development
<b>Ancient times</b>	
around 100 A.D.	The Roman camp <i>Vindobona</i> is established around 100 A.D. as one of the first Danube fortresses to protect against attacks from the north. The course of the Roman walls can be seen on the city map up to this day: The streets <i>Tiefer Graben</i> , <i>Rotenturmstraße</i> (more accurately: <i>Rot' gasse</i> , <i>Kramergasse</i> ) and <i>Salzgries</i> follow the location of the Roman walls slightly offset, while <i>Graben</i> and <i>Naglergasse</i> correspond exactly to the southern fortification.
493 - 1137	The name <i>Vindomina</i> appears for the first time, and from 881 the name <i>Wenia</i> .
<b>Middle Ages</b>	
1137	Vienna is mentioned in documents as "civitas".
1141 - 1177	The first Romanesque building of <i>St. Stephen</i> is built outside the walls of the Roman city.

<sup>40</sup> This overview is mainly based on: Feuerstein, G. (1974). *Wien heute und gestern / Architektur-Stadtbild-Umraum*. Vienna.

Period	Development
<b>Middle Ages</b>	
12 <sup>th</sup> century	The city prospers: Trade is flourishing, the crusader's armies gather in Vienna, its political significance continues to grow. Vienna outgrows the Roman walls and includes <i>St. Stephen</i> , which has remained the centre of the city up to the present day. Vienna is awarded city rights in 1221 under the Babenberg duke <i>Leopold VI.</i> (1198-1230), and is becoming an important cultural centre. The construction of the castle is started. Vienna's city core reaches about the area it maintained up to the 19th century.
13 <sup>th</sup> century	<i>Rudolf I.</i> (1276 – 1282) establishes the monarchy of the <i>Habsburgs</i> that continues until 1918. <i>Rudolf IV.</i> (1358 – 1365) initiates the construction of a new Gothic nave and the spire of <i>St. Stephen's Cathedral</i> . With its height of 137 metres, the spire of <i>St. Stephen's Cathedral</i> is still the symbolic and visual centre of the city today.
14.-15 <sup>th</sup> century	Period of prosperity of <i>Medieval Vienna</i> , expressed in architecture and urban design. Many streets of <i>Medieval Vienna</i> still exist (inter alia <i>Kärntner Straße</i> , <i>Rotenturmstraße</i> , <i>Herrengasse</i> , <i>Wipplingerstraße</i> ). Many churches were built (inter alia <i>Michaelerkirche</i> , <i>Maria im Gestade</i> , <i>St. Augustin's</i> and <i>Minorite church</i> ). Outside the gates of the city, the first suburban settlements arise between old villages and the city fortifications, serving poorer craftsmen as residential and working sites. <i>Friedrich II.</i> (1440 – 1493) is the first Habsburger to become German emperor. Vienna remains the residence of the <i>Roman-German</i> emperors until 1806, ensuring the cultural and political significance of the city.

Period	Development
<b>Middle Ages</b>	
1515	The double marriage of the Emperor's grandchildren with the Hungarian and Bohemian heirs to the throne established the Austro-Hungarian monarchy.
1529 - 1683	First Turkish siege of Vienna. As a consequence, the fortifications are continuously renewed between 1530 and 1683. Bastions and the <i>Glacis</i> as a field of fire and defence are built between the growing suburbs and the inner city, which characterise the city's layout until about the middle of the 19th century. Near suburbs are destroyed by the defenders, to prevent the attackers from entrenching themselves.
<b>Baroque</b>	
from 1683	<p>After the victory over the <i>Ottoman Empire</i>, a new phase of Vienna's city development starts, with large-scale building activities. Vienna experiences a unique period of late Baroque architecture, radiating from the centre and documented in magnificent garden palaces, churches and townhouses.</p> <p>Unlike the French Baroque developments, the relatively late onset of the Austrian Baroque period, the medieval tradition and close contact with Italy result in an urban development that rather emphasises synthesis with the medieval core than an exclusively axiomatic system. Although different profane and sacral Baroque buildings are constructed in the inner city after 1683, inter alia the <i>Karlskirche</i> established from 1716, there is no attempt to change the compact structure of the medieval urban core by geometric planning.</p>

Period	Development
<b>Baroque</b>	
	<p>Many new buildings are constructed around the medieval urban core (sources mention up to 400 estates of aristocrats and 1000 estates of bourgeois residents around 1740). The Gothic street pattern remains intact, because a ring with many garden palaces is established around the old urban core during the Baroque period, which is separated from the core by the <i>Glacis</i> that is located outside the fortifications. The Baroque building developments are usually directed towards the medieval core or <i>St. Stephen's Cathedral</i>, respectively.<sup>41</sup></p> <p>The most famous Baroque project is the <i>Lower and Upper Belvedere</i> (Italian: beautiful view; French: Bellevue) which was built by <i>Johann Lukas von Hildebrandt</i> (1668-1745) in forty years by order of <i>Prince Eugen of Savoy</i>, as a synthesis of architecture, garden design and painting. Adjacent to the <i>Belvedere</i> is <i>Palais Schwarzenberg</i>, that was started before the turn of the 18th century also by <i>Johann Lukas von Hildebrandt</i>.</p> <p>Together with <i>Schwarzenberg Palais</i>, the <i>Belvedere</i> is one of the last existing garden palais areas which are unique across Europe and are based on the models of <i>Versailles</i> and <i>Vaux le Vicomte</i><sup>42</sup></p>
round 1800	During the times of Classicism and Biedermeier, there are no major urban developments but various minor squares and different churches.

41 Norberg-Schultz, C. (1975), *Architektur des Spätbarock*, Volume 9 of the *Weltgeschichte der Architektur* published by Pier Luigi Nervi, p. 242 et seq.

42 „Zu diesem Ganzen gehört nicht nur der Garten mit seinen Wasser Cascaden, sondern auch dessen Lage am Hügel des Rennwegs, von dem man den vollkommenen Blick auf Wien hatte. Es war eine strategische Position.“ See: Braunfels, W. (1979), *Die Kunst im Heiligen Römischen Reich*, Bd. I, *Die weltlichen Fürstentümer*, Munich, page 56 et seqq.

Period	Development
<b>Gründerzeit</b>	
1848	Suppression of the revolution. <i>Franz Josef I.</i> ascends the throne, and the Austro-Hungarian dual monarchy is established.
1853	The <i>Votivkirche</i> is constructed by the architect <i>Heinrich von Ferstel</i> (1828-1883) as one of the first historical buildings of Vienna in Gothic style.
from 1857	Emperor <i>Franz Josef</i> initiates the removal of the fortifications and the construction of <i>Ringstraße</i> , that is to connect the inner city to the suburbs (see Chapter 8).
1858	Start of a competition for the design of the newly acquired areas of the former <i>Glacis</i> . Bavarian architect <i>Ludwig Förster</i> (1797-1863) wins the 1st prize together with <i>August Sicard von Sicardsburg</i> (1813-1868) and <i>Eduard van der Nüll</i> (1812-1868).
	A circle of magnificent buildings, connected by green corridors and wide boulevards is to form the link between the city centre and the outskirts. There is no radical approach like for example in Paris, but the old structure of the city centre is respected. <i>Ringstraße</i> and <i>Lastenstraße</i> (also called <i>Zweier-Linie</i> ) are the organising structural elements. The costs of the monumental buildings are paid with the sale of the properties, and in addition to the aristocracy, the rich middle class establishes itself as an economic power.
from 1861	One of the earliest and most important buildings of <i>Ringstraße</i> is the <i>Opera House</i> , designed by <i>August Sicard von Sicardsburg</i> and <i>Eduard van der Nüll</i> . The exterior design is characterised by a relatively low-key historical style of Neo-Renaissance. This relatively low-key historical style is also characteristic for other magnificent buildings of <i>Ringstraße</i> .

Period	Development
<b>Gründerzeit</b>	
	In addition to the large representative buildings, numerous palais and residential buildings are constructed in the style of Historicism. The uniform building height laid down in the <i>Vienna Building Code</i> , the historicising facades and the closed development that is opposed to the magnificent buildings that stand out from their surroundings, give the <i>Ringstraße</i> zone its uniform character.
<b>20<sup>th</sup> century</b>	
1904	<i>Otto Wagner</i> (1841-1918) designs the <i>Postsparkasse</i> . While its scale and building height are in line with the surrounding buildings of <i>Ringstraße</i> , it has a much more functionalist facade.
1910	<i>Adolf Loos</i> (1870-1933) designs the <i>Looshaus</i> at <i>Michaelerplatz</i> (1910).
1932	Realisation of the <i>Herrengasse High-Rise Building</i> .
1943-45	During the last years of the war, the <i>Ringstraße ensemble</i> suffers different damages that are usually covered with buildings after the war, being in line with the height of the neighbouring buildings.
1955	The <i>Ringturm</i> is realised according to plans of the architect <i>Erich Boltenstern</i> (1896-1991).
1963	The <i>Gartenbauhochhaus</i> is realised according to plans of the architect <i>Erich Boltenstern</i> . The project causes a first debate on high-rise buildings in Vienna.
1964	The <i>InterContinental Hotel</i> is the first hotel of an international chain to be realised according to the basic design of <i>Holabird &amp; Root</i> and the plans of the architect <i>Carl Appel</i> (1911-1997). The project also causes controversial debates in Vienna.

Period	Development
<b>20<sup>th</sup> century</b>	
2001	Inscription of the World Heritage property <i>Historic Centre of Vienna</i> on the <i>World Heritage List</i> during the 25th meeting of the <i>World Heritage Committee</i> in <i>Helsinki</i> according to <i>criteria (ii), (iv) and (vi)</i> , after a height restriction of the <i>Wien Mitte</i> high-rise project had been agreed. The area of nomination comprises the major part of Vienna's 1 <sup>st</sup> district and the most important Baroque axis comprising the <i>Belvedere</i> and <i>Schwarzenberg parklands</i> and palaces as well as the <i>Salesian Church</i> and <i>Convent at Rennweg</i> . <sup>43</sup> The world-wide importance of Vienna for the history of music since the 16 <sup>th</sup> century is also acknowledged.
2003-05	The <i>Wien Mitte</i> project is realised according to a design of the architects <i>Dieter Henke</i> and <i>Marta Schreieck</i> with a lower building height than originally planned.
Ab 2003	Controversial discussions about the buildings on the <i>Danube Canal</i> .
from 2009	Controversial discussions about high-rise projects at <i>Vienna Central Train Station</i> and the <i>Kometgründe</i> project, which is controversially discussed mainly with regard to the World Heritage property <i>Schönbrunn Palace and Gardens</i> . The High-rise projects at the <i>Central Train Station</i> are realised with a lower building height, and the <i>Kometgründe</i> project has not been implemented so far.
from 2011	Controversial discussions about the <i>Heumarkt Neu</i> project.
2017-2018	<b>Inscription of the World Heritage property <i>Historic Centre of Vienna</i> in the <i>List of World Heritage in Danger</i> due to the high-rise projects at <i>Heumarkt</i> (decision 41 COM 7B.42). In the following meeting, the <i>UNESCO World Heritage Committee</i> extends this status by another year (decision 42 COM 8C.2).</b>

Table 7.1: Time line of essential steps in the development of Vienna's urban structure

Overall, the overview in the table above illustrates that it is a special feature of Vienna's urban development history that individual development steps were continuously built on each other for several centuries. At any stage of Vienna's urban development, previous planning and construction stages were respected, and reference was made to them in the urban design processes. From the early Middle Ages, *St. Stephen's Cathedral* which was built in the 13<sup>th</sup> century was the visual centre of Vienna, having a strong symbolic meaning in particular with regard to the conflicts with the *Ottoman Empire*, since it is the symbol of the defence capability of Christian armies.

This evolutionary particularity resulted in a monocentric city structure where the "three main periods of European culture and political development – Middle Ages, the Baroque period and the *Gründerzeit*" (*criterion iv*) are still visible today. Also in terms of *criterion ii* of the *Outstanding Universal Value*, it is particularly this characteristic of today's World Heritage property *Historic Centre of Vienna* that can be considered as particular urban design and architectural quality and outstanding testimony to "a continuing change of values during the second millennium"<sup>44</sup>. That is because this strong continuity of Vienna's urban development resulted in the fact that the three "main periods of European culture and political development – Middle Ages, the Baroque period and the *Gründerzeit* – are exceptionally well illustrated by the urban and architectural heritage of the *Historic Centre of Vienna*"<sup>45</sup>. *G. Feuerstein* comments:

"Such persistence of the old, even over the millennia, and superimposing new structures may be considered a symptom for Vienna and its development."<sup>46</sup>

43 Perspectives. (2002). *Vienna and the World Heritage*. p 38

44 Agreed German work translation from the English (<http://whc.unesco.org/en/list/1033>). Translated by the Austrian UNESCO Commission (*Zsófia Kelm, Ricarda Goethals*) on behalf of the Federal Chancellery

45 ibid

46 Feuerstein, G. (1974). *Wien heute und gestern / Architektur-Stadt-bild-Umraum*. Vienna, p. 4

Only in the 20<sup>th</sup> century, the strong continuity of Vienna's urban development is no longer seamlessly continued. In particular after the *Second World War*, there are reconstruction and high-rise projects of a type and scope that cannot be arranged in the existing Medieval, Baroque and Gründerzeit city structure. From the middle of the 1960s at the latest, this also results in controversial discussions of how to deal with such plans. These controversial disputes have also accompanied the development of the World Heritage property *Historic Centre of Vienna* right from the beginning (cf. Chapter 5).

## 7.2 VIENNA'S HISTORIC SKYLINE

The particular urban and architectural qualities of the Medieval, Baroque and Gründerzeit city structure were documented throughout the different period of time in artistic representation of Vienna's skyline. To find out what aspects of the perception of the World Heritage property *Historic Centre of Vienna* are essential, some of these representations will be examined in more detail below.

In 1649, *Matthäus Merian der Ältere* (1593 - 1650) shows Vienna as a capital and residence city and as the centre of the Austro-Hungarian multi-ethnic state, with the *Danube* in the foreground. In addition to *St. Stephen's Cathedral* as the visual centre, the compact, monocentric city is characterising that is clearly visible although suburbs have already formed in the areas outside the city fortifications.

Soon after, *Wolfgang Wilhelm Prämer* (1637-1716) depicts Vienna from a different perspective, roughly corresponding to today's location of the *Belvedere*. Also in this image, *St. Stephen's Cathedral* forms the visual centre of the cityscape, which is even emphasised by the composition of the spire in the centre of the image.

While the city images shown on this page are documenting the medieval state of the city structure, *Bernardo Bellotto*, called *Canaletto* (1722 - 1780)

already represents the *City of Vienna* in its Baroque development period, which started from 1683. In its famous painting *View of Vienna from the Belvedere*, he includes *St. Stephen's Cathedral* with the symmetry that is typical for the Baroque period, by framing it with the two cupolas of *Karlskirche* and *Salesian Church*. This view of Vienna (which at present does not exist due to the vegetation of the *Schwarzenbergpalais park*) was depicted again and again in different time periods and numerous versions,



◀ Fig. 7.1: *Matthäus Merian the older: Vienna in 1649*



◀ Fig. 7.2: *Wolfgang Wilhelm Prämer, Stecher: Tobias Sadeler. Prospectus meridionalis Viennae Austriae, 1678 (design of 1660). Copperplate engraving after an ink drawing, 33x74 cm. (© Belvedere Vienna)*

underlining the particular significance of the *Belvedere* with regard to the perception of Vienna's skyline.<sup>47</sup>

47 See: *Belvedere, Vienna, the artists and authors. (2018), Im Blick der Canalettoblick. Austria.*



Fig. 7.3: Bernardo Bellotto, called Canaletto, *View of Vienna from the Belvedere*, 1759/60 (© Kunsthistorisches Museum, Vienna)



Fig. 7.4: Carl Schütz, *Vienna from the Belvedere*, 1784, black ink, watercolour, 39x58.5 cm. (© Albertina, Vienna)

*Canaletto's* view of Vienna which was seen from the first level of the *Upper Belvedere* is therefore only one of many artistic representations showing Vienna's skyline from the *Upper Belvedere*. In many cases, the viewpoints within *Belvedere gardens* are varied, resulting in slight changes in the representation of the skyline.

In this context, reference should be made to the recent exhibition *Im Blick der Canalettoblick* and the associated exhibition catalogue.<sup>48</sup> As an example of these varied images of the city, there is a watercolour by *Carl Schütz* choosing a viewpoint that is further east to *Canaletto*, bringing the *Belvedere gardens* to the front of the drawing for the first time. *Schütz's* watercolour, widespread as coloured copper engraving, was copied again and again and therefore considerably increased the popularity of the view of Vienna from *Belvedere gardens*. A contributing factor was that unlike the viewpoint chosen by *Canaletto* that was located on the first floor of the *Upper Belvedere*, the viewpoint selected by *Schütz* could in general be visited by any visitor of the *Upper Belvedere* since it had been made available to the public in 1777 as a picture gallery.<sup>49</sup>

In 1810, *Johann Pezzl* wrote: "The best viewpoint to see the entire city including all suburbs, as much as possible, is the terrace in front of the upper Belvedere, and there is also an illuminated copper engraving of this view".<sup>50</sup>

48 See: *Belvedere, Vienna, the artists and authors. (2018), Im Blick der Canalettoblick. Austria*  
 49 *Belvedere, Vienna, the artists and authors. (2018), Im Blick der Canalettoblick. Austria, p. 47-49.*  
 50 *Johann Pezzl, Description of the capital and residence city of Vienna, Vienna 1816, p. 10 et seq. In Belvedere, Vienna, the artists and authors. (2018), Im Blick der Canalettoblick. Austria. p. 49*

About one hundred years later, *Gustav Veith* also shows Vienna in a view with the *Belvedere gardens* at the front, so that the two cupolas of *Karlskirche* and *Salesian Church* also form the foreground. On the occasion of the *World Exhibition 1873*, Veith represented Vienna, which had been extended since 1857, in a panoramic pen drawing, serving as a model for a lithograph.<sup>51</sup> However, now the *Gründerzeit* development of the *Ringstraße ensembles* is in the foreground, which was opened in 1865, but particular emphasis is still placed on the spatial link to *St. Stephen's Cathedral* and *Belvedere gardens* that can be seen in the foreground. This link of three urban development periods is emphasised by *Veith* by bringing the axis *Schwarzenbergplatz-Schwarzenbergstraße* as one of the few spacious radials of *Ringstraße ensemble* in the foreground, making the visual link to *St. Stephen's Cathedral* clearly visible. *Veith's* representation therefore illustrates that *St. Stephen's Cathedral* remains the visual and symbolic centre of Vienna even after Vienna's expansion during the *Gründerzeit* by the *Ringstraße ensemble*.

Due to its topographical location, the *City of Vienna* is surrounded by different mountain ranges which are clearly visible in the background of the skyline, inter alia on the vedute of the city from the *Belvedere*. Vienna was also represented many times from these surrounding mountains in paintings, panoramic photographs or postcards. These images are to be exemplified here by the painting *View of Vienna from the Spinner on the Cross* by *Jakob Alt* that was painted from *Triester Straße*. This artistic representation of Vienna also clearly shows *St. Stephen's Cathedral* as the visual centre of Vienna.

Other important viewpoints at high altitudes are the following places:

- *Gloriette*
- *Schloß Wilhelminenberg*
- *Kahlenberg / Josefsdorf*
- *Leopoldsberg*
- *Cobenzl*



Fig. 7.5: Gustav Veith. Panorama of Vienna's urban expansion zone, about 1873. Pen and sepia. (© Vienna Museum)



Fig.: 7.6: Jakob Alt: View of Vienna from the Spinner on the Cross, 1817, Watercolour and opaque paints (© Albertina, Vienna)

51 Belvedere, Vienna, the artists and authors. (2018), *Im Blick der Canaletto*. Austria, p. 53

### 7.3 CONCLUSION: VIENNA'S HISTORIC SKYLINE

Overall, the analysis of Vienna's historic urban structure results in the conclusion that its particularity comes from the connection between the geographical location and the sequence of different development periods, which overlapped without mutually impairing each other. *Erich Feuerstein* comments:

“There may be only few cities showing such clear congruence between urban development, geographical location and historical evolution: Vienna may be considered a classic example for a growth process of two thousand years which can be read in the city map to the present day. Such persistence of the old, even over millennia, and overlapping them with new structures may be a symptom for Vienna and its development.”<sup>52</sup>

In summary, it can therefore be stated that

- Vienna's structure is mainly characterised by monocentrality that is further affected in particular by *St. Stephen's Cathedral* as the visual and symbolic centre,
- Vienna's monocentral urban structure was caused by an overlap of different urban and architectural development steps, continuously building on each other and never mutually affecting each other until the middle of the 20<sup>th</sup> century, but rather always complementing each other in a symbiotic way,
- these particularities of Vienna's urban structure and skyline were repeatedly documented in artistic representations during different time periods, showing Vienna primarily from the surrounding mountain ranges,
- the view from the *Belvedere* areas are of particular importance in this context, since it was used time and again in different periods with different representations, so that this view is highly known to the pres-

ent residents of Vienna and is the best/only place today from where the World Heritage area can almost completely be seen and its individual development steps can be retraced,

- despite urban development and growing processes the historic city silhouettes can still be recognised and that they have been respected until now during development processes of the city's silhouette,
- the above-mentioned aspects are key *attributes* of the World Heritage property *Historic Centre of Vienna* expressing the *Outstanding Universal Value*.

Against this background, it must be verified to what extent the high-rise projects since 2001 in and around the World Heritage property and the *Heumarkt Neu* project affect these attributes. For this purpose, the historically relevant viewpoints in the mountain ranges surrounding Vienna must also be taken into account.

<sup>52</sup> Feuerstein, G. (1974). *Wien heute und gestern / Architektur-Stadt-bild-Umraum*. Vienna, p. 5

## 8. ANALYSIS OF THE HISTORICAL AND URBAN DEVELOPMENT OF THE NARROWER AREA UNDER ASSESSMENT

Complementing the preceding analysis of how the overall urban spatial context of Vienna was formed, Chapter 8 now focuses on the historical and urban assessment of the narrower area of the *Ringstraße* ensemble that resulted from the repurposing and new design of the former *Glacis*.

This area may be divided into the tangential zone of *Ringstraße* and the parallel *Zweierlinie* structure, where the project area is located. In accordance with the historical developments, this narrower area under assessment will be reviewed in detail from a date which is relevant for the project area, which is the period shortly before the launch of the competition for the urban development of the *Glacis* in 1857. The urban and historical circumstances will be summarised below in accordance with the chosen order and weighting.

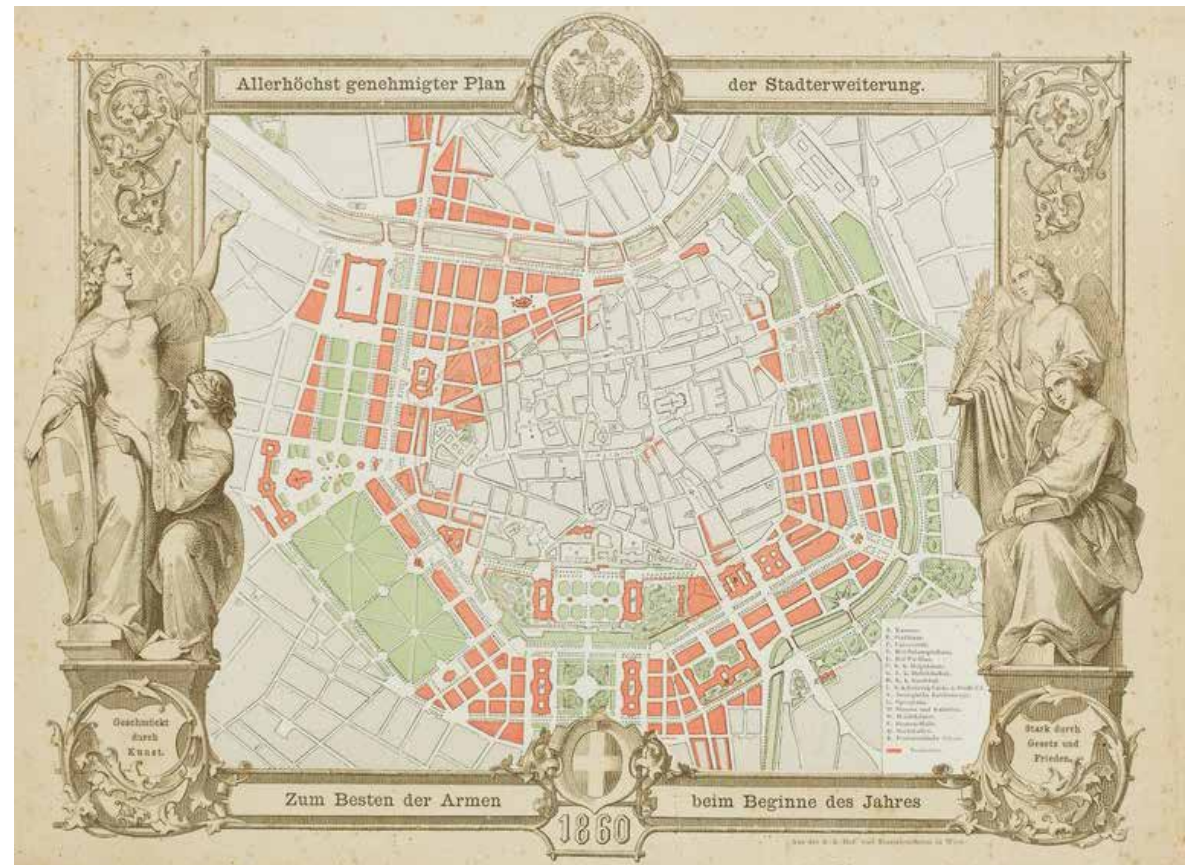
### 8.1 CATEGORISATION IN THE URBAN DEVELOPMENT AND HISTORICAL DEVELOPMENT OF THE FORMER GLACIS

Since the 13<sup>th</sup> century, Vienna had been surrounded by a fortification wall that was further expanded as a more complex fortress because of the distinctive military conflicts in the 16<sup>th</sup> and 17<sup>th</sup> century. This also resulted in the establishment of a wide meadow area in front of the fortification, the so-called *Glacis*. Just before the urban development from 1858, the *Glacis* was still part of a city fortification complex that had been maintained for a relatively long time by *European* standards. Although some parts were already used for non-military purposes, the construction of residential buildings was still excluded. Originally built as a strategic free field of view and fire outside the city fortification, it was an area of more than 200 ha of restricted, primarily military and representative use (in addition: traffic, recreation, trade and storage) before it was slighted.

The *Glacis* was therefore a zone with a construction ban in what was now

an inner city area, as a remaining spacer between the fortress wall and the approaching suburb that it was facing in clashing contrast. Like the suburb itself, the inner city had also grown within and at the same time restricted by the fortifications, resulting in high densification and constriction. This increasing development pressure and the growing social tension that had

Fig. 8.1: City expansion plan of the *Ringstraße* ensemble, version of 1860 (© Harald R. Stühlinger, 2015. S. 301)

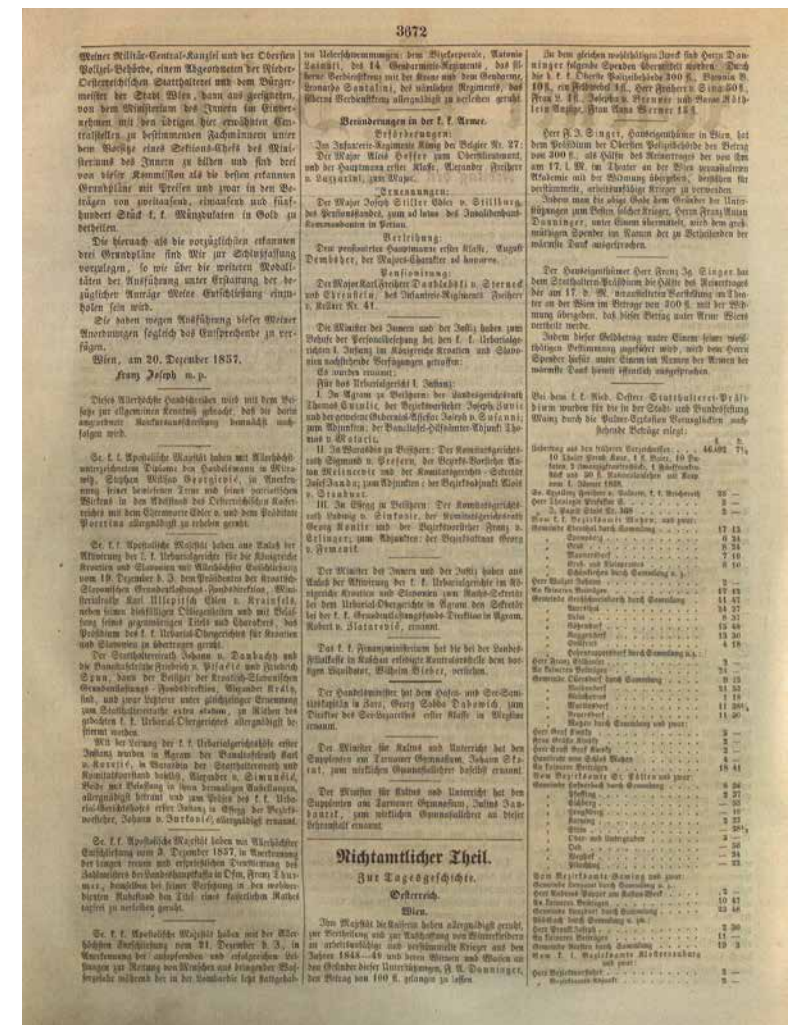


exploded in a popular uprising in Vienna in 1848, was a major reason for lifting the construction ban and for the planned urban development of the Glacis from 1857. On 20 December 1857, Emperor Franz Joseph I. wrote a letter to the minister of the interior Alexander von Bach, ordering the slighting

of the city fortification and ditches to create a new boulevard in this place. The letter was published on 25 December on the 1st page of the official Wiener Zeitung and already contained instructions for the size and use of the newly gained area, and the announcement of a design competition.



Fig. 8.2 a, b: Printed contents of the imperial letter by the Emperor to the Minister of the Interior, official part, Wiener Zeitung, no. 296 (© Harald R. Stühlinger, 2015, p. 68-69)



## 8.2 DEVELOPMENT OF THE RINGSTRASSE ENSEMBLE

In 1858 a competition was held for the design of the areas of the former *Glacis* newly acquired as building land, that was won by architect *Ludwig Förster* together with *August Sicard von Sicardsburg* and *Eduard van der Nüll*. A ring of magnificent buildings, linked by green corridors and wide boulevards was intended to form the link between the city centre and the outskirts. *Ringstraße* and *Lastenstraße* were supposed to be the organising structural elements. The plan was designed neither radially nor grid-shaped, but attempted a synthesis of these general urbanistic principles. In general, the approach was less radical than for example in Paris: the old structure of the city centre was respected.<sup>53</sup>

The earlier magnificent buildings of *Ringstraße* were the *Opera House* of 1861 that was built by the former winners of the competition. Parts of the building were destroyed during *WWII* and rebuilt (Erich Boltenstern).<sup>54</sup> Other examples for significant buildings of that time are for example the *Parliament* of 1873, the *Burgtheater* of 1874, the *Town Hall* of 1872 and the *Natural History Museum* opened in 1889.

The state buildings were financed by selling the plots of land on the former *Glacis* to investors. The respective parcels were sold by the *City Expansion Fund* formed in 1858 (which was also the owner of the *WEV* project property for almost 100 years from the beginning of the 20th century). One of the first investor buildings was the *Heinrichshof* of the brickmaker *Heinrich von Drasche-Wartinberg*, built by 1863 by the architect *Theophil von Hansen*, who had also designed many other distinctive buildings of *Ringstraße*.

The result of the brisk construction activities during that time was a large ensemble constructed in stages with its own urbanistic and typological rules and characteristics. As a result of the long period of development



Fig. 8.3: The newly designed *Ringstraße* with the building sites of the *Parliament*, *Town Hall*, *University* and *Burgtheater* (© 150 Jahre Wiener Stadtbauamt, page 79)

started in the 1860s and the break caused by the influences during the *First World War*, the architecture of *Ringstraße* consists of a mix of different historicising forms that visualise the change in the architectural language of Historicism in the different buildings. However, the coherence of the ensemble is maintained by the recurring proportions and compliance with the identified structural standardised dimensions. According to an analysis of architect *Hans Puchhammer* who managed the general refurbishment of the *Vienna Konzerthaus* from 1997-2001, these standardised dimensions are eventually based on the module dimensions of the old brick size in Vienna, which again determines wall thickness, room and building heights and road width. These underlying module dimensions combined with the rules of the *Vienna Building Code* at that time (determination of storeys, maximum eaves and building heights, etc.) and the preserved main features of the approved *City Expansion Plan* of 1859 resulted in the overall appearance of the *Ringstraße ensemble*. This overall appearance which is homogeneous from today's view is supported by the historicised facades with *Roman* and *Antique* style elements.<sup>55</sup>

53 Feuerstein, G. (1974). *Wien heute und gestern/ Architektur-Stadtbild-Umraum*. Vienna. p. 17

54 Feuerstein, G. (1974). *Wien heute und gestern/ Architektur-Stadtbild-Umraum*, Vienna.

55 Municipal Department 21, *Environmental Report on Plan 7984*, Vienna, 2016



Fig. 8.4a,b: Left: Burgtheater around 1900, in the foreground: Town Hall Park. Right: Parliament building before 1898 at today's 2012 Universitätsring (© Library of Congress)

Another aspect of the homogeneous appearance of the *Ringstraße ensemble* is its closed building stock along the street, which is in turn accentuated in regular intervals by free-standing magnificent buildings for public use which are deliberately moved away from this context. These magnificent buildings get additional accents by their light natural stone facades and are higher than the surrounding buildings, setting spatial and visual accents in the road space.

### 8.3 PRESENT SITUATION OF THE RINGSTRASSE ENSEMBLE

In today's urban morphology, it is possible to identify fundamental preserved main features of the city expansion plans from the 19<sup>th</sup> century. At the same time, some deviations can be recognised that arose during the implementation of the plans that took decades, or were caused in the second half of the 20<sup>th</sup> century by city repairs and additions, respectively.

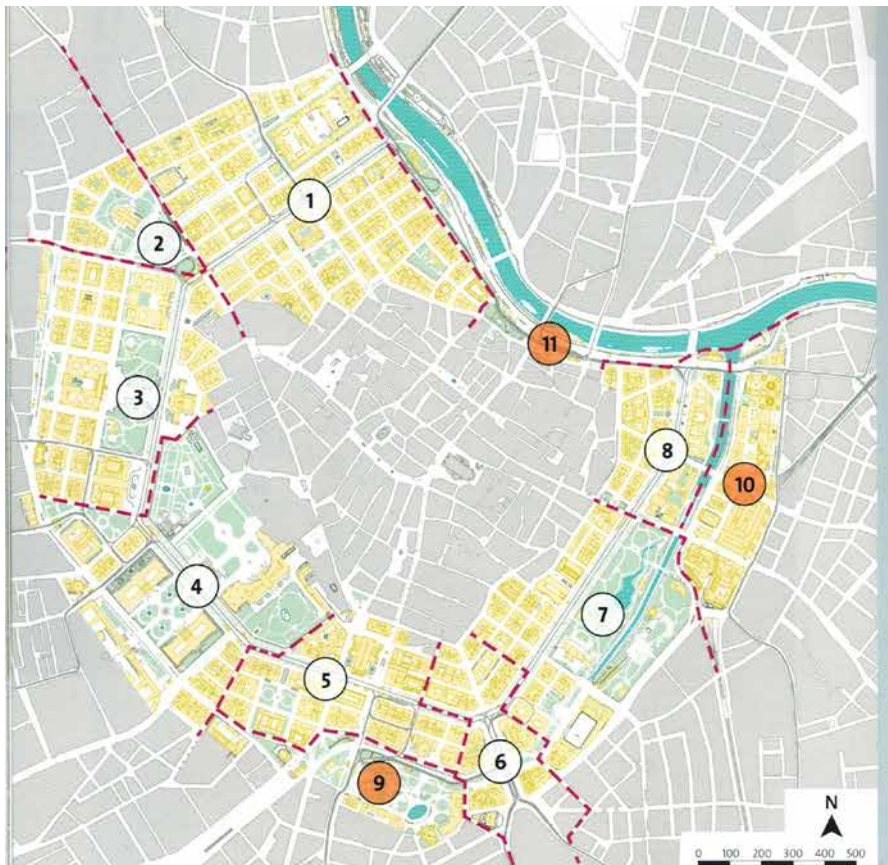
The gaps resulting from war damages after *World War II* (destruction or damage of approx. 10% of the buildings of the *Ringstraße ensemble*) were primarily filled with post-war buildings that usually could not reconnect to the restrained elegance of the 1860s and 1870s with a corresponding modern design.<sup>56</sup> However, with a few exceptions like *Ringturm*, *Gartenbauhochhaus* and the *InterContinental Hotel / WEV*, the principle of closed building stock along the street has been maintained. Other exceptions are the areas at the *Danube Canal/Leopoldstadt* and *Zollamt/Wien-Mitte*, whose present-day building structure with regard to scale and height deviates from the remaining *Ringstraße ensemble* due to severe damage during *WWII* (cf. Chapter 3).

<sup>56</sup> Feuerstein, G. (1974), *Wien heute und gestern/Architektur-Stadtbild-Umraum*, Vienna..

In the *Glacis Master Plan*, today's *Ringstraße* ensemble is divided into different ensembles and zones against the background of its present morphological quality, and development proposals are made for each of them.

According to this categorisation, the *Heumarkt* and the *InterContinental Hotel / WEV* project area, respectively, are located in *Zone 7* (Schubertring/Parkring ensemble) in the outer parallel structure of the *Ringstraße* ensemble. This area is characterised by the fact that the *Schubertring/*

*Parkring* ensemble forms a comparably long, straight segment of the *Ringstraße* polygon and that there are hardly any radial connections to the centre / inner city.



◀  
Fig. 8.5: Division of the *Ringstraße* ensembles into different zones and ensembles (© *Glacis Master Plan*)

#### 8.4 THE ZWEIER-LINIE – CLASSIFICATION OF THE PARALLEL STRUCTURE OF THE RINGSTRASSE ENSEMBLE AND NARROWER AREA UNDER ASSESSMENT

The *InterContinental Hotel / WEV* project area is located in the outer parallel structure of the *Ringstraße ensemble*. This zone that runs parallel and tangential for a few hundred metres is commonly also referred to as the *Zweier-Linie* (from about 1910) or *Lastenstraße* (less common after 1960), which is a consequence of the historical functions of this outside ring of the former *Glacis*. The designation *Zweier-linie* refers to the subway lines running there at that time, which were marked with the superscript 2. Number 2 in the index indicated the function of a transit line to the passengers which does not run on *Ringstraße*.<sup>57</sup>

<sup>57</sup> <https://de.wikipedia.org/wiki/Zweierlinie>



Fig. 8.6 a,b: Aerial view of Vienna in 2018, representing the project area (red) (© Google Earth)

The eponymous function of *Lastenstraße* goes back to its former design as a disburdening and additional transport infrastructure outside the representative *Ringstraße* complex. The public image of the latter as a staged grand boulevard should not be impaired by heavy traffic with any of the disturbing factors to be expected (noise, dirt, appearance of the transportation vehicles, traffic volume, etc.). The truck driving ban on the *Ring* that took effect at the start of the constructions works in the 1860s still applies today.

However, the term *Zweier-Linie* (formerly 2er-Linie) has become established. This term is also used hereinafter when talking about the outer parallel structure of the *Ring*, where the *Heumarkt Neu* project to be assessed is located. This is also quite suitable since this street still represents a relevant zone for public transport. It is also important to mention the function of the *Zweier-Linie* as a road leading out of the city, that



– unlike the *Ring* today – only allows clockwise one-way traffic for private transport in both directions since 1972, and connects the 1<sup>st</sup> district to the outer districts. In addition, a large part of the subway lines running in tangential direction near the city centre are running underground in the area near the *Zweier-Linie*, and therefore the regular subway entrances also shape this busy area.

The streets *Lothringerstraße* and *Am Heumarkt* are framing the project area in the north-west and south-east and are located exactly on the *Zweier-Linie* structure. Historic remains of the railway tracks of the old *Zweier-Linie* still exist today at *Lothringerstraße* as a connection between *Schwarzenbergplatz* and *Karlsplatz*, but are only used for extra tours. A major part of the old railway tracks of the *Zweier-Linie* longer exist.

## 8.5 CONCLUSION: FUNDAMENTAL FEATURES OF THE RINGSTRASSE ENSEMBLE

Analysis of the narrower area under assessment shows that the complex of the *Ringstraße ensemble* differs fundamentally from *Gründerzeit* interventions in other *European* cities, since it was relatively gently embedded in Vienna's existing urban structure. It is mainly conserved up until now and therefore it has a tremendous value for urban history. As *Vittorio Lampugnani* notes:

“The creation of Vienna's *Ringstraße* with the edifices lining it is a singular event in the history of European cities. [...] The outcome was a total work of art that involved the most important architects of the second half of the 19th century, from Gottfried Semper to Otto Wagner”<sup>58</sup>

Perception of the *Ringstraße ensemble* is determined by the following factors:

- The panoramic views of the city centre and *St. Stephen's Cathedral* from the surrounding mountain ranges which were already mentioned in the previous chapter.
- The space of the adjacent streets is essential for the visual perception of the narrower area under assessment, bearing in mind that it is possible to drive on both sides of them in the area of the *Zweier-Linie*.
- Not only visual perspectives play a role for everyday perception, but also, and above all, the sequentive perception of the polygonal *Ringstraße ensemble* (pedestrian, perception from a car).

It is necessary to take account of these aspects in the visualisations of the planned *Heumarkt Neu* project.

<sup>58</sup> Lampugnani, V. (2018), *Opinion in the expert procedure March 2018*



## 9. ATTRIBUTES OF THE WORLD HERITAGE PROPERTY HISTORIC CENTRE OF VIENNA WHICH ARE RELEVANT TO THE ASSESSMENT

Based on the previous steps of the analysis, the following Chapter has the objective of summarising those *attributes* (= characteristics) that express the *Outstanding Universal Value* of the World Heritage property *Historic Centre of Vienna*. This also serves to illustrate which characteristics of the extended and narrower area under assessment must be preserved in any case and must therefore not suffer from any impairment.

First of all, the connection between the *UNESCO World Heritage properties* and attributes should be explained.

### 9.1 ATTRIBUTES OF WORLD HERITAGE PROPERTIES

The *Outstanding Universal Value* is expressed in particular characteristics, the so-called *attributes* of a World Heritage property. These *attributes* – the *Outstanding Universal Value* 'on the ground' – are essential for the *authenticity and integrity* of *UNESCO World Heritage properties*.

According to § 82 of the *Operational Guidelines*, *attributes* can manifest in physical form, have an intangible character and be associated with this site, or be expressed in specific processes. As the *Operational Guidelines* state:

[§] 82. Depending on the type of cultural heritage, and its cultural context, properties may be understood to meet the conditions of authenticity if their cultural values (as recognized in the nomination criteria proposed) are truthfully and credibly expressed through a variety of attributes including:

- form and design,
- material and substance,
- use and function,
- traditions, techniques and management systems,
- location and setting,
- language, and other forms of intangible heritage,
- spirit and feeling,
- other internal and external factors.

[§] 88. Integrity is a measure of the wholeness and intactness of the natural and/or cultural heritage and its attributes. Examining the conditions of integrity therefore requires assessing the extent to which the property

- a) includes all elements necessary to express its Outstanding Universal Value;
- b) is of adequate size to ensure the complete representation of the features and processes which convey the property's significance,
- c) suffers from adverse effects of development and/or neglect.

This should be presented in a statement of integrity.

From: UNESCO: Operational Guidelines for the Implementation of the World Heritage Convention, version of 2016






Table 9.1: Attributes according to § 82 of the *Operational Guidelines*

## 9.2 CONCLUSION: ATTRIBUTES OF THE WORLD HERITAGE PROPERTY HISTORIC CENTRE OF VIENNA

In general, the effects of the more recent high-rise projects in the surrounding area of the World Heritage property and the planned *Heumarkt Neu* project on the World Heritage property *Historic Centre of Vienna* must be assessed in particular with regard to these aspects. As a starting point, it is necessary to summarise the *key attributes* of the World Heritage property *Historic Centre of Vienna*.

The analysis performed in Chapters 7 and 8 shows that the *Outstanding Universal Value* of the World Heritage property *Historic Centre of Vienna* is expressed in the following *attributes* which must be considered in the course of further assessment:

World Heritage property <i>Historic Centre of Vienna</i>		
No.	Attributes	
1	<p><i>Continuing interchange of values:</i> Urban development and construction development of three key periods of European cultural and political development – Middle Ages, Baroque, Gründerzeit – build upon each other over a long period without mutual impairment.</p> <p>These development steps complement each other in a symbiotic way to form a ‘total work of art’ representing Vienna as the political and spiritual centre of the multi-ethnic <i>Austro-Hungarian Empire</i>, which strongly contributed to European history from the Middle Ages up to the breakdown of the Austro-Hungarian monarchy.</p>	
<b>MIDDLE AGES (from ca. 1137)</b>		
Emergence of Vienna as a capital and residence city		
2	<p><i>Monocentric urban structure</i> is established by the geographic location and the integration of Roman developments into the medieval city structure, and construction of <i>St. Stephen's Cathedral</i> as a symbolic and visual centre.</p> <p>Key elements related to the assessment:</p> <ul style="list-style-type: none"> <li>• <i>St. Stephen's Cathedral</i> (from 1137)</li> </ul>	
<b>BAROQUE (from 1683)</b>		
Emergence of a specific Austrian Baroque culture after final defence of Ottoman attacks.		
3	<p><i>Axial Baroque structures</i> radiate from the centre in a ring shape, linking the city centre to the outskirts without altering the forms the medieval centre.</p> <p>Key elements related to the assessment:</p> <ul style="list-style-type: none"> <li>• <i>Belvedere</i> (rom 1697)</li> <li>• <i>Palais Schwarzenberg</i> (from 1751)</li> </ul>	
4	<p><i>Visual relations</i> document the visual and spiritual connection of the Baroque building developments with the medieval city centre and <i>St. Stephen's Cathedral</i>.</p> <p>Key elements related to the assessment:</p> <ul style="list-style-type: none"> <li>• <i>City views from Belvedere</i></li> </ul>	

World Heritage property <i>Historic Centre of Vienna</i>	
No.	Attributes
<b>GRÜNDERZEIT (1857 – 1918)</b>	
Construction of the <i>Ringstraße ensemble</i> as the centre of bourgeois culture: Designed as a large ensemble with its own urban design and typological rules, with open space systems radially aligned to the city centre with a tangential design.	
5	<p><i>Old Vienna brick</i> format serving as module dimensions of the Gründerzeit urban landscape creates specific wall thickness, room and building heights and street widths (Hans Puchhammer).</p> <p><i>Vienna Building Code</i> creates strict spatial frameworks (for example for the building height).</p> <p><i>Residential buildings</i> with homogeneous eaves height and facades of a mostly historicist design use closed building stock to generate coherent streetscapes.</p> <p><i>Magnificent buildings</i> with public uses are higher, out of context and have historicist facades clad with natural stone to underline their significance:</p> <p>Key elements related to the assessment:</p> <ul style="list-style-type: none"> <li>• <i>Vienna State Opera</i> (1869)</li> <li>• <i>Vienna Konzerthaus</i> (1913)</li> </ul>
6	<p><i>Mixed use</i> represents the bourgeois culture emerging since 1848 in a framework of green boulevards, squares and parks:</p> <p>Key elements related to the assessment:</p> <ul style="list-style-type: none"> <li>• <i>Vienna Ice-Skating Club</i> (1867)</li> <li>• <i>Stadtpark</i> (1872)</li> <li>• <i>Vienna Konzerthaus</i> (1913)</li> </ul>
<b>LEADING EUROPEAN MUSIC CENTRE from the Middle Ages until the 20<sup>th</sup> century</b>	
7	<p><i>Birthplace and place of inspiration of numerous composers</i> (e.g. J. Haydn, W. A. Mozart, L. van Beethoven, F. Schubert, Familiendynastie Strauß, A. Schönberg), venues with international significance</p> <p>Key elements related to the assessment:</p> <ul style="list-style-type: none"> <li>• <i>Vienna State Opera</i> (1869)</li> <li>• <i>Konzerthaus</i> (1913)</li> </ul>

Table 9.2: Attributes of the World Heritage property *Historic Centre of Vienna* which are relevant to the assessment



Arabella

Arabella

JAMESON

JAMESON

Arabella

SANTO

Sexuality  
We ❤️ Summer



## **PART III ASSESSMENT**

10. ASSESSMENT METHODOLOGY AND IMPACTS OF HIGH-RISE PLANNING ON THE WORLD HERITAGE PROPERTY HISTORIC CENTER OF VIENNA
11. IMPACTS OF THE PLANNED HEUMARKT NEU PROJECT ON THE OUTSTANDING UNIVERSAL VALUE OF THE WORLD HERITAGE PROPERTY HISTORIC CENTER OF VIENNA

## 10. ASSESSMENT METHODOLOGY AND IMPACTS OF HIGH-RISE PLANNING ON THE WORLD HERITAGE PROPERTY HISTORIC CENTER OF VIENNA

The impacts of high-rise planning in the buffer zone and the planned Heumarkt Neu project on the *Outstanding Universal Value* of the World Heritage property *Historic Centre of Vienna* are evaluated hereinafter at different levels.

Relating to the nomination criteria stated in the *Retrospective Statement of Outstanding Universal Value* (cf. Chapter 3), the attributes suggested in the previous Chapter (cf. Chapter 9), and the guidelines stated in the *ICOMOS Guidance for Heritage Impact Assessments in Cultural World Heritage Properties* (cf. Chapter 2), this refers in particular to:

1. Visual impacts on the World Heritage property
2. Functional and usage-relevant impacts on the World Heritage property (= noise and green links)
3. Direct physical impacts on the World Heritage property
4. Socio-economic impacts on the World Heritage property (= added value of the project / external expert opinion)
5. Assessment of cumulative effects on the World Heritage property
6. Impacts on objectives of the management of the World Heritage property
7. Impacts on the entire World Heritage property

### 10.1 VISUAL ANALYSIS – METHODS

The first step of the assessment is an evaluation of the visual impacts to be expected of the high-rise planning from 2001 in the adjacent areas of the World Heritage area to the *Outstanding Universal Value* of the World Heritage property *Historic Centre of Vienna*.

### 10.2 EVALUATION OF TRANSFORMATIONS – GUIDELINES AND CRITERIA

The evaluation of the magnitude of changes is based on the *guidelines for Cultural Heritage Impact Assessments of World Heritage Sites of ICOMOS* (2011). The magnitude of the positive and negative impacts is evaluated in five categories, which are graded according to the following colour spectrum for the sake of clarity:

*Table 10.1: Positive and negative evaluation grades: (Original table from the ICOMOS Guidance (2011), modified by B. Seyedashrafi (2017))*

Ausmaß negativer Auswirkungen / Magnitude of Negative Impacts				
Severe (-5) Stark	Major (-4) Groß	Moderate (-3) Moderat	Minor (-2) Gering	Negligible (-1) Vernachlässigbar
Very strong impact on the key characteristics of the cultural heritage property that convey OUV, and its setting	Highly significant impact on key characteristics of the cultural heritage property and its setting	Significantly impact on the key characteristics of the cultural heritage property and its setting	Slightly significantly impact on the key characteristics of the cultural heritage property and its setting	Insignificantly impact on the key characteristics of the cultural heritage property and its setting
Ausmaß positiver Einflüsse / Magnitude of Beneficial Impacts				
Most (+5) Stark	Major (+4) Groß	Moderate (+3) Moderat	Minor (+2) Gering	Negligible (+1) Vernachlässigbar
Strong spatial and/or socio-cultural, and economic benefits for cultural heritage property and its setting	Highly significant spatial and/or socio-cultural, and economic benefits for cultural heritage property and its setting	Significantly spatial and/or socio-cultural, and economic benefits for cultural heritage property and its setting	Slightly significantly spatial and/or socio-cultural, and economic benefits for cultural heritage property and its setting	Insignificantly spatial and/or socio-cultural, and economic benefits for cultural heritage property and its setting

The evaluation refers to the *attributes* developed in Chapter 9. If attributes are of no relevance, this will be stated in the evaluations. Irrelevant *attributes* are not included in the evaluation.

### 10.3 DOCUMENTATION OF VISUALISATIONS

Based on the brief analyses performed in Chapters 7 and 8, the following relevant visual categories and viewpoints were selected:

***Visual category 1: Viewpoints with cultural heritage significance in high-altitude areas:***

- A: *Kahlenberg hill*
- B: *Danube Tower* (this viewpoint was classified in the category of viewpoints with cultural heritage significance, since it is approximately in line with the viewpoint of *M. Merian's* historical cityscape of Vienna)
- C: *Giant Ferris Wheel*
- D: *Upper Belvedere*
- S: *St. Stephen's Cathedral*

***Visual category 2: Image sequences from a pedestrian perspective:***

- E: *Belvedere gardens*
- F: *Albertinaplatz – Philharmoniker Straße*
- G: *Stadtpark*

***Visual category 3: Image sequences from a driver's perspective bus / train / car (videos)***

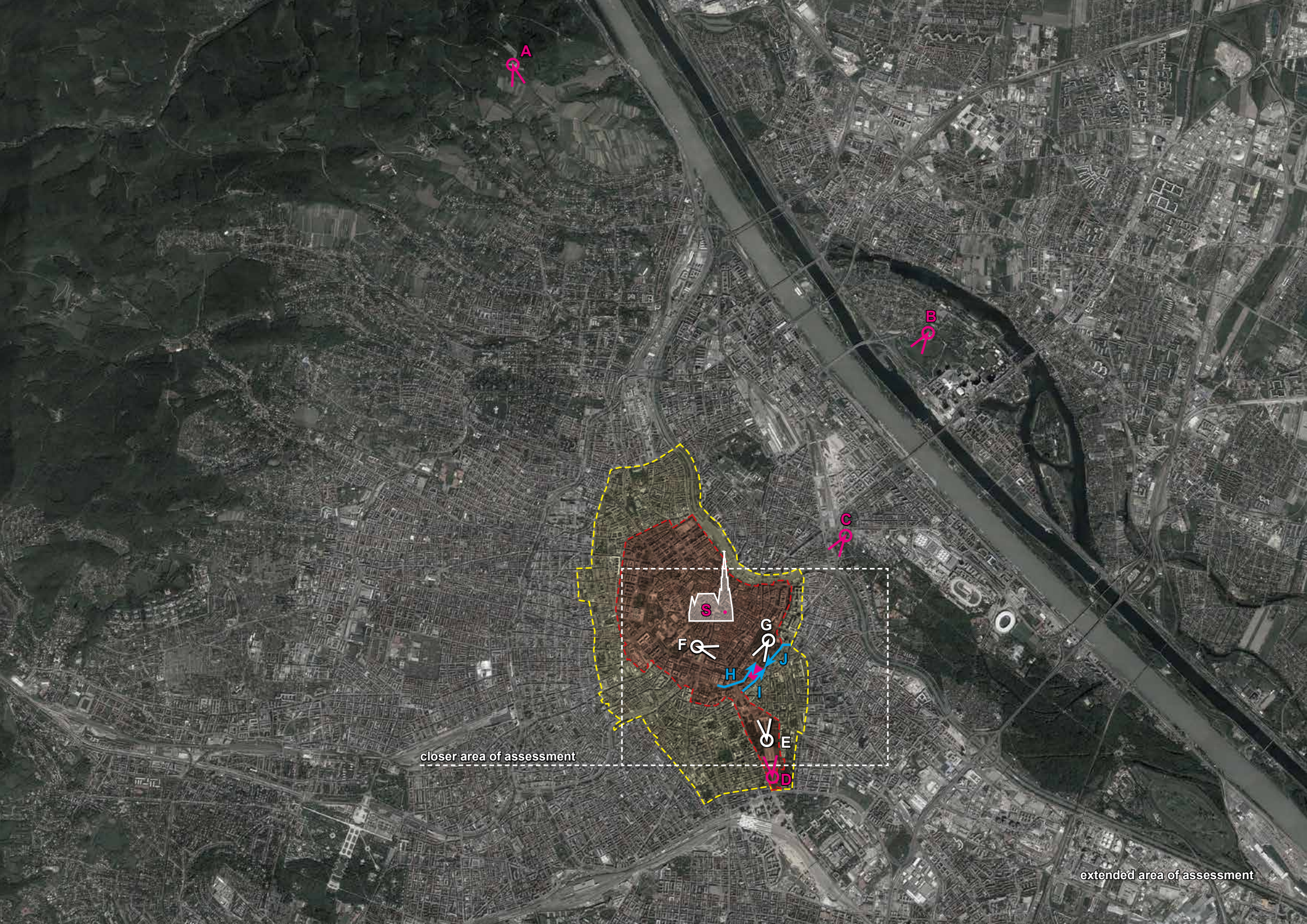
- H: *St. Charles Church – Schwarzenbergplatz – Lothringerstraße*
- I: *Schwarzenbergplatz - Am Heumarkt*
- J: *Beatrixgasse - Am Heumarkt*

The viewpoints with cultural heritage significance in high-altitude areas and their connection to *St. Stephen's Cathedral* play an essential role for assessing the visual impacts of the high-rise planning from 2001 (cf. *Visual category 1* and Fig. 10.1 – extended area of assessment).

In addition, sample checks were carried out in the streetscape of the *Ringstraße ensemble* on the impacts of the high-rise planning (see point of view Z). This check is not exhaustive, but serves as a general assessment of the consequences of high-rise developments perceived from Vienna's City Centre.

*Visual category 2* and *3* which are located in the closer area under assessment are used subsequently to assess the visual impacts of the *Heumarkt Neu* project, since perception from nearby viewpoints is of particular importance (cf. Chapter 12).

In addition, a project visualisation of *St. Stephen's Cathedral* was created to check the impact of the planned project on Vienna's skyline.



closer area of assessment

extended area of assessment

#### 10.4 HIGH-RISE DEVELOPMENTS AT THE EDGE OF THE BUFFER ZONE

According to the problem definition, an analysis of the high-rise buildings at the edge of the *buffer zone* has to be performed in the first part of the assessing analysis, taking account of possible “cumulative detrimental effects” which were pointed out in the report of the *Advisory Mission 2015*.<sup>59</sup> For this purpose, note must be taken that the inscription of the World Heritage property *Historic Centre of Vienna* was justified in the nomination document with the authentic conservation status of the site, which originates, among other things, from the lack of high-rise buildings (cf. K1).<sup>60</sup>

The mono-centric design with *St. Stephen's Cathedral* as the structural, visual and symbolic centre is crucial for Vienna's urban structure. Both the distance views from the surrounding mountain ranges as well as visual axes from the various surrounding streetscapes to *St. Stephen's Cathedral* are of particularly high importance in Vienna's urban space, since they create a strong sense of identity. Although the preceding chapters show that the integrity of Vienna's historic skyline must be considered with a more differentiated approach than in the *Retrospective Statement of Outstanding Universal Value*, since various high-rise developments had already been realised in and around the World Heritage area at the time of the inscription (cf. Chapters 3, 5 and 7, 8), the historic skyline with *St. Stephen's Cathedral* as the centre is an important *attribute* of the World Heritage property *Historic Centre of Vienna*. As a consequence, highest priority must be given to the protection of its visual integrity.

The following high-rise developments were mainly realised in the surroundings of Vienna's World Heritage area *Historic Centre of Vienna* and its *buffer zone* since its inscription on 2001 in the World Heritage List (=ac-

ording to Vienna's Building Regulations: buildings with a height of more than 35 metres, cf. chapter 5):

- High-rise planning *Wien Mitte / Zollamtsviertel*
- High-rise planning on *Danube Canal / Leopoldstadt*
- High-rise planning at *Vienna Central Train Station*

The next task is to clarify which consequences these high-rise developments have for the *Outstanding Universal Value* of the World Heritage property *Historic Centre of Vienna*. Considering the previously determined *attributes*, the current state of the urban skyline is reviewed from viewpoints with cultural heritage significance.

#### 10.5 ANALYSIS OF THE HIGH-RISE DEVELOPMENTS



Fig. 10.1: Extended and closer area of assessment (white), world heritage area (red), buffer zone (yellow) / visual categories and viewpoints (© Google Earth/ mkphc)

<sup>59</sup> ICOMOS (2015): reactive monitoring mission for the World Heritage property “Historic Centre of Vienna” (mission report)

<sup>60</sup> Republic of Austria. (2000). The World Heritage „The Historic Centre of Vienna“, Nomination for inscription on the World Heritage List, Vienna.

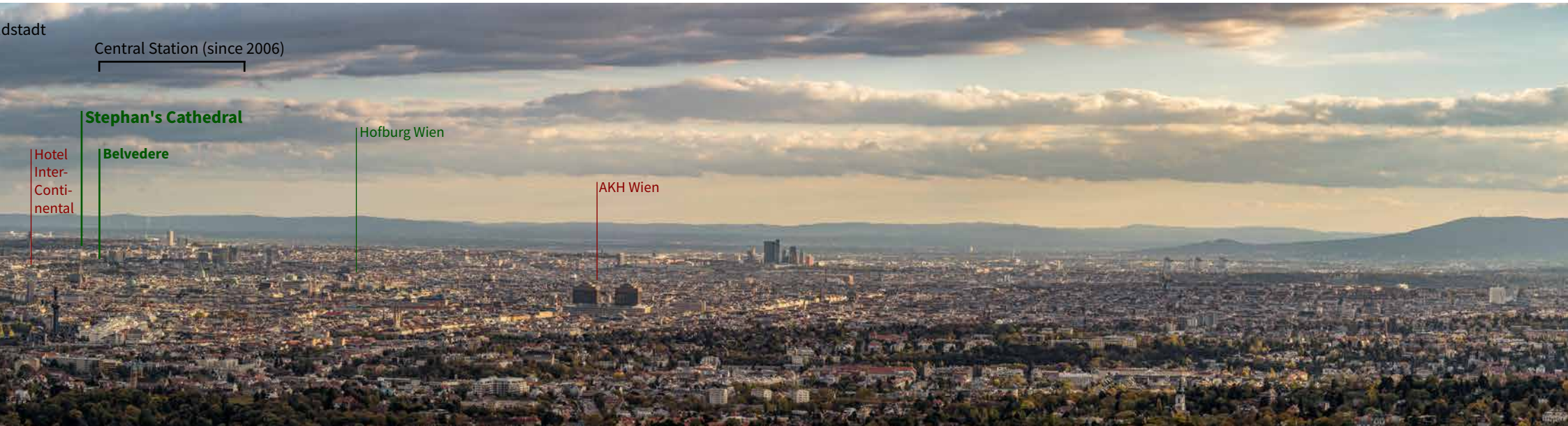


## VIEWPOINT A HIGH-RISE DEVELOPMENTS - KAHLENBERG HILL

**Situation:** *Kahlenberg hill* is a well-known local recreation area, providing a panoramic view from the mountain ranges of Vienna Woods of the entire city skyline of Vienna including *St. Stephen's Cathedral*. The viewpoint is approx. 7.8 kilometres away from *St. Stephen's Cathedral*.

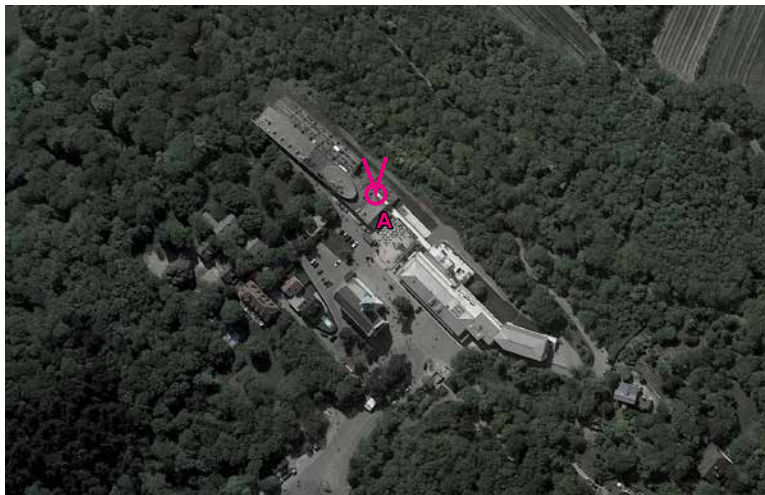
**Assessment:** It is obvious that the high-rise planning from 2001 brought about lasting changes to Vienna's city skyline. However, there are a large variety of other transformations caused by high buildings and technical facilities, for example the chimneys of power stations or transmitter masts.

Since the view of *St. Stephen's Cathedral* remains unobstructed, the negative impact on the view of *St. Stephen's Cathedral* can be assessed as 'moderate'.



date: 26.10.2018 location: 48.274228,16.337084 aerial photography: Google Earth

focal length of individual photo (panorama-stitch): 120mm (35mm equivalent) photography: Philipp Tebart



No.	Attributes	Impacts on the Outstanding Universal Value
1	Continuous exchange of values	moderate (-3)
2	Monocentric urban structure	moderate (-3)
3	Axial Baroque gardens	irrelevant
4	Baroque visual connections	irrelevant
5	Consistent design of the streetscapes	irrelevant
6	Mixed use	irrelevant
7	Leading European music centre	irrelevant
<b>Total</b>		<b>moderate (-3)</b>



## VIEWPOINT B HIGH-RISE DEVELOPMENTS - DANUBE TOWER

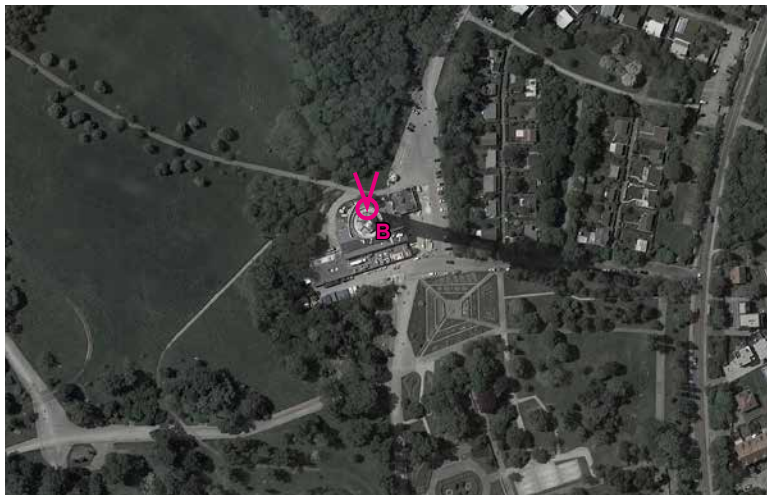
**Situation:** The *Danube tower* provides a view of the entire city skyline of Vienna. This panoramic view of Vienna with the Danube in the foreground is characteristic also because the city was already presented from this perspective in engravings of *Matthäus Merian*. *St. Stephen's Cathedral* is about 4.5 kilometres away from the *Danube tower*.

**Assessment:** The panoramic photo shows that the historic skyline of Vienna is already intensively characterised by many high buildings. The high-rise developments since 2001 reinforce this effect, but do not obscure the view of *St. Stephen's Cathedral*. These impacts can be assessed as 'moderate'.

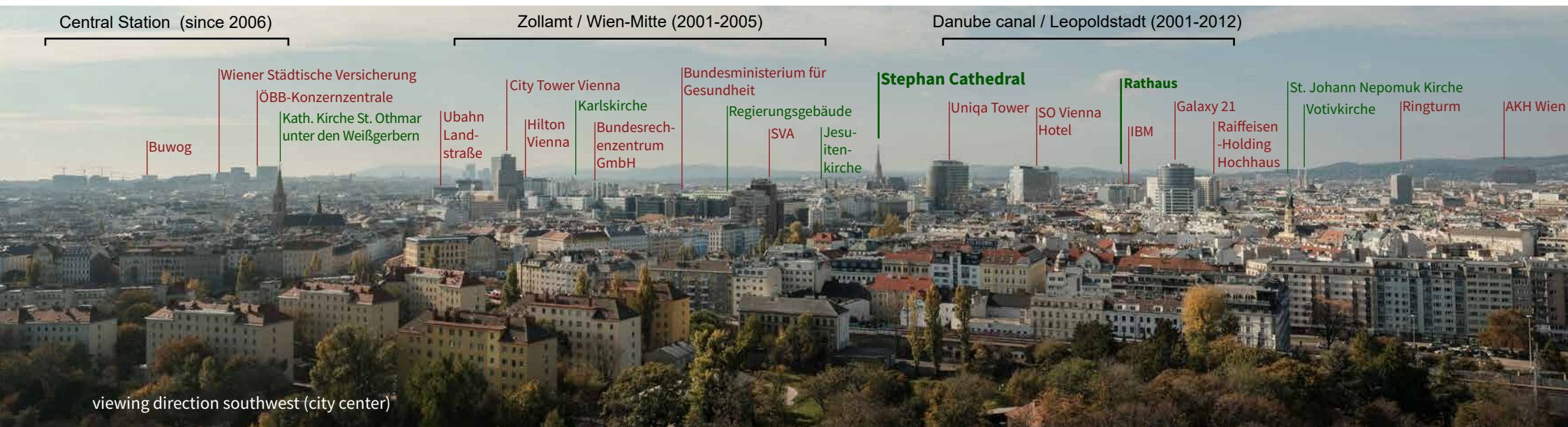


date: 26.10.2018 location: 48.240407,16.409979 aerial photography: Google Earth

focal length of individual photo (panorama-stitch): 70mm (35mm equivalent) photography: Philipp Tebart



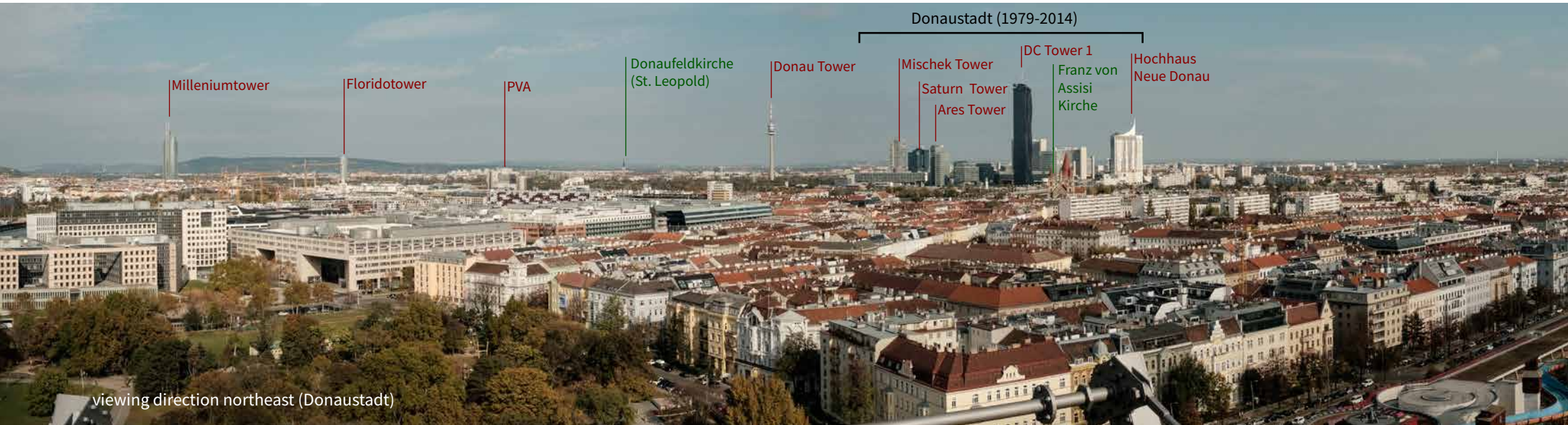
No.	Attributes	Impacts on the Outstanding Universal Value
1	Continuous exchange of values	moderate (-3)
2	Monocentric urban structure	moderate (-3)
3	Axial Baroque gardens	irrelevant
4	Baroque visual connections	irrelevant
5	Consistent design of the streetscapes	irrelevant
6	Mixed use	irrelevant
7	Leading European music centre	irrelevant
<b>Total</b>		<b>moderate (-3)</b>



## VIEWPOINT C HIGH-RISE DEVELOPMENTS - GIANT FERRIS WHEEL

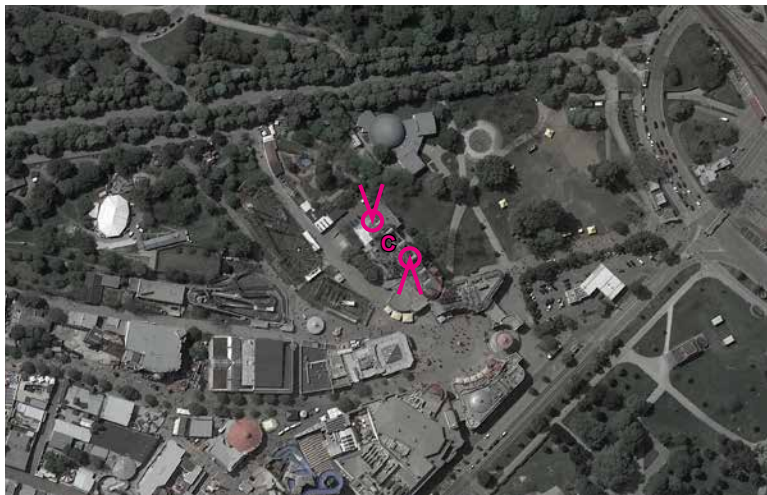
**Situation:** The *Giant Ferris Wheel* is an important destination in Vienna. It is also internationally well-known, therefore having great cultural heritage relevance. The Ferris Wheel provides a panoramic view of the skyline of Vienna's historical city centre, with their contours being very clearly recognisable due to the relatively low height of the viewpoint. The viewpoint is approx. 1.9 kilometres away from *St. Stephen's Cathedral*.

**Assessment:** The post-war buildings of *Leopoldstadt*, but mainly also the high-rise developments established from 2001 in the area of the Danube Canal / *Leopoldstadt* have irreversibly changed the historic skyline of Vienna. Although *St. Stephen's Cathedral* is still visible, its skyline is obscured by the more recent high-rise developments which are now in the foreground. The impacts can be assessed as 'major'.



date: 26.10.2018 location: 48.216744,16.395903 aerial photography: *Google Earth*

focal length of individual photo (*panorama-stitch*): 48mm (35mm equivalent) photography: *Philipp Tebart*



No.	Attributes	Impacts on the Outstanding Universal Value
1	Continuous exchange of values	major (-4)
2	Monocentric urban structure	major (-4)
3	Axial Baroque gardens	irrelevant
4	Baroque visual connections	irrelevant
5	Consistent design of the streetscapes	irrelevant
6	Mixed use	irrelevant
7	Leading European music centre	irrelevant
<b>Total</b>		<b>major (-4)</b>



## VIEWPOINT D HIGH-RISE DEVELOPMENTS - UPPER BELVEDERE

**Situation:** The viewpoint provides a view of the *Upper Belvedere* from the south-eastern part of the *Belvedere Gardens*, which serves as point of access to the Baroque complex. Together with *Schwarzenberg Palais*, the *Belvedere* is currently one of the last surviving garden palais grounds designed along the lines of *Versailles* and *Vaux le Vicomte*, which are unique in Europe, even surpassing them because of its unique location.<sup>1</sup> The *Belvedere* as one of the best known building ensembles in Vienna is highly contributing to the citizens' sense of identity, and is one of the key destinations of visitors of the city of Vienna. As a consequence, its cultural heritage relevance is extremely high.

**Assessment:** In principle, the perception of the *Upper Belvedere* is still intact. However, the *Wien Mitte* project causes changes, since the associated high-rise buildings are clearly visible and transform the basic axial design of the Baroque complex. The impacts can be assessed as 'moderate'.

<sup>1</sup> "Not only the garden with its water cascades belongs to this whole, but also its location on the hill of Rennweg, from which one had the perfect view of Vienna. It was a strategic position." See: Braunfels, W. (1979), *The Art of the Holy Roman Empire*, Vol. I, *The Secular Principalities*, Munich, page 56ff

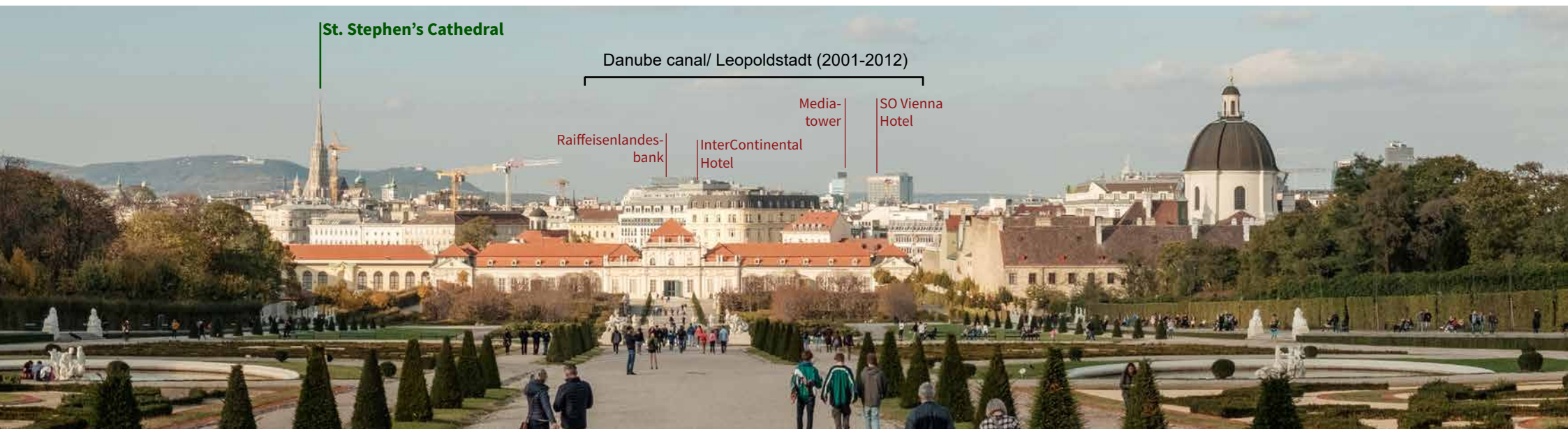


date: 26.10.2018 location: 48.189531,16.381338 aerial photography: Google Earth

focal length of individual photo (panorama-stitch): 42mm (35mm equivalent) photography: Philipp Tebart



No.	Attributes	Impacts on the Outstanding Universal Value
1	Continuous exchange of values	moderate (-3)
2	Monocentric urban structure	irrelevant
3	Axial Baroque gardens	moderate (-3)
4	Baroque visual connections	moderate (-3)
5	Consistent design of the streetscapes	irrelevant
6	Mixed use	irrelevant
7	Leading European music centre	irrelevant
<b>Total</b>		<b>moderate (-3)</b>



## VIEWPOINT E HIGH-RISE DEVELOPMENTS - CENTRAL AXIS BELVEDERE GARDENS

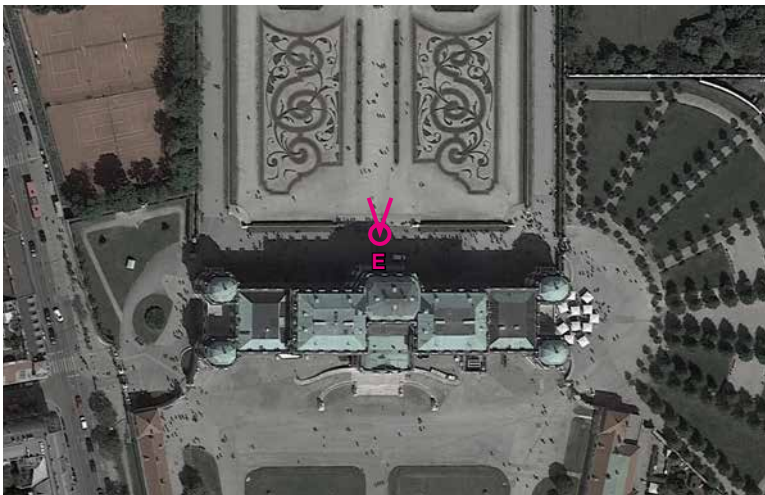
**Situation:** As already mentioned in the previous analysis, the view of the *Belvedere gardens* is by far the best known view of Vienna's historic skyline, with *St. Stephen's Cathedral* as the dominating element. The viewpoint therefore has very high cultural heritage relevance.

**Assessment:** The view of *St. Stephen's Cathedral* is not impaired. However, the high-rise developments of Danube Canal / Leopoldstadt can be clearly seen because they tower above the historic skyline, so that its general impression is changed greatly. All in all, the impacts on Vienna's historic skyline can be assessed as 'moderate-major'.

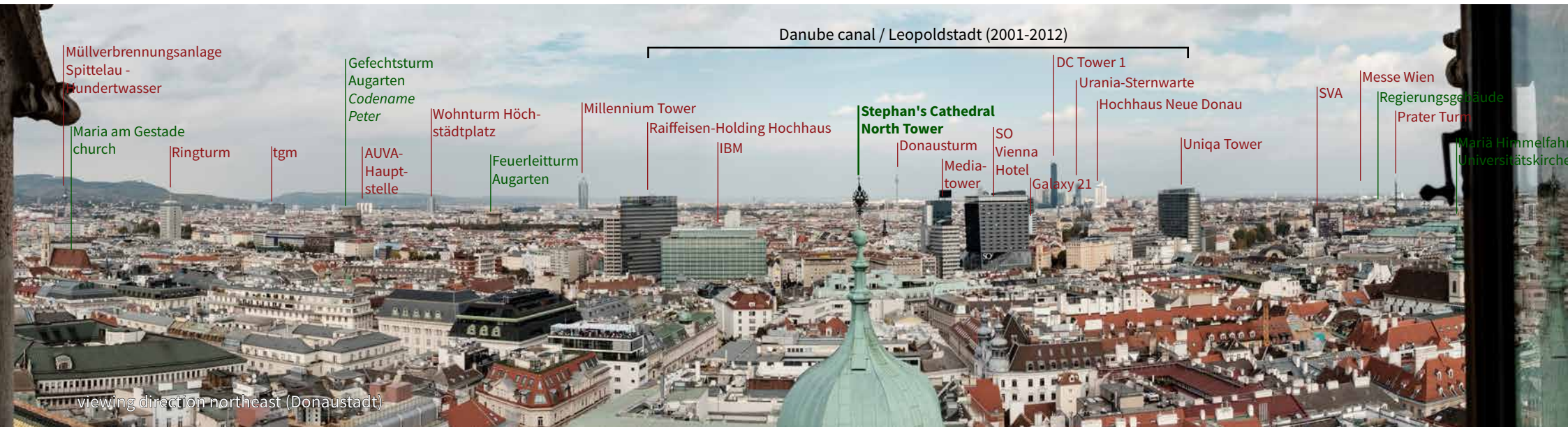


date: 26.10.2018 location: 48.191813,16.380863 aerial photography: Google Earth

magnification from original photo (*panorama*), detail is equivalent to 120mm focal length (35mm equivalent) photography: Philipp Tebart



No.	Attributes	Impacts on the Outstanding Universal Value
1	Continuous exchange of values	major (-4)
2	Monocentric urban structure	moderate (-3)
3	Axial Baroque gardens	moderate (-3)
4	Baroque visual connections	major (-4)
5	Consistent design of the streetscapes	irrelevant
6	Mixed use	irrelevant
7	Leading European music centre	irrelevant
<b>Total</b>		<b>moderate-major (-3/-4)</b>



## VIEWPOINT S HIGH-RISE DEVELOPMENTS - ST. STEPHEN'S CATHEDRAL

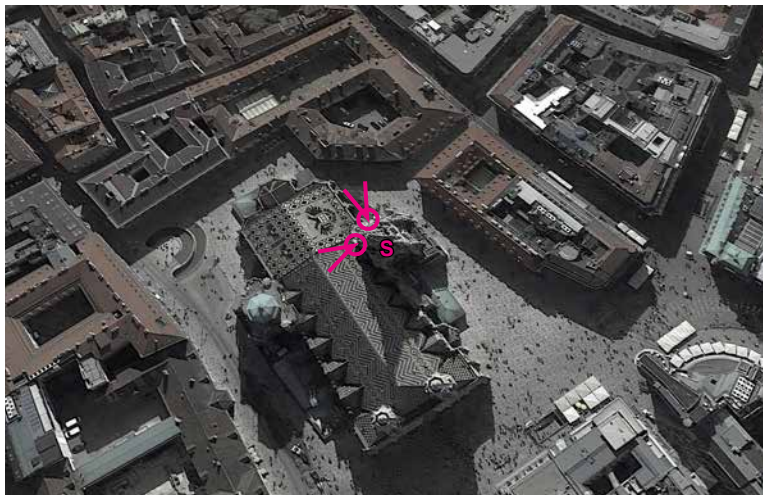
**Situation:** *St. Stephen's Cathedral* is Vienna's symbolic and visual centre and it is also frequented by many visitors. The panorama shows the view of Vienna's cityscape from the Eastern side of the Cathedral.

**Assessment:** It can clearly be seen that there are major negative impacts of the historic skyline caused by various older high buildings and the more recent high-rise developments in the area of *Zollamt / Wien-Mitte* (2001-2005) and around the *Central Train Station* (from 2006). The impacts are to be classified as 'major'.



date: 26.10.2018 location: 48.208316,16.373108 aerial photography: Google Earth

focal length of individual photo (panorama-stitch): 47mm (35mm equivalent) photography: Philipp Tebart



No.	Attributes	Impacts on the Outstanding Universal Value
1	Continuous exchange of values	major (-4)
2	Monocentric urban structure	nicht relevant
3	Axial Baroque gardens	nicht relevant
4	Baroque visual connections	nicht relevant
5	Consistent design of the streetscapes	nicht relevant
6	Mixed use	nicht relevant
7	Leading European music centre	nicht relevant
<b>Total</b>		<b>major (-4)</b>



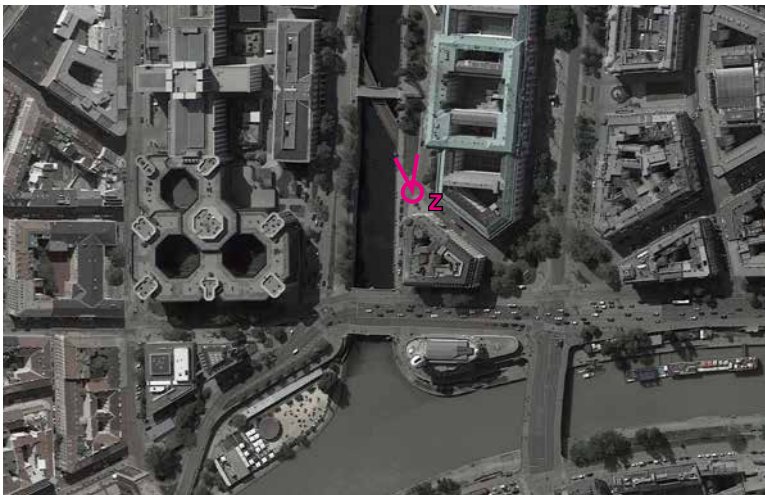
## VIEWPOINT Z HIGH-RISE DEVELOPMENTS - WIEN RIVER / ZOLLAMTSSTEG

**Situation:** The area around *Wien River / Zollamtssteg* is characterised by the historic *Gründerzeit* buildings, the trees planted along the streets and the traffic infrastructure designed by *Otto Wagner*.

**Assessment:** The high-rise developments of *Wien Mitte* tower over alter the shape of the historic sky-line without being in line with the uniform appearance of the *Gründerzeit* development period. The impacts on Vienna's historic skyline can be assessed as 'major'.

date: 16.06.2018 location: 48.210565, 16.384130 aerial photography: *Google Earth*

Foto: *Michael Kloos*



No.	Attributes	Impacts on the Outstanding Universal Value
1	Continuous exchange of values	major (-4)
2	Monocentric urban structure	irrelevant
3	Axial Baroque gardens	irrelevant
4	Baroque visual connections	irrelevant
5	Consistent design of the streetscapes	major (-4)
6	Mixed use	irrelevant
7	Leading European music centre	irrelevant
<b>Total</b>		<b>major (-4)</b>

## 10.6 CONCLUSION: RECOMMENDATIONS FOR FUTURE MINIMISATION OF NEGATIVE IMPACTS CAUSED BY HIGH-RISE PLANNING

Overall, it must be stated that the high-rise developments realised since 2001 have significantly changed the distant view of the historic city centre of Vienna from many viewpoints with cultural heritage relevance:

- *St. Stephen's Cathedral* can no longer be easily recognised from the *Giant Ferris Wheel / DC Tower* as the symbolic and visual centre of Vienna. As a consequence, it is no longer possible to experience the mono-centrality of Vienna's city structure.
- The view from the *Belvedere gardens* to Vienna's historic city centre was changed significantly by the high-rise development of *Danube Canal / Leopoldstadt*.
- A random check of the consequences of the high-rise developments in the area of *Wien River / Zollamtssteg* indicates that their height also impairs the visual integrity of the historic city centre of Vienna and of the *Ringstraße ensemble* (restricted uniformity of the Gründerzeit street-scapes).

Although it must be included in the assessment that Vienna's historic skyline was impaired already before the inscription on the World Heritage List, it has to be stated that there are "cumulative negative impacts" within the meaning of the *Advisory Mission 2015* report.

Considering the above, the following measures are recommended:

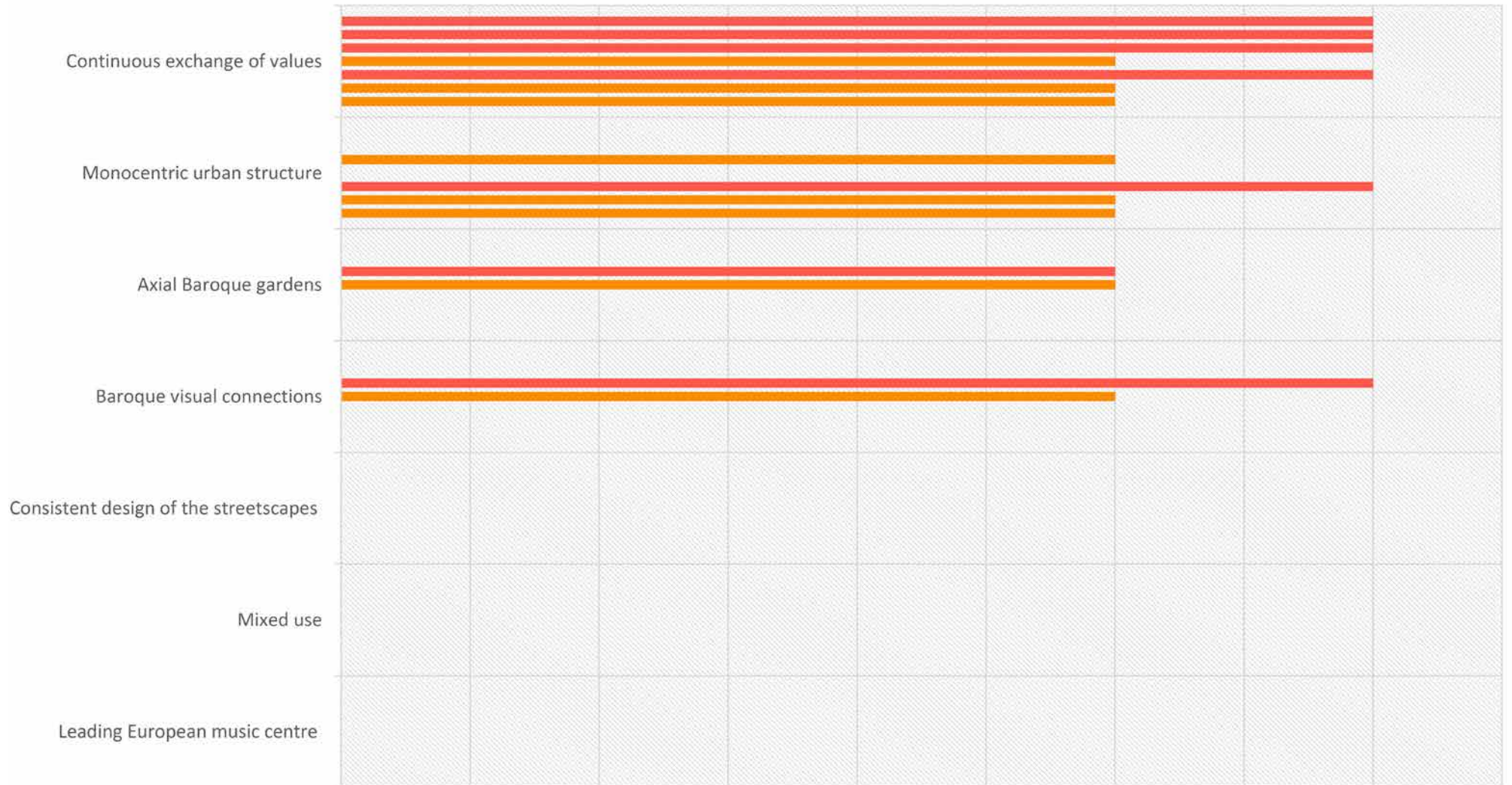
*Recommendation 1: Exclusion of high-rise buildings in the world heritage area*  
Urban development should pay utmost attention to the historic lines of view of *St. Stephen's Cathedral* and the historic city centre of Vienna, respectively, in the future. This applies to distant as well as up-close lines of view. This can be based on the *Proposed Resolution on the Protection and Development of the Historic City Centre of the City of Vienna*, which was

adopted by the City Council of Vienna on 5 May 2017, in which it was determined to build no more high-rise buildings both in Vienna's city centre and in the area covered by the *Glacis Master Plan*.

*Recommendation 2: Amendment of 'STEP 2025 Thematic Concept High-Rise Buildings' by exclusion zones*

In addition, the *STEP 2025 Thematic Concept High-Rise Buildings* should be amended within the meaning of the above-mentioned Proposed Resolution, so that Vienna's World Heritage areas as well as the planning space of the *Glacis Master Plan* are defined as exclusion zones for high-rise buildings. Views with cultural heritage relevance to Vienna's city centre should also be defined in a traceable and clearly defined manner, and be recorded in the maps of the *STEP 2025 Thematic Concept High-Rise Buildings*, to keep them clear of high-rise buildings.

Additional height limits should be defined for the planning space of the *Glacis Master Plan*.



## 11. IMPACTS OF THE PLANNED HEUMARKT NEU PROJECT ON THE OUV OF THE WORLD HERITAGE PROPERTY HISTORIC CENTRE OF VIENNA

As a second step in assessing the visual impacts, the consequences of the planned *Heumarkt Neu* project for the *Outstanding Universal Value* of the World Heritage property *Historic Centre of Vienna* are reviewed below.

As a consequence, the evaluation focuses on visualising the project in Vienna's historic urban space. Since it is usually perceived when moving (pedestrian or road traffic), the visualisations were compiled into sequences (individual images and videos).

In addition, a visualisation was created from *St. Stephen's Cathedral* to be able to assess the impacts of the planned *Heumarkt Neu* project on Vienna's historic skyline. The outline below shows the documented viewpoints and view corridors.

Considering the preceding analysis, the assessment of the impacts of the project *Heumarkt Neu* on the *Outstanding Universal Value* of the World Heritage property *Historic Centre of Vienna* has to take into account that existing high-rise developments have already caused impairments. As a consequence, the evaluation tables contain an assessment of the current state and the expected future state in each case.

Referring to the preceding analysis (Chapter 7, Chapter 8) these sequences were created in the following places:

### *Visual category 1: Viewpoints with cultural heritage significance in high-altitude areas*

- S: St Stephen's Cathedral

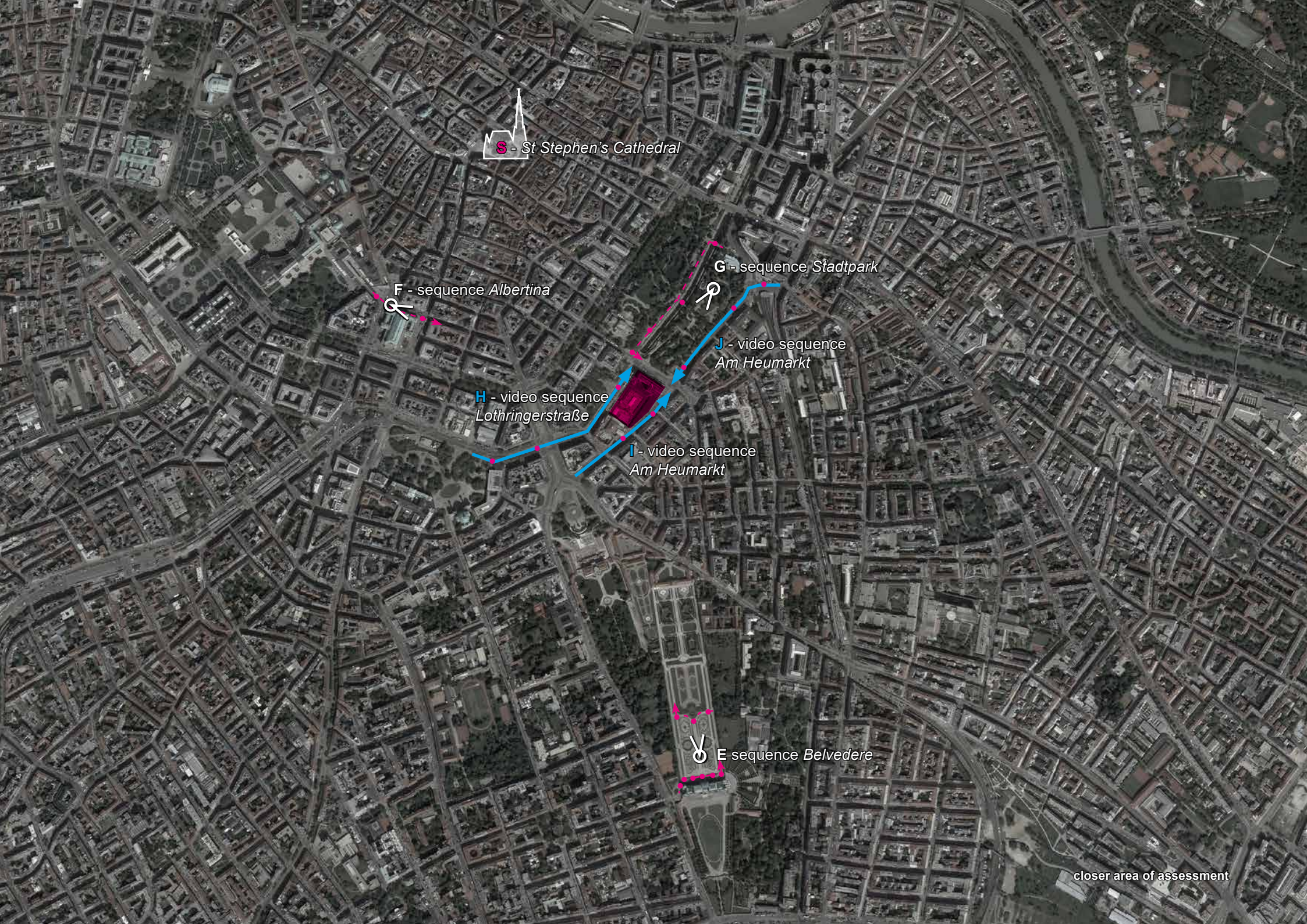
### *Visual category 2: Image sequences from a pedestrian perspective*

- E: Belvedere gardens
- F: Albertina
- G: Stadtpark

### *Visual category 3: Video sequences from a driver's perspective bus/ train / car*

- H: Lothringerstraße
- I: Am Heumarkt 1
- J: Am Heumarkt 2

Fig. 11.1: Visualisations overview (@Google Earth / mkphc)



S - St Stephen's Cathedral

F - sequence Albertina

H - video sequence  
Lothringerstraße

I - video sequence  
Am Heumarkt

G - sequence Stadtpark

J - video sequence  
Am Heumarkt

E sequence Belvedere

closer area of assessment



## VIEWPOINT S ST. STEPHEN'S CATHEDRAL SOUTH TOWER

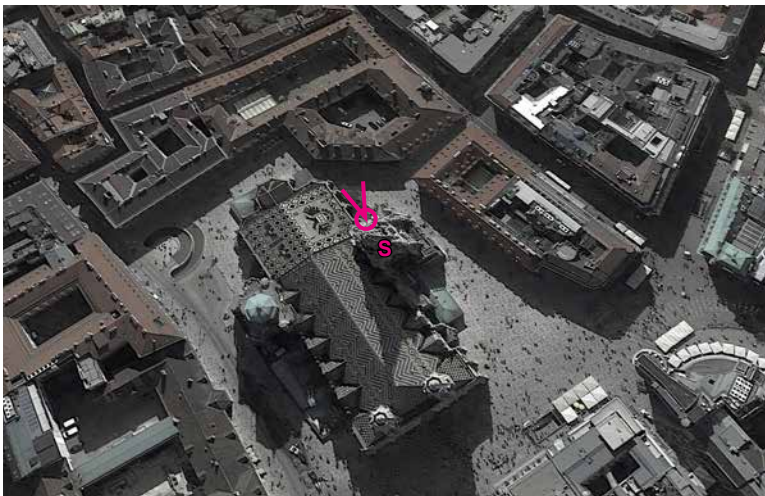
**Situation:** *St. Stephen's Cathedral* is not only Vienna's symbolic and visual centre of Vienna, but it is also frequented by many visitors. The panorama shows the view of Vienna's cityscape from the Eastern side of the Cathedral. The existing major negative impacts of the historic skyline caused by various older high buildings and the more recent high-rise developments in the area of *Zollamt / Wien-Mitte* (2001-2005) and around the *Central Train Station* (from 2006) can be clearly seen. The existing *InterContinental Hotel* is also clearly visible.

**Assessment:** The planned *Heumarkt Neu* project would be completely visible, but the building will not dominate the historic skyline because of the many negative impacts that already exist. The impacts can still be classified as 'major'.



date: 26.10.2018 location: 48.208316,16.373108 aerial photography: Google Earth

magnification from panorama, detail is equivalent to 135mm focal length (35mm equivalent) visualisation: v-cube photography: Philipp Tebart



No.	Attributes	Current state	Planned project
1	Continuous exchange of values	major (-4)	major (-4)
2	Monocentric urban structure	irrelevant	irrelevant
3	Axial Baroque gardens	irrelevant	irrelevant
4	Baroque visual connections	irrelevant	irrelevant
5	Consistent design of the streetscapes	irrelevant	irrelevant
6	Mixed use	irrelevant	irrelevant
7	Leading European music centre	irrelevant	irrelevant
<b>Total</b>		<b>major (-4)</b>	<b>major (-4)</b>



Score photography without photomontage

image is equivalent to 50mm focal length (35mm equivalent)



Core photography with photomontage

image is equivalent to 50mm focal length (35mm equivalent)

## 11.1 IMAGE SEQUENCES FROM A PEDESTRIAN PERSPECTIVE

### >Sequence E: Belvedere gardens

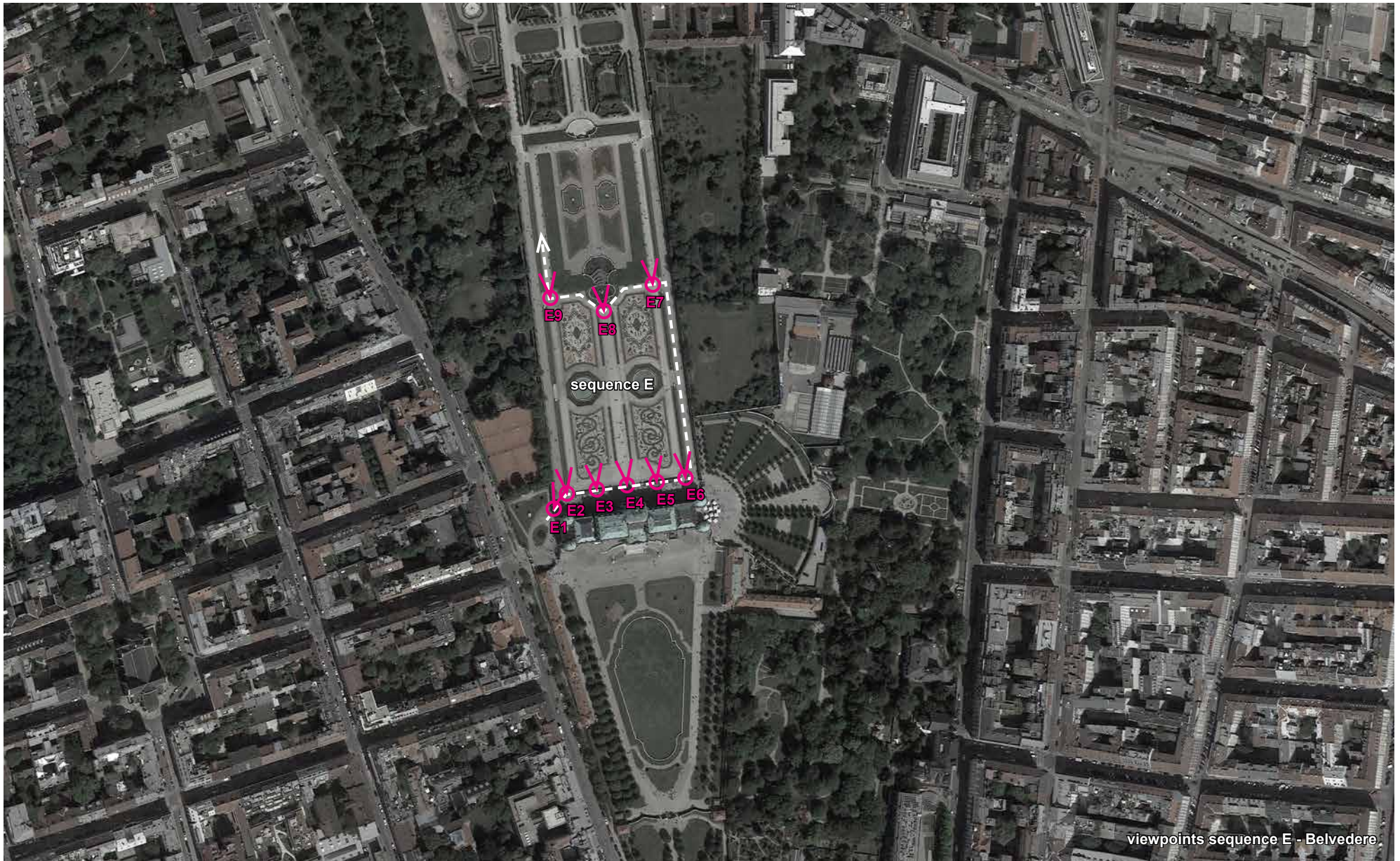
The *Belvedere* and the *Belvedere gardens* create a sense of identity for the inhabitants of Vienna, and are one of the key destinations for visitors of the city. Due to its cultural heritage significance and reputation, the view from the Belvedere gardens plays a major role for the perception of the historic skyline of Vienna's city centre.

*Sequence E* shows the planned *Heumarkt Neu* project from different viewpoints within the Belvedere gardens to simulate the perception of the historic skyline of the city centre in der everyday view of fictitious visitors of the park.

To provide better orientation, historical images or historical photographs were assigned to the visualisations wherever possible.



Fig. 11.2: Overview of  
Sequence E (@Google  
Earth/ mkphc)





## SEQUENCE E - E1/2 WESTERN ENTRANCE AND SIDE WAY OF BELVEDERE GARDENS

Historic illustration of Sphinx Statue

**Situation:** Viewpoint E2 shows the entrance to the western side way of the *Belvedere gardens*. The view of Vienna's historic city centre is characterised by the well-known *sphinx sculpture* in the foreground and the cupola of the *Salesian Convent* and the *Lower Belvedere* in the background. The tower of *St. Stephen's Cathedral* is not visible. Although the high-rise developments in the area of *Danube Canal / Leopoldstadt* can be clearly seen in this view, the connection of the historical elements of this view is still easily understandable.

**Assessment:** The planned *Heumarkt Neu* project appears as a new dominant high point next to the cupola of the *Salesian Convent* at the end of the western side way. As a result of this dominance, the historical components of the city skyline are greatly influenced, and their everyday perception is drastically changed. All in all, these changes can be assessed as major-negative.



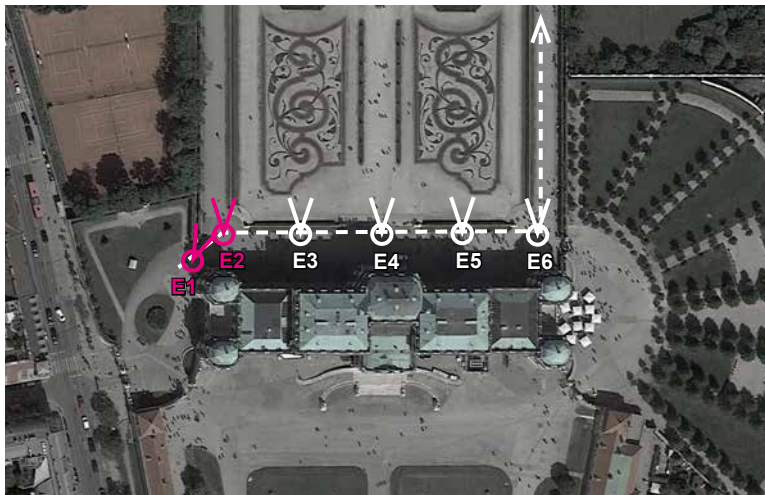


date: 26.10.2018 location E2: 48.191746,16.380120 aerial photography: Google Earth

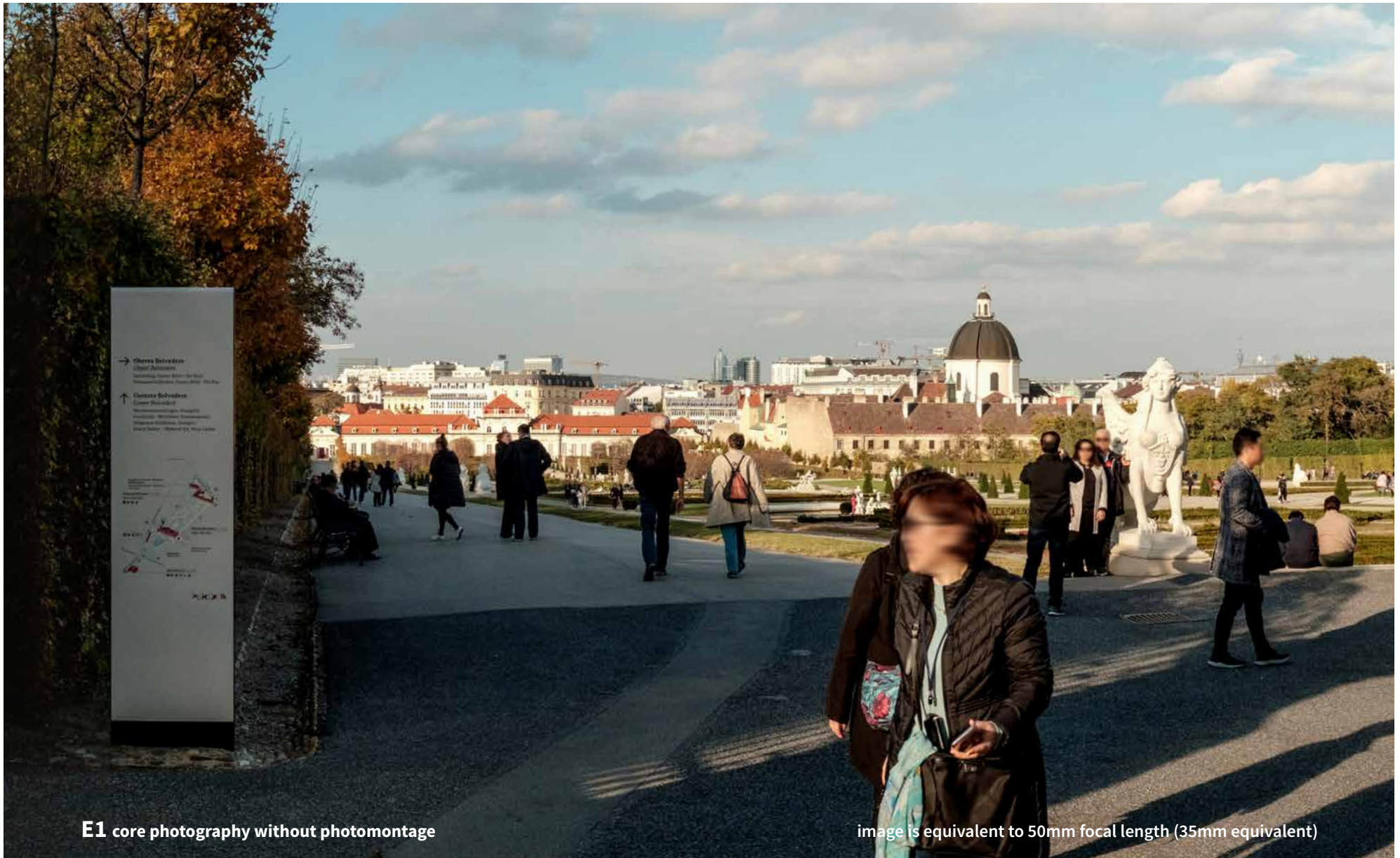
focal length of individual photo (panorama-stitch): 42mm (35mm equivalent)

visualisation: v-cube

photography: Philipp Tebart

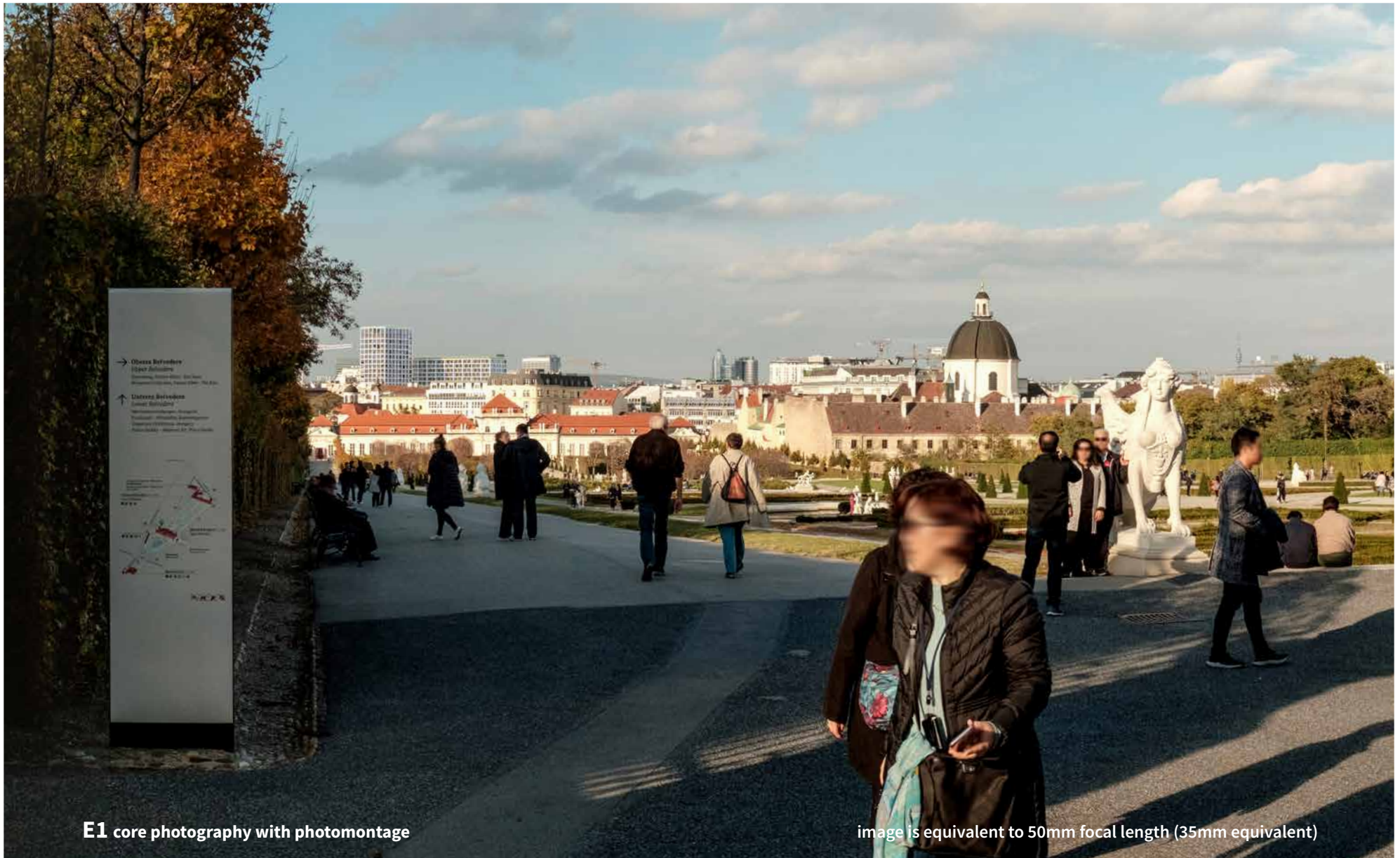


No.	Attributes	Current state	Planned project
1	Continuous exchange of values	minor (-2)	major (-4)
2	Monocentric urban structure	minor (-2)	moderate (-3)
3	Axial Baroque gardens	minor (-2)	major (-4)
4	Baroque visual connections	minor (-2)	major (-4)
5	Consistent design of the streetscapes	irrelevant	irrelevant
6	Mixed use	irrelevant	irrelevant
7	Leading European music centre	irrelevant	irrelevant
<b>Total</b>		<b>minor (-2)</b>	<b>major (-4)</b>



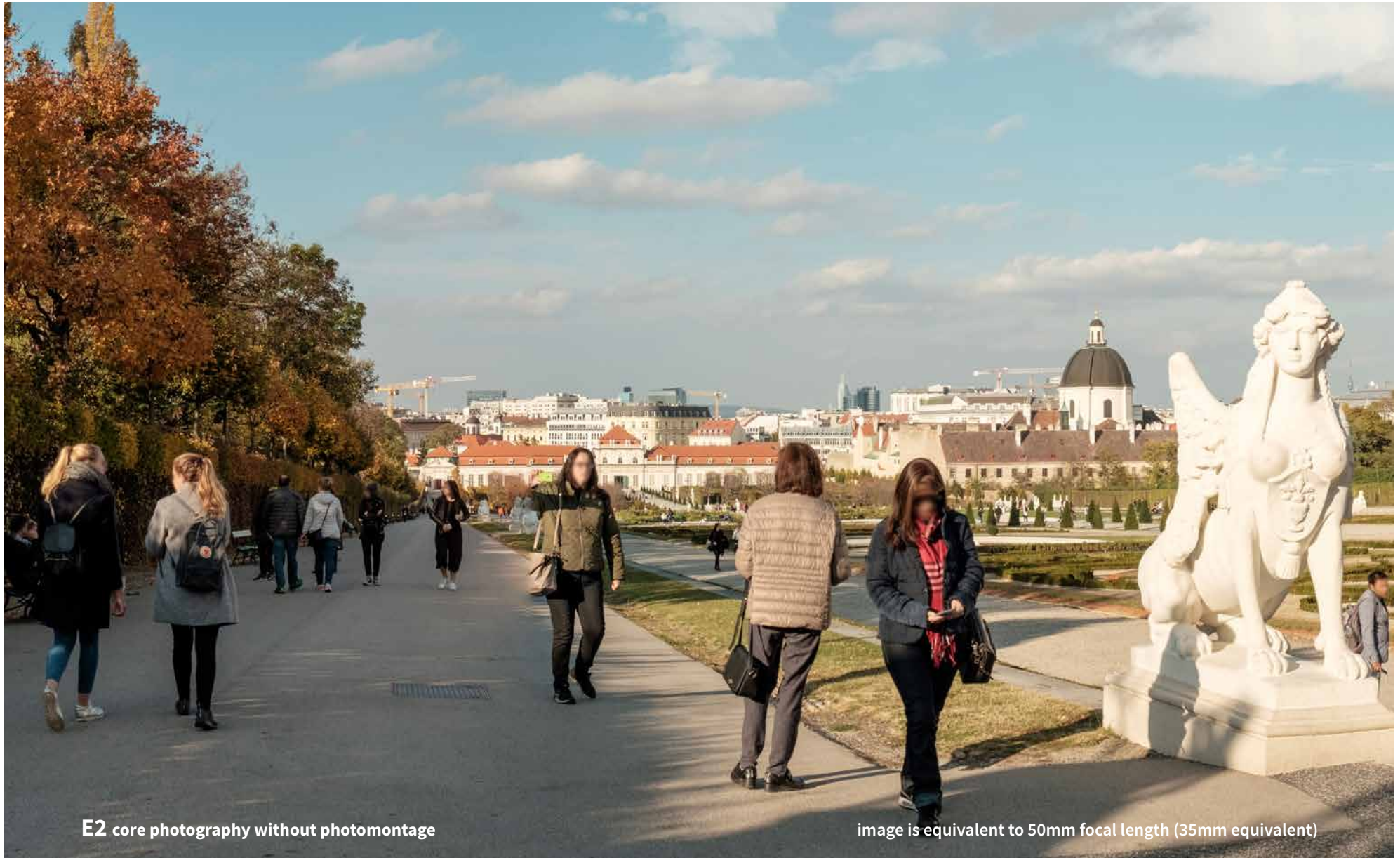
**E1** core photography without photomontage

image is equivalent to 50mm focal length (35mm equivalent)



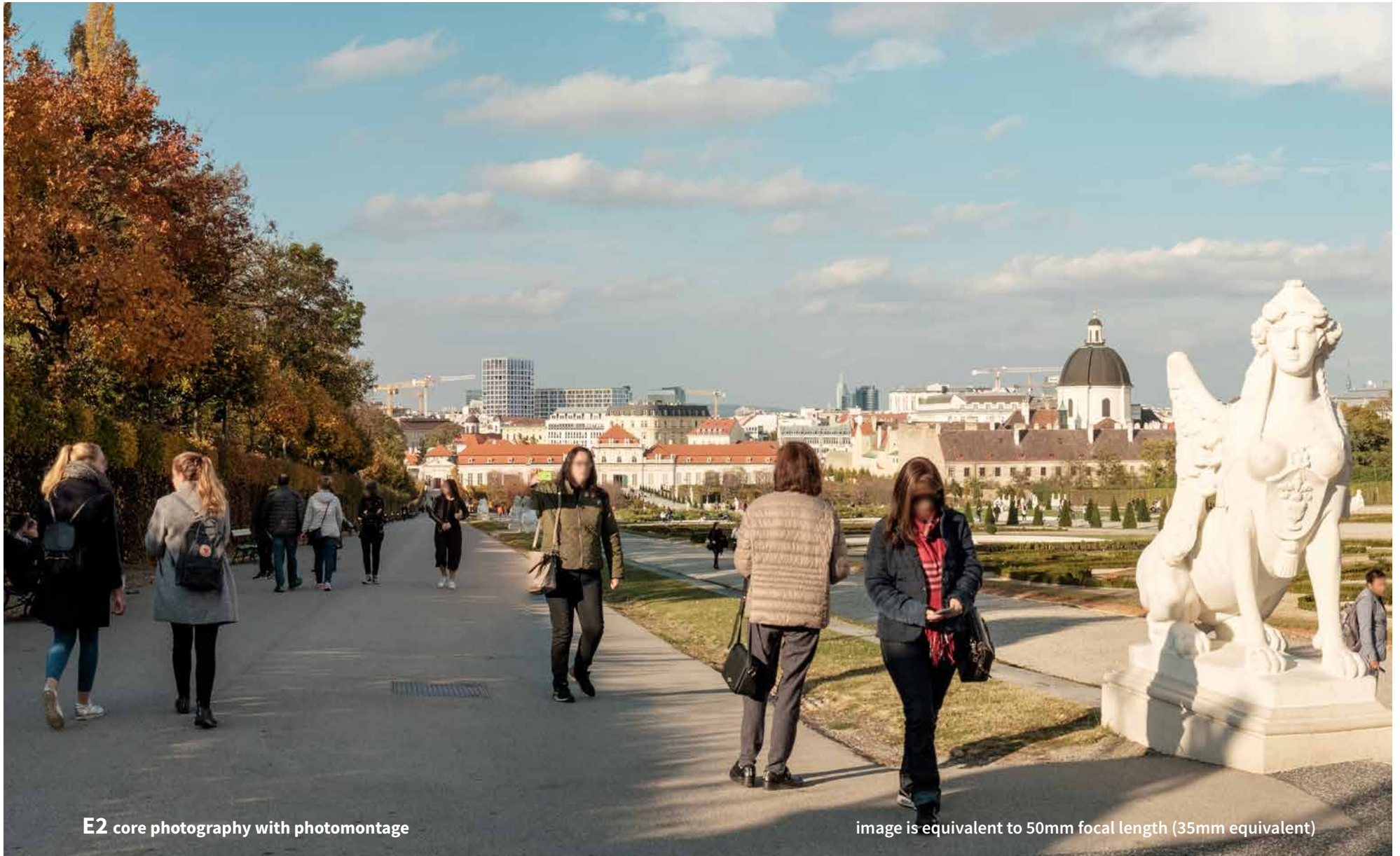
E1 core photography with photomontage

image is equivalent to 50mm focal length (35mm equivalent)



**E2** core photography without photomontage

image is equivalent to 50mm focal length (35mm equivalent)



E2 core photography with photomontage

image is equivalent to 50mm focal length (35mm equivalent)



## SEQUENCE E - E3/4/5 ZENTRALER GARTENBEREICH OBERES BELVEDERE

Historic illustration of Upper Belvedere

**Situation:** The view of the historic city centre from the central axis of the Belvedere gardens is representative of Vienna's Baroque development. *St. Stephen's Church* is clearly visible. Significant qualitative negative effects already exist as a result of the high-rise developments in the area of the *Danube Canal / Leopoldstadt* and the existing *InterContinental Hotel*, with its roof structures towering above the skyline of the historical buildings.

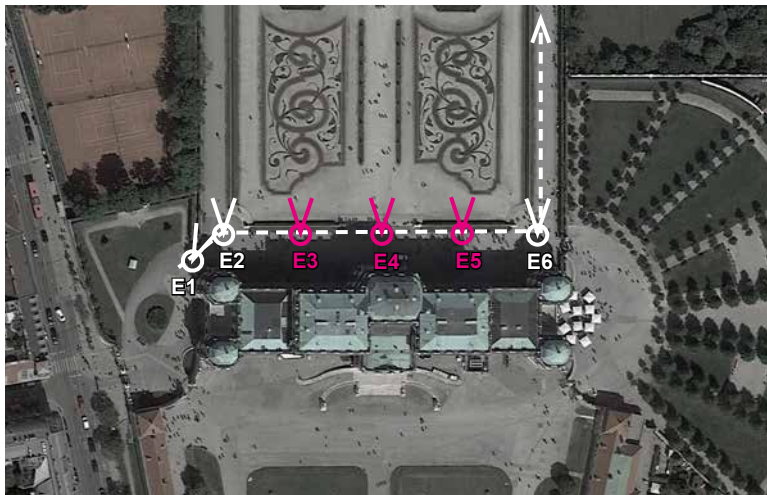
**Assessment:** The planned *Heumarkt Neu* project appears as the 'new' end of the axial Belvedere gardens, therefore particularly affecting the Baroque line of sight to the historic city centre. The dominance of *St. Stephen's Cathedral* in the historic cityscape is weakened, since the tower of the planned *Heumarkt Neu* creates a second high point which creates a new visual centre also due to its proximity to the viewer, therefore making it difficult to 'read' the historical urban development. As a consequence, the impacts have to be assessed as 'severely negative'.



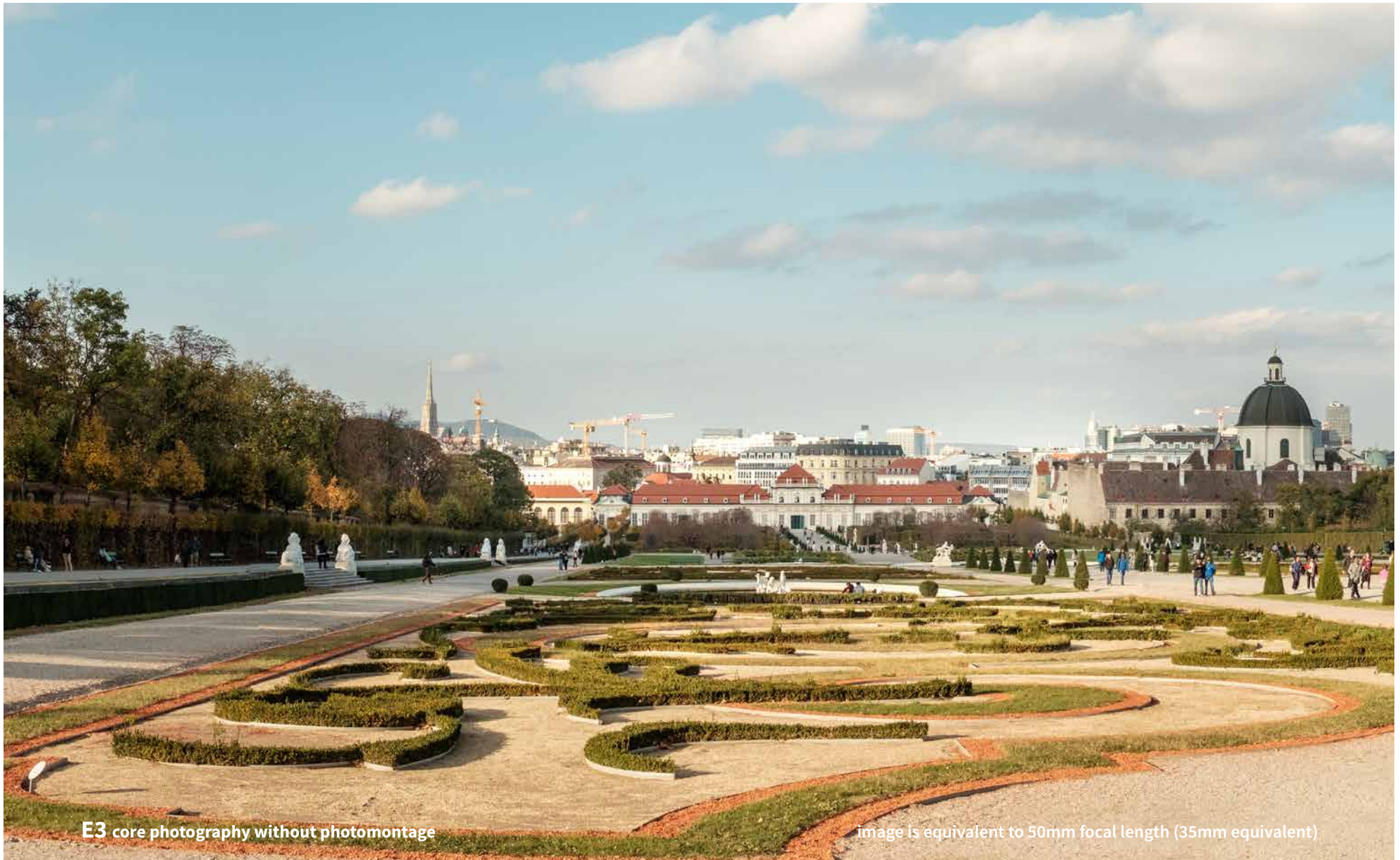


date: 26.10.2018 location E4: 48.191813,16.380863 aerial photography: Google Earth

focal length of individual photo (panorama-stitch): 42mm (35mm equivalent) visualisation: v-cube photography: Philipp Tebart

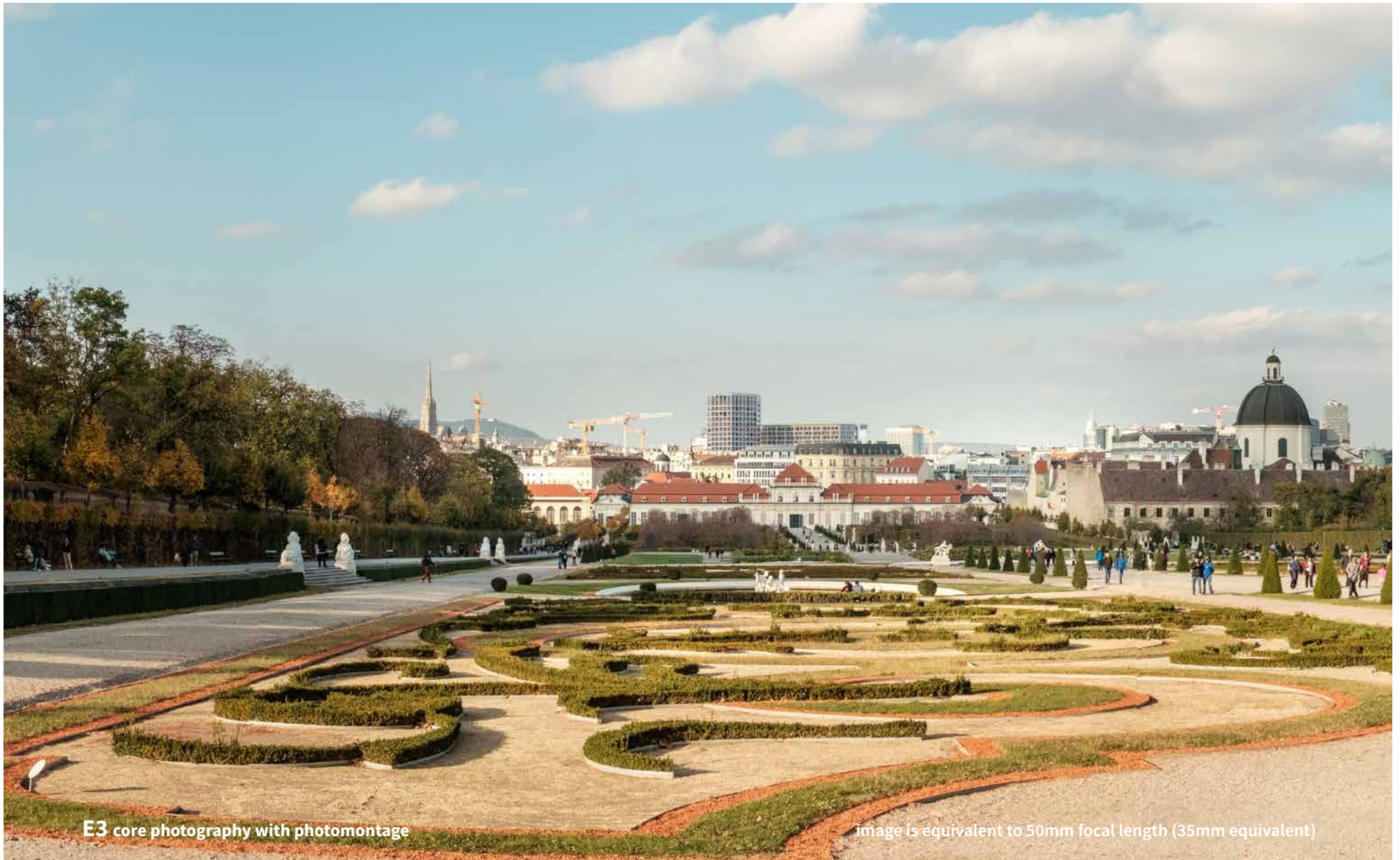


No.	Attributes	Current state	Planned project
1	Continuous exchange of values	major (-4)	severe (-5)
2	Monocentric urban structure	moderate (-3)	severe (-5)
3	Axial Baroque gardens	moderate (-3)	severe (-5)
4	Baroque visual connections	major (-4)	severe (-5)
5	Consistent design of the streetscapes	irrelevant	irrelevant
6	Mixed use	irrelevant	irrelevant
7	Leading European music centre	irrelevant	irrelevant
<b>Total</b>		<b>moderate-major (-3/-4)</b>	<b>severe(-5)</b>



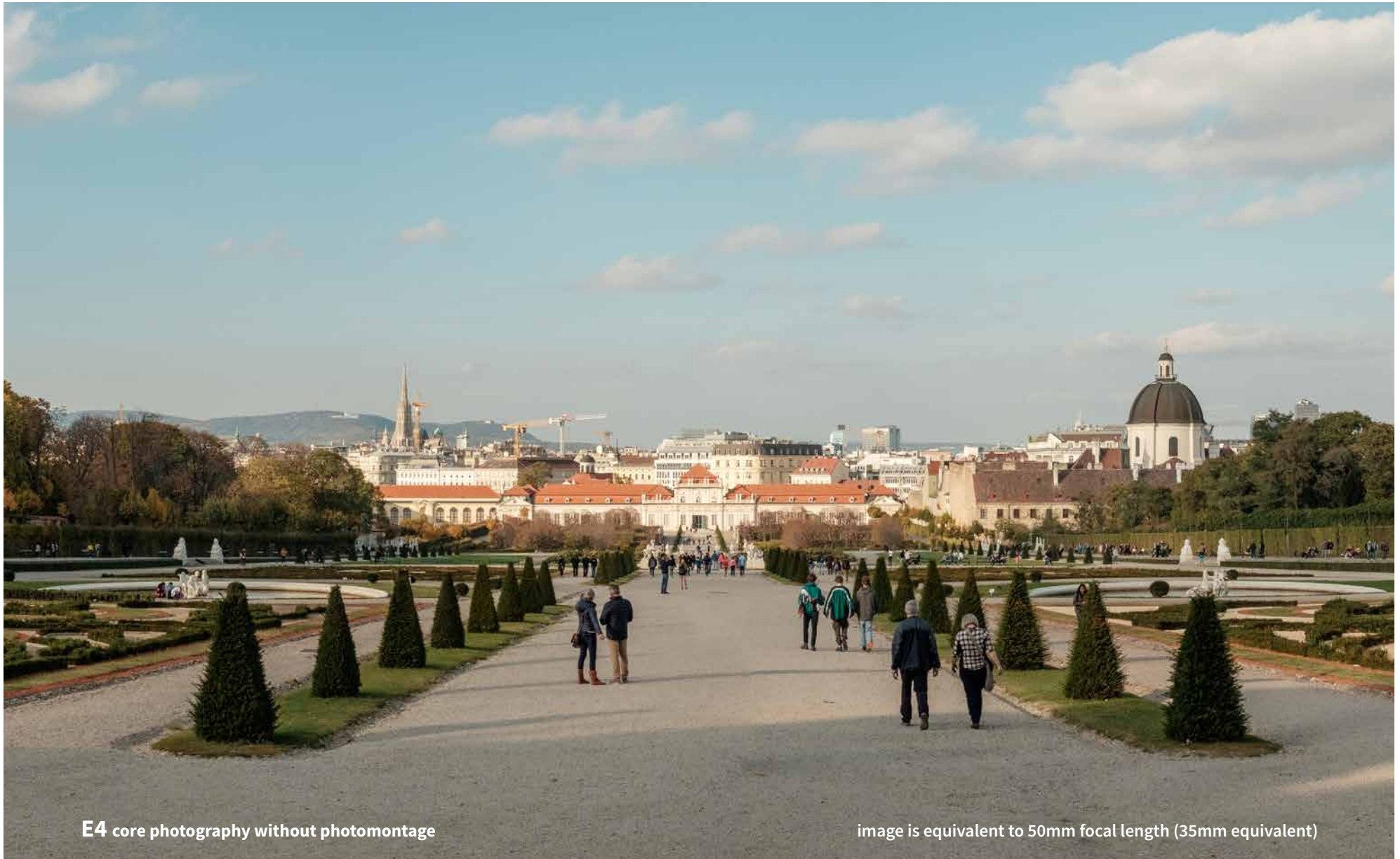
**E3** core photography without photomontage

image is equivalent to 50mm focal length (35mm equivalent)



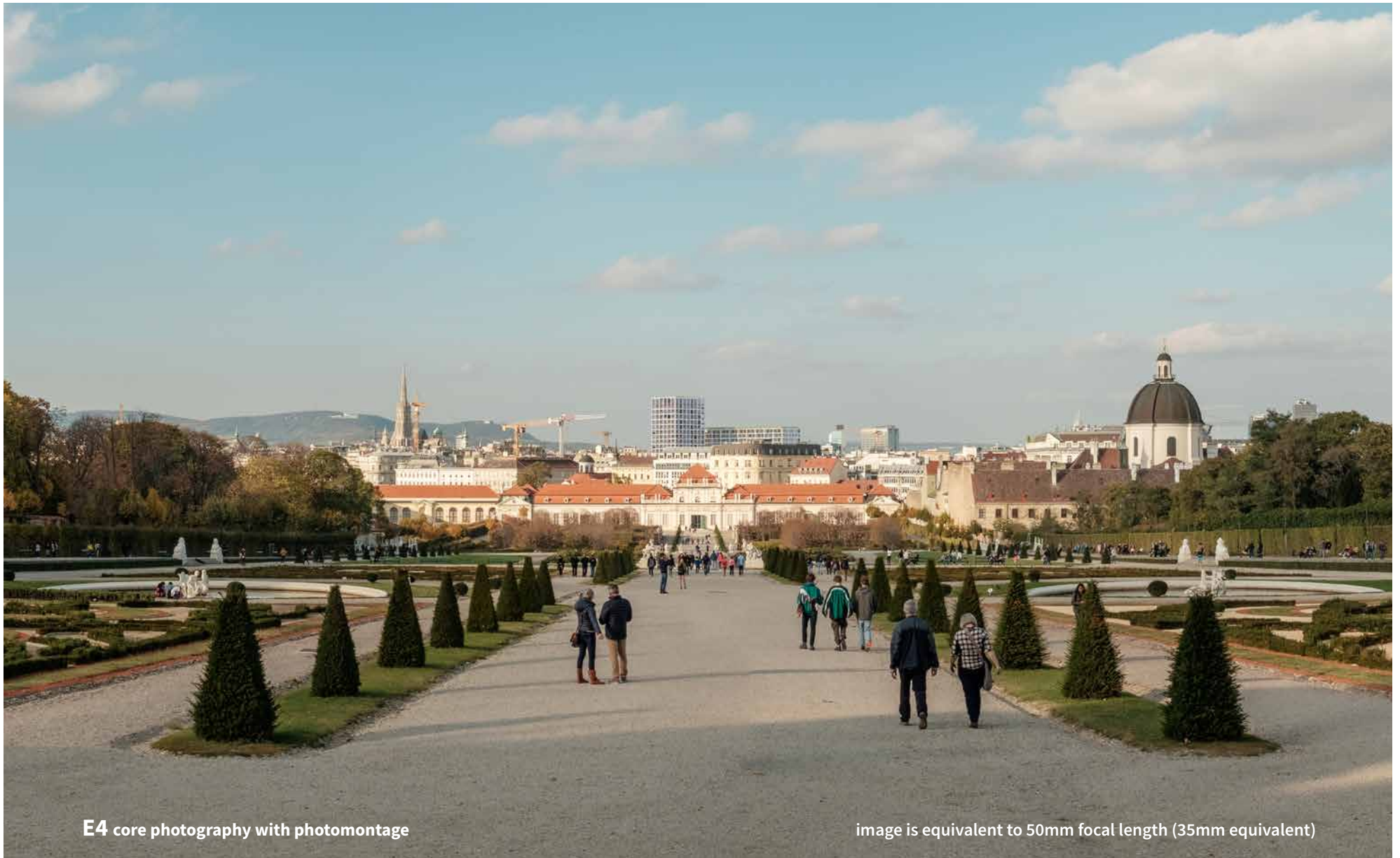
**E3** core photography with photomontage

image is equivalent to 50mm focal length (35mm equivalent)



**E4** core photography without photomontage

image is equivalent to 50mm focal length (35mm equivalent)



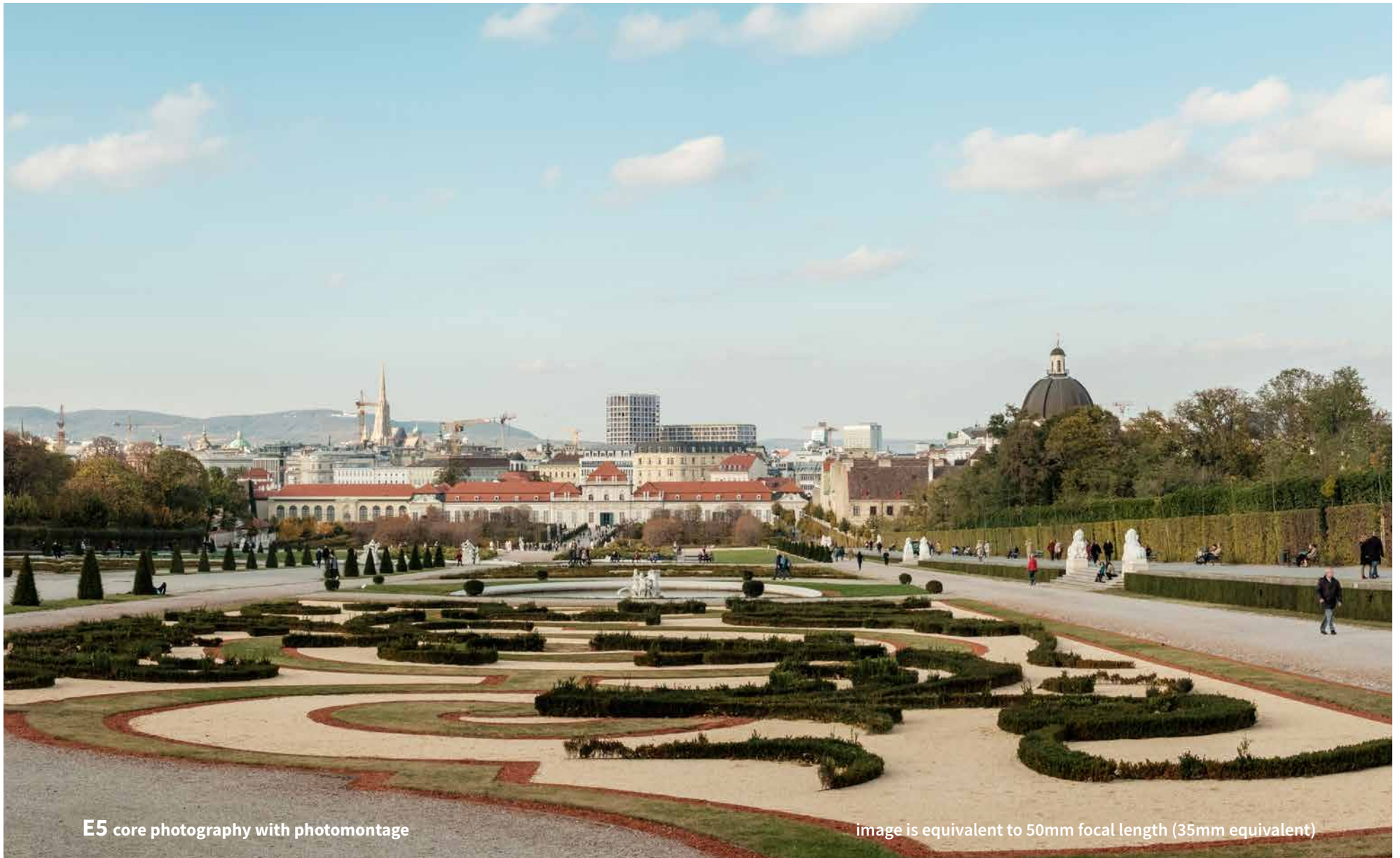
E4 core photography with photomontage

image is equivalent to 50mm focal length (35mm equivalent)



E5 core photography without photomontage

image is equivalent to 50mm focal length (35mm equivalent)



E5 core photography with photomontage

image is equivalent to 50mm focal length (35mm equivalent)



## SEQUENCE E - E6 EASTERN GARDEN AREA OF BELVEDERE

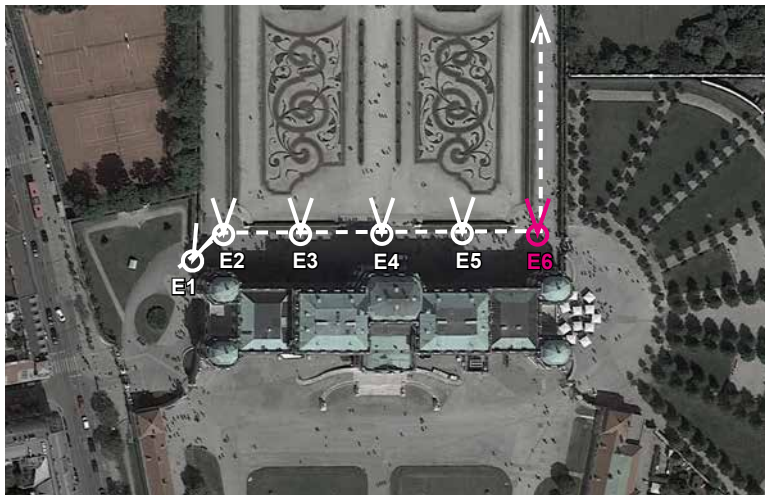
**Situation:** Seen from the eastern *Belvedere gardens*, the historic skyline of Vienna's city centre seems relatively intact. The high-rise developments in the area of the *Danube Canal / Leopoldstadt* are largely concealed by the historical buildings. *St. Stephen's Church* is still the dominant element of the historic city skyline.

**Assessment:** The tower as well as the slab-shaped building structure of the planned *Heumarkt Neu* project are clearly visible. Although the view of *St. Stephen's Cathedral* is not concealed, the *Heumarkt Neu* project results in an additional vertical dominant in the cityscape, which is much more highly visible. This would result in dramatic changes of the appearance of the city's historic skyline, making it more difficult to 'read' the historical urban development. As a consequence, the impacts have to be assessed as 'severely negative'.

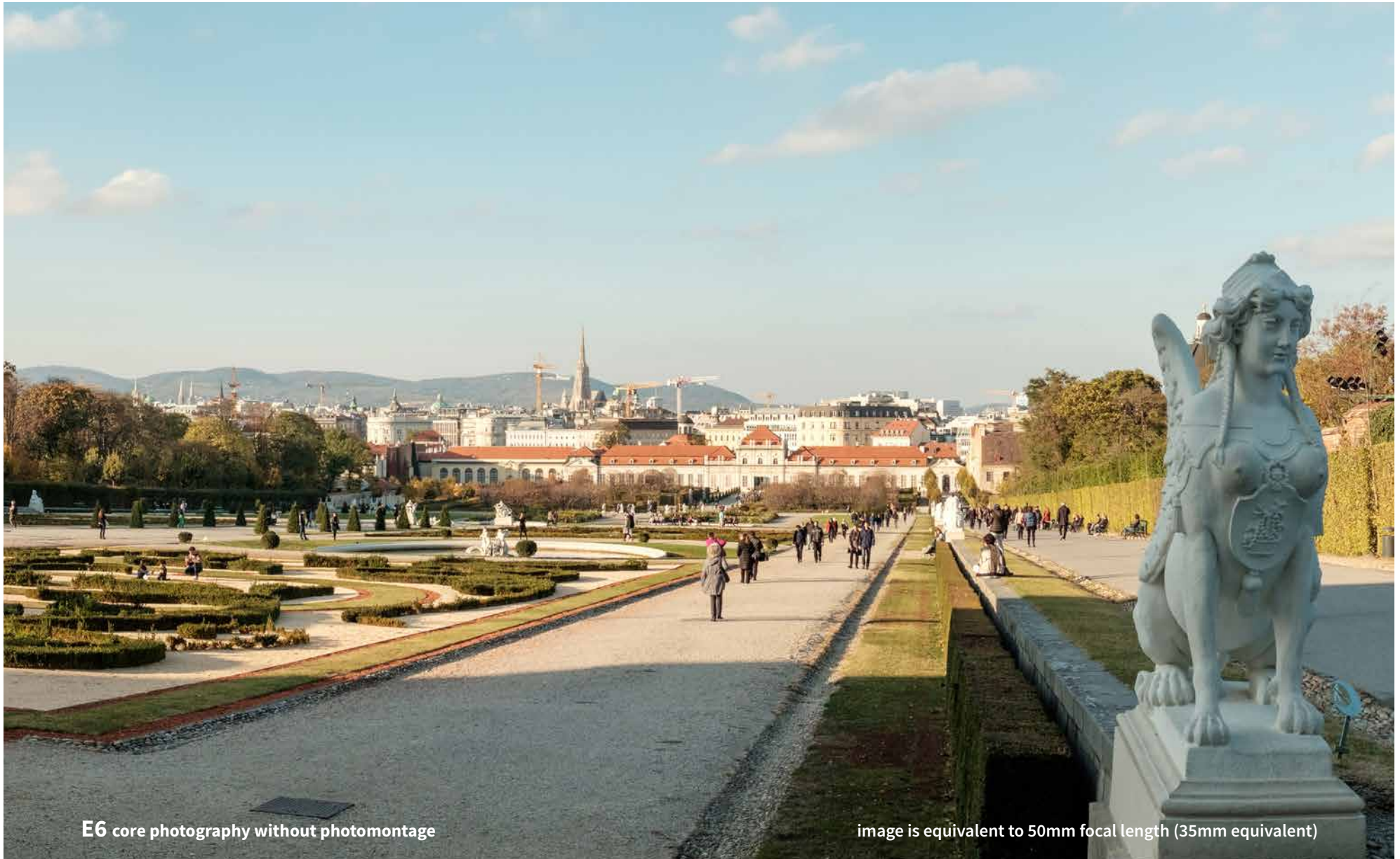


date: 26.10.2018 location: 48.191903,16.381497 aerial photography: Google Earth

focal length of individual photo (panorama-stitch): 42mm (35mm equivalent) visualisation: v-cube photography: Philipp Tebart

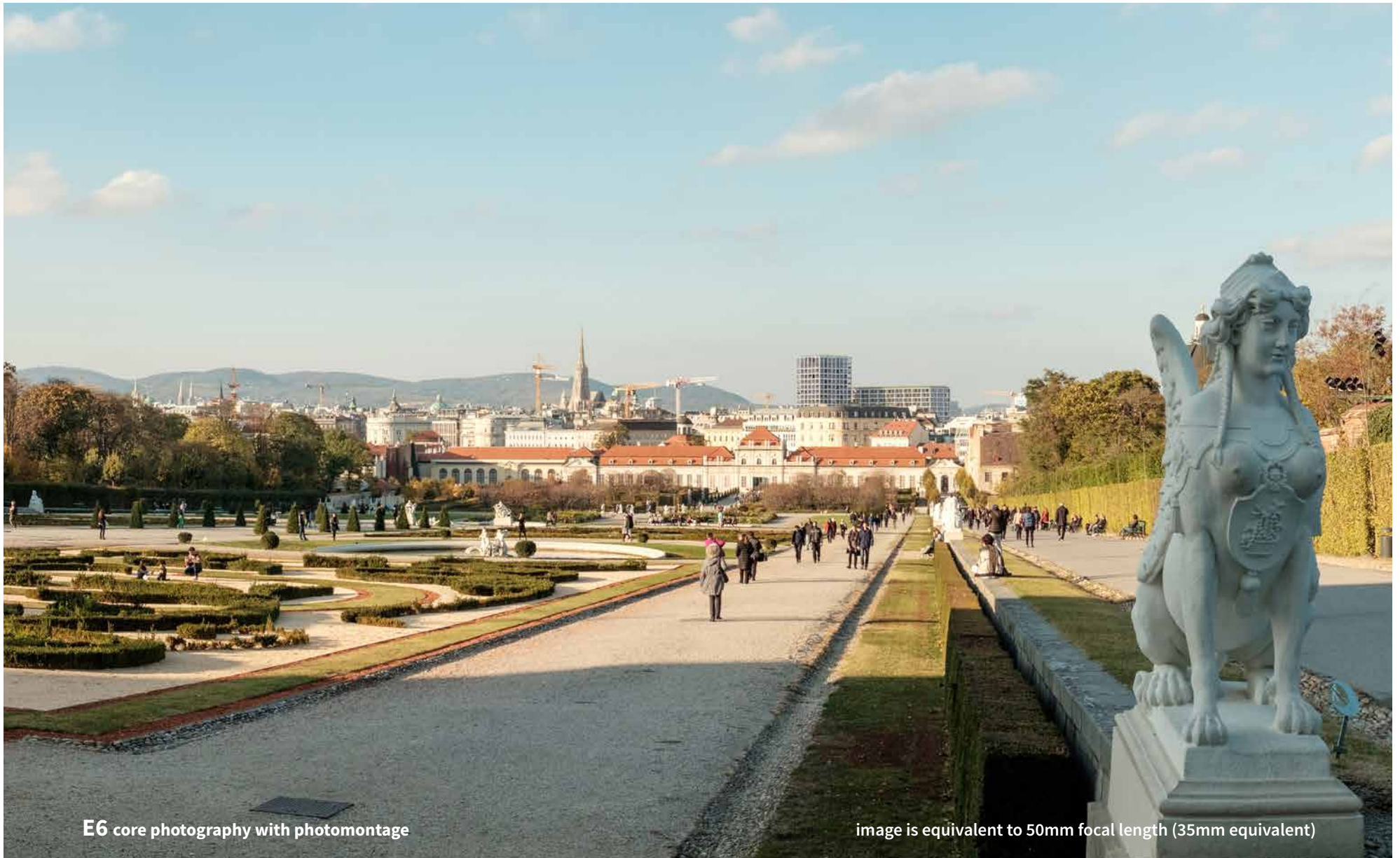


No.	Attributes	Current state	Planned project
1	Continuous exchange of values	major (-4)	severe (-5)
2	Monocentric urban structure	moderate (-3)	severe (-5)
3	Axial Baroque gardens	moderate (-3)	severe (-5)
4	Baroque visual connections	major (-4)	severe (-5)
5	Consistent design of the streetscapes	irrelevant	irrelevant
6	Mixed use	irrelevant	irrelevant
7	Leading European music centre	irrelevant	irrelevant
<b>Total</b>		<b>moderat-groß (-3/-4)</b>	<b>severe (-5)</b>



**E6** core photography without photomontage

image is equivalent to 50mm focal length (35mm equivalent)



**E6** core photography with photomontage

image is equivalent to 50mm focal length (35mm equivalent)



## SEQUENCE E - E7 EASTERN AREA OF MIDDLE PARTERRE

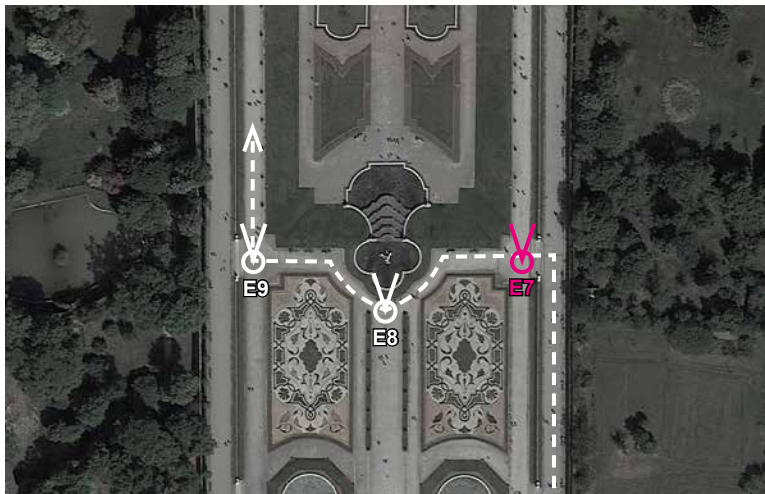
**Situation:** This viewpoint in the eastern part of the middle parterre of *Belvedere gardens* shows the *Lower Belvedere* in the foreground, and the skyline of the historic city centre in the background. The tower of *St. Stephen's Church* is clearly visible in the centre of the image. Compared with the viewpoints in front of the *Upper Belvedere*, the eye point is lower. Therefore, the high-rise developments in the area of *Danube Canal / Leopoldstadt* are not visible, so that the historical city skyline is largely unaffected.

**Assessment:** The tower of the planned *Heumarkt Neu* project appears next to *St. Stephen's Cathedral* and the cupola of the *Salesian Convent* as the third dominant high point above the historical city sky-line. Some parts of the slab-shaped building structure of the planned *Heumarkt Neu* project are also visible, which strongly affects the original appearance of *St. Stephen's Church* as the visual centre of the city. This is all the more problematic because this view of the city has been largely unaffected until now. As a consequence, the visual impacts have to be assessed as 'severely negative'.



date: 26.10.2018 location: 48.193352,16.381141 aerial photography: *Google Earth*

focal length of individual photo (*panorama-stitch*): 42mm (35mm equivalent) visualisation: *v-cube* photography: *Philipp Tebart*



No.	Attributes	Current state	Planned project
1	Continuous exchange of values	minor (-2)	severe (-5)
2	Monocentric urban structure	minor (-2)	severe (-5)
3	Axial Baroque gardens	minor (-2)	major (-4)
4	Baroque visual connections	minor (-2)	severe (-5)
5	Consistent design of the streetscapes	irrelevant	irrelevant
6	Mixed use	irrelevant	irrelevant
7	Leading European music centre	irrelevant	irrelevant
<b>Total</b>		<b>minor (-2)</b>	<b>severe (-5)</b>



**E7 core photography without photomontage**

image is equivalent to 50mm focal length (35mm equivalent)



**E7** core photography with photomontage

image is equivalent to 50mm focal length (35mm equivalent)



## SEQUENCE E - E8 CENTRAL GARDEN AXIS OF MIDDLE PARTERRE

**Situation:** This viewpoint in the central area of the Middle Parterre of the *Belvedere gardens* shows a front view of the *Lower Belvedere* with the skyline of the historic city centre in the background. The tower of *St. Stephen's Church* is clearly visible. Due to the lower eye point, the high-rise developments in the area of *Danube Canal / Leopoldstadt* are only slightly visible, so that the historical city skyline appears largely unaffected.

**Assessment:** The tower of the planned *Heumarkt Neu* project is clearly visible, appearing in the centre as the second dominant high point of the city skyline, visually dominating *St. Stephen's Cathedral*. As a consequence, the tower of *St. Stephen's Church* is less dominant, strongly devaluing its original appearance as the visual centre of the city and making it more difficult to 'read' the historical city skyline. In addition, the end of the Baroque axis of the *Belvedere gardens* would now be the tower of the planned *Heumarkt Neu* project, which would strongly alienate the axis. Therefore the visual impacts have to be assessed as 'severely negative'.

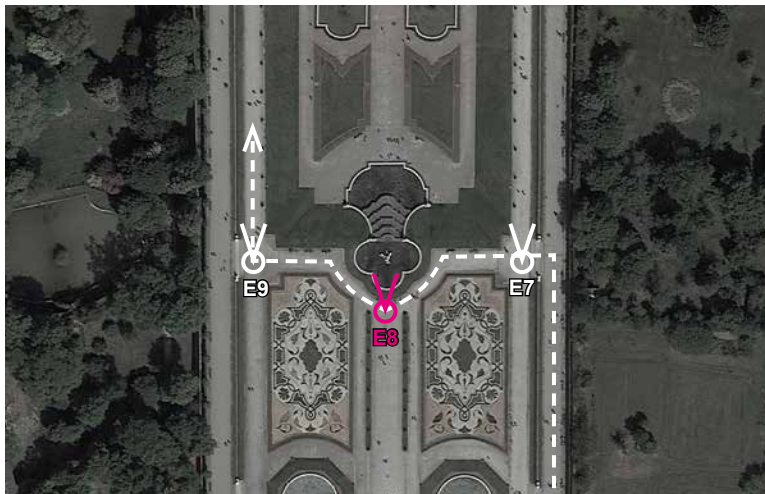
Historic photograph of Middle Parterre



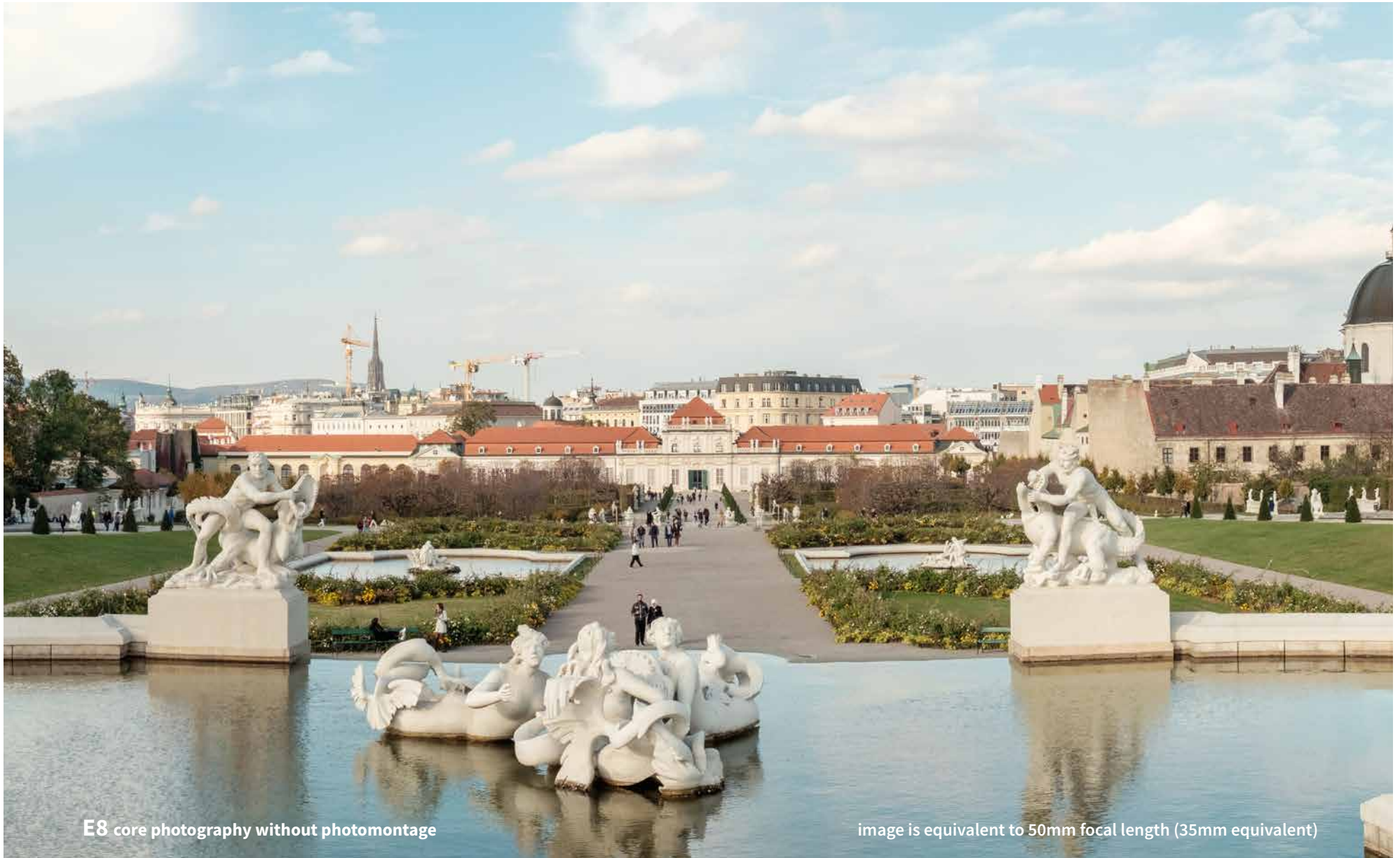


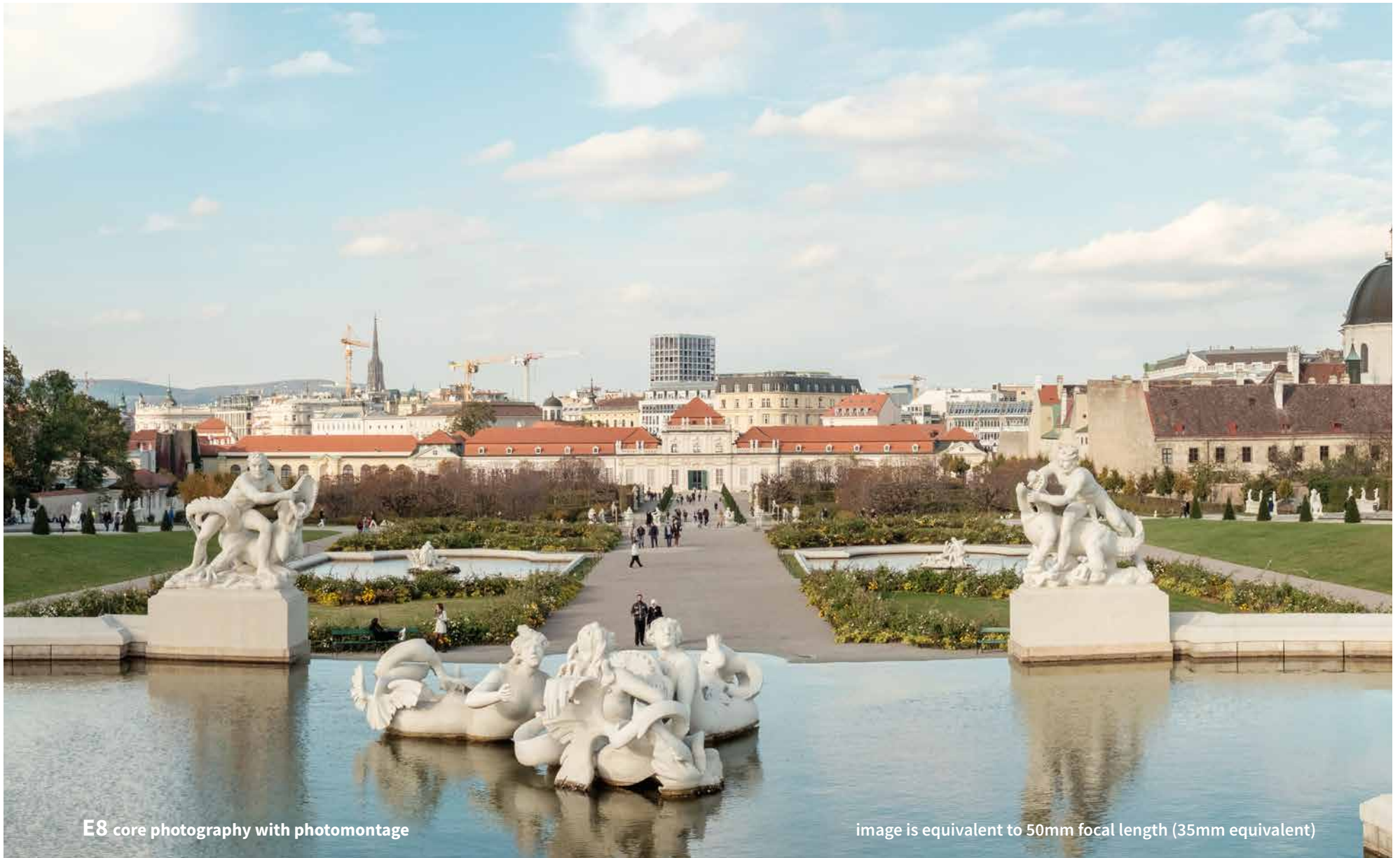
date: 26.10.2018 location: 48.193142,16.380576 aerial photography: Google Earth

focal length of individual photo (panorama-stitch): 42mm (35mm equivalent) visualisation: v-cube photography: Philipp Tebart



No.	Attributes	Current state	Planned project
1	Continuous exchange of values	minor (-2)	severe (-5)
2	Monocentric urban structure	minor (-2)	severe (-5)
3	Axial Baroque gardens	minor (-2)	severe (-5)
4	Baroque visual connections	minor (-2)	severe (-5)
5	Consistent design of the streetscapes	irrelevant	irrelevant
6	Mixed use	irrelevant	irrelevant
7	Leading European music centre	irrelevant	irrelevant
<b>Total</b>		<b>minor (-2)</b>	<b>severe (-5)</b>





E8 core photography with photomontage

image is equivalent to 50mm focal length (35mm equivalent)



## SEQUENCE E - E9 WESTERN AREA OF MIDDLE PARTERRE

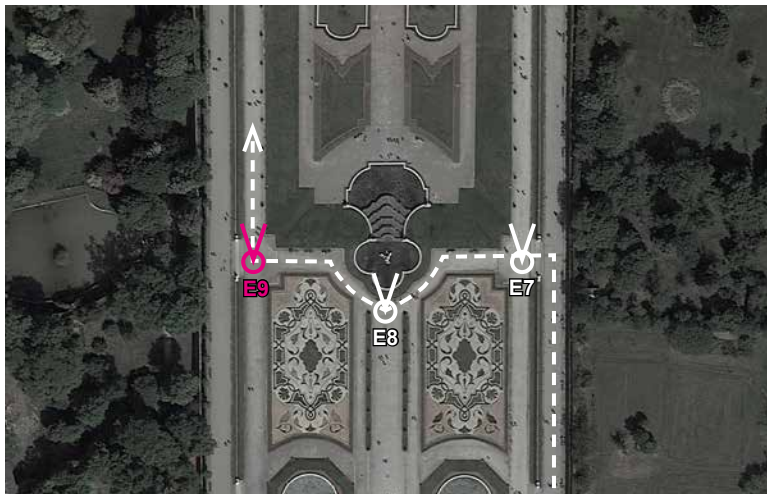
**Situation:** This viewpoint shows the *Lower Belvedere* in the foreground of the historic city centre. As seen from this viewpoint, the tower of *St. Stephen's Cathedral* is less dominant in the historical city skyline, since it moves out of the centre of the image.

**Assessment:** The tower of the planned *Heumarkt Neu* project appears as a dominant high point in the centre above the historical city skyline. Therefore, the tower of *St. Stephen's Church* is strongly devalued in its role as the visual centre of the city. In addition, the intention of *Belvedere gardens* to draw the gaze to the distance is impaired. Consequently, the visual impacts have to be assessed as 'severely negative'.



date: 26.10.2018 location: 48.193176,16.380604 aerial photography: Google Earth

focal length of individual photo (panorama-stitch): 42mm (35mm equivalent) visualisation: v-cube photography: Philipp Tebart



No.	Attributes	Current state	Planned project
1	Continuous exchange of values	negligible (-1)	severe (-5)
2	Monocentric urban structure	negligible (-1)	severe (-5)
3	Axial Baroque gardens	minor (-2)	severe (-5)
4	Baroque visual connections	minor (-2)	severe (-5)
5	Consistent design of the streetscapes	irrelevant	irrelevant
6	Mixed use	irrelevant	irrelevant
7	Leading European music centre	irrelevant	irrelevant
<b>Total</b>		<b>minor (-2)</b>	<b>severe (-5)</b>



**E9** core photography without photomontage

image is equivalent to 50mm focal length (35mm equivalent)



**E9** core photography with photomontage

image is equivalent to 50mm focal length (35mm equivalent)

### >Sequence F: Albertina

The *Opera House* was built during the *Gründerzeit* times as the first representative public building of the *Ringstraße ensemble*. Although its natural stone facade sets the monumental building apart from its urban context, it creates a consistent image of the streetscape together with the other adjacent buildings.

The sequence from *Albertina* in the direction of *Walfischgasse* serves to investigate the potential impacts of the planned *Heumarkt Neu* project from the perspective of Vienna's historic city centre.



Fig. 11.3: Sequence F –  
*Albertina* (© Google  
Earth / mkphc)



viewpoints sequence F - Albertina



## SEQUENCE F - F1

## ALBERTINAPLATZ

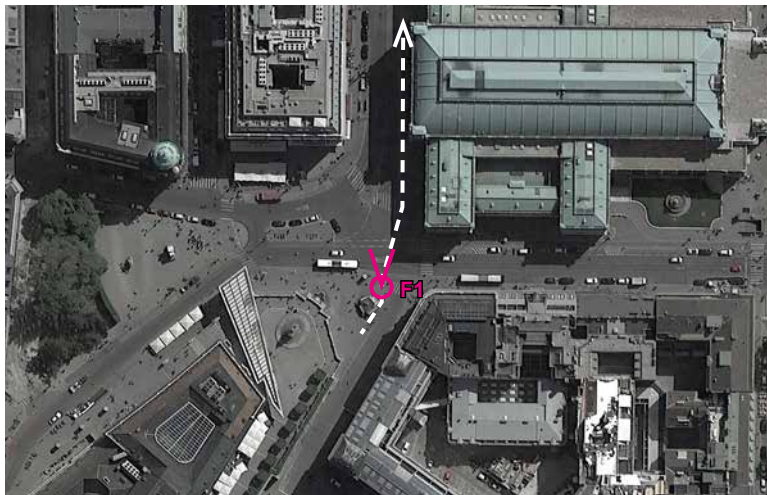
**Situation:** The viewpoint at *Albertinaplatz* provides a typical view of the *Gründerzeit*-style *Ringstraße* ensemble, which also has a high degree of recognition due to the immediate proximity to the *Vienna State Opera* and the *Albertina Museum*. The uniform appearance of the *Gründerzeit*-style closed development along *Philharmoniker Straße*, which is typical for the *Ringstraße* ensemble, is characteristic. Currently there are no impairments of the historical ensemble. Sequence F shows a further viewpoint F2 at the corner of *Philharmoniker Straße* / *Kärntner Straße*, which, however, has proved to be irrelevant, since already from there the tower of the planned *Heumarkt Neu* project would be completely obscured. For visualisation, the viewpoint F2 is shown on page 171 with a colored overlay of the planned new building.

**Assessment:** The two top floors of the tower of the planned *Heumarkt Neu* project would be clearly visible from *Albertinaplatz*. However, since the change would affect only the background of the historical ensemble, it would change the character of the street only to a limited extent. The impacts of the planned *Heumarkt Neu* project have to be assessed as 'minor-moderately negative'.

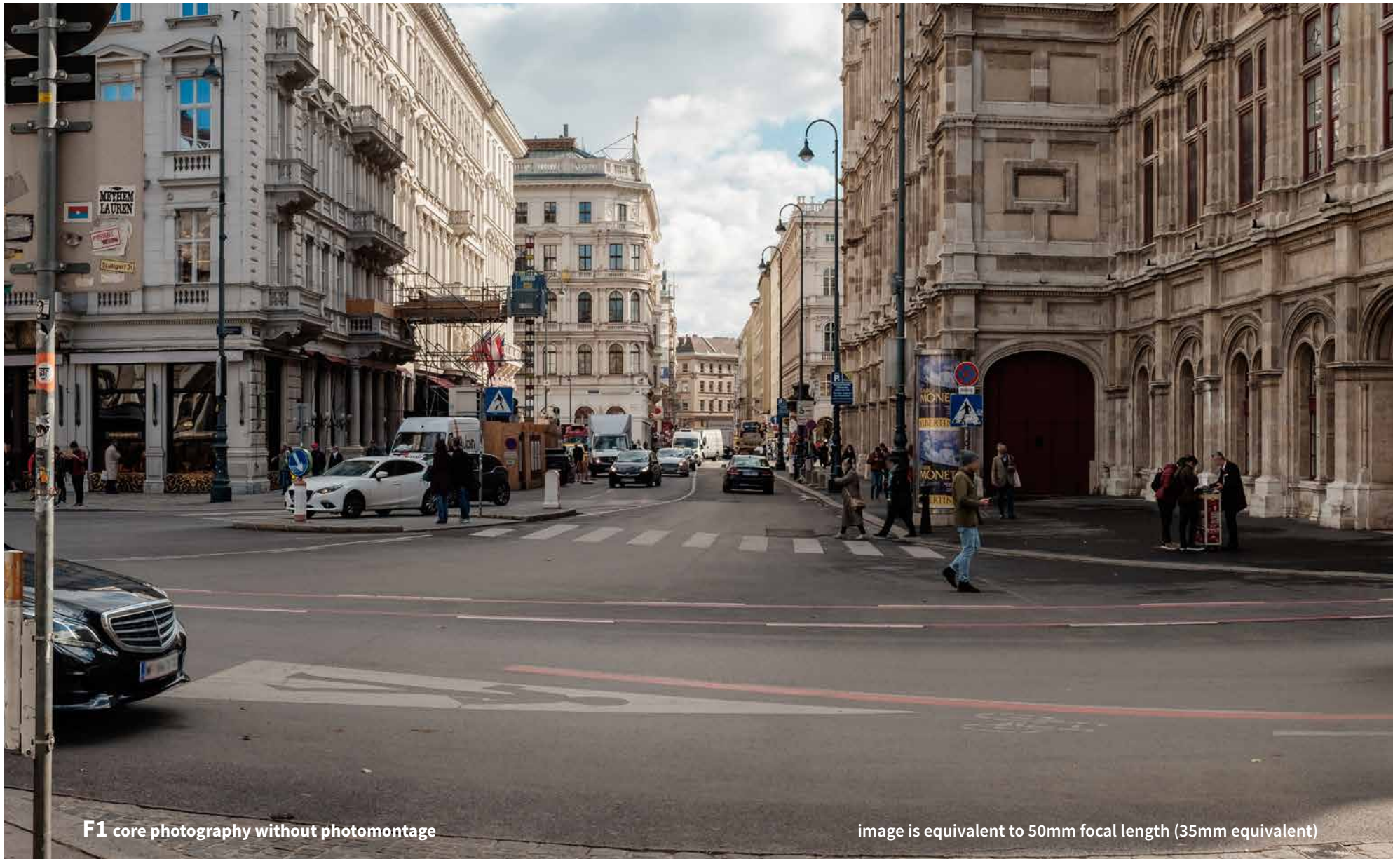


date: 26.10.2018 location: 48.204033, 16.368508 aerial photography: Google Earth

focal length of individual photo (panorama-stitch): 32mm (35mm equivalent) visualisation: v-cube photography: Philipp Tebart



No.	Attributes	Current state	Planned project
1	Continuous exchange of values	no impairment	minor/ moderate (-2/-3)
2	Monocentric urban structure	irrelevant	irrelevant
3	Axial Baroque gardens	irrelevant	irrelevant
4	Baroque visual connections	irrelevant	irrelevant
5	Consistent design of the streetscapes	no impairment	minor/ moderate (-2/-3)
6	Mixed use	no impairment	irrelevant
7	Leading European music centre	no impairment	irrelevant
<b>Total</b>		<b>no impairment</b>	<b>minor/ moderate (-2/-3)</b>



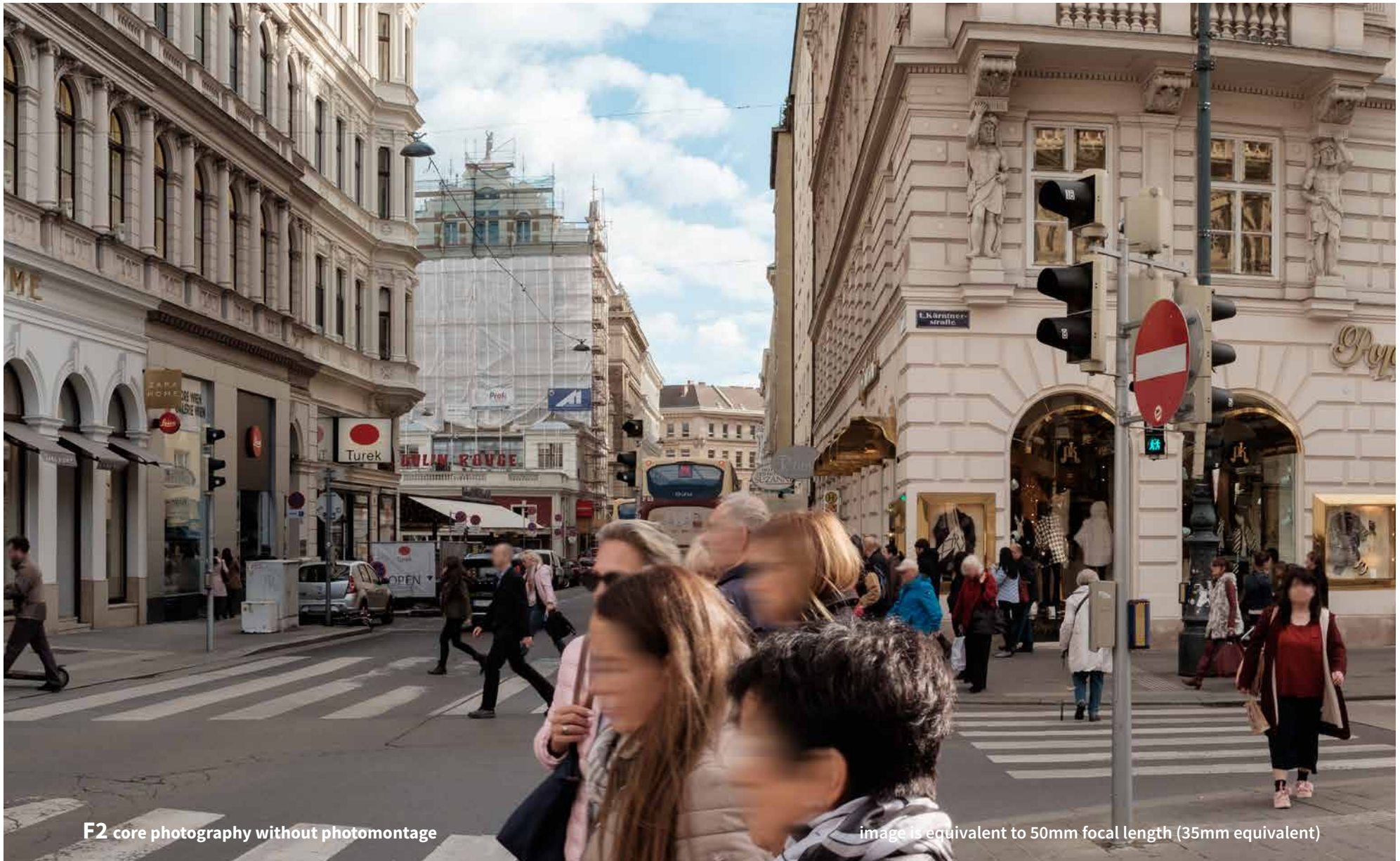
F1 core photography without photomontage

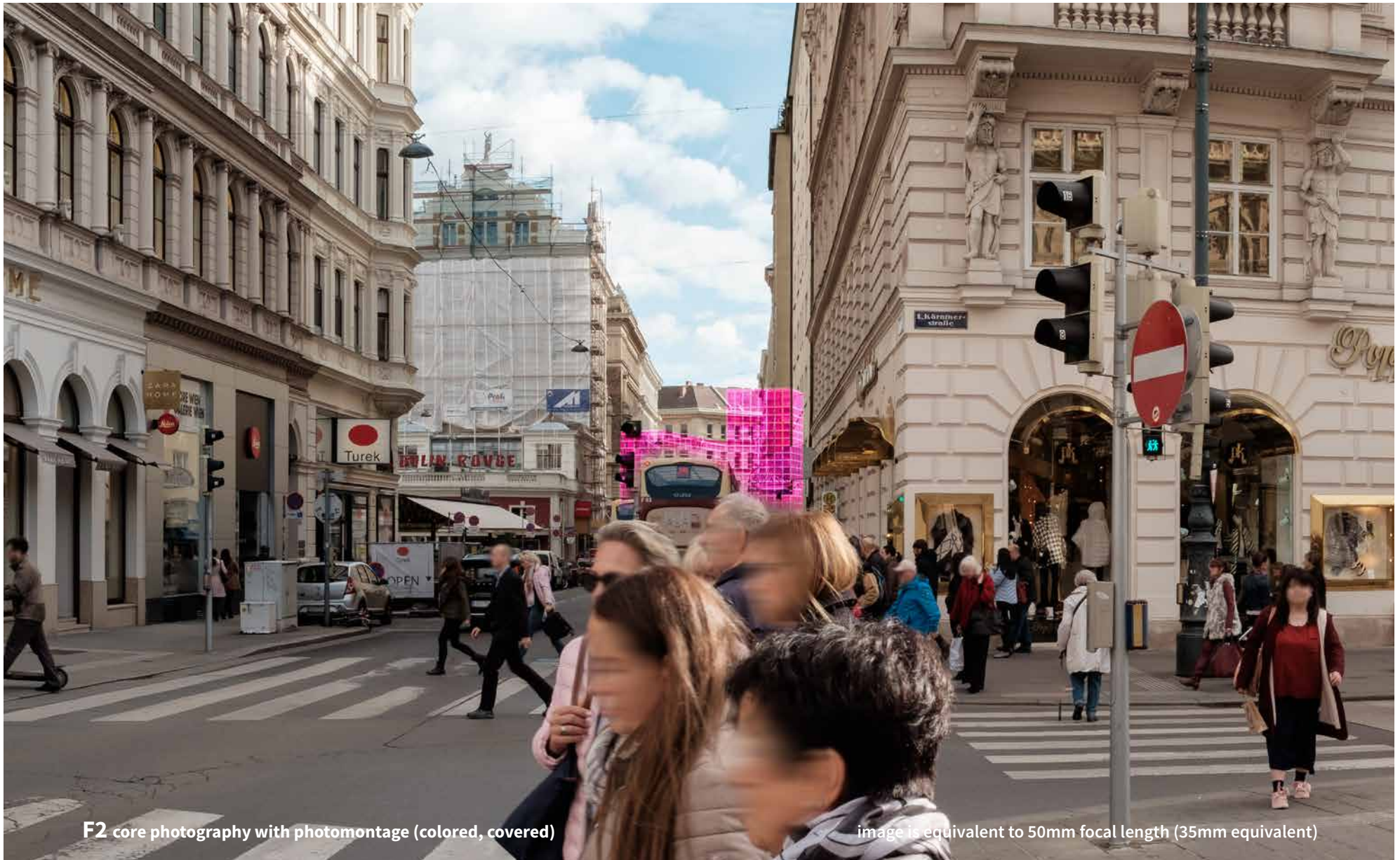
image is equivalent to 50mm focal length (35mm equivalent)



**F1** core photography with photomontage

image is equivalent to 50mm focal length (35mm equivalent)





F2 core photography with photomontage (colored, covered)

image is equivalent to 50mm focal length (35mm equivalent)

### >Sequence G: Stadtpark

The *Stadtpark* forms an essential part of the green areas replacing the open space of the *Glacis* after the *Ringstraße ensemble* was built. The park, which was designed in the style of an English landscape garden, is divided into two parts by *Wien River*, which are linked by various bridges. These bridges are of great importance because they link the two districts 1 and 3. *Sequence G* shows the current situation and the visual impacts of the planned *Heumarkt Neu* project from key viewpoints, in particular the bridges in the *Stadtpark*.




Fig. 11.4: Individual image sequence G – Stadtpark (© Google Earth/ mkphc)

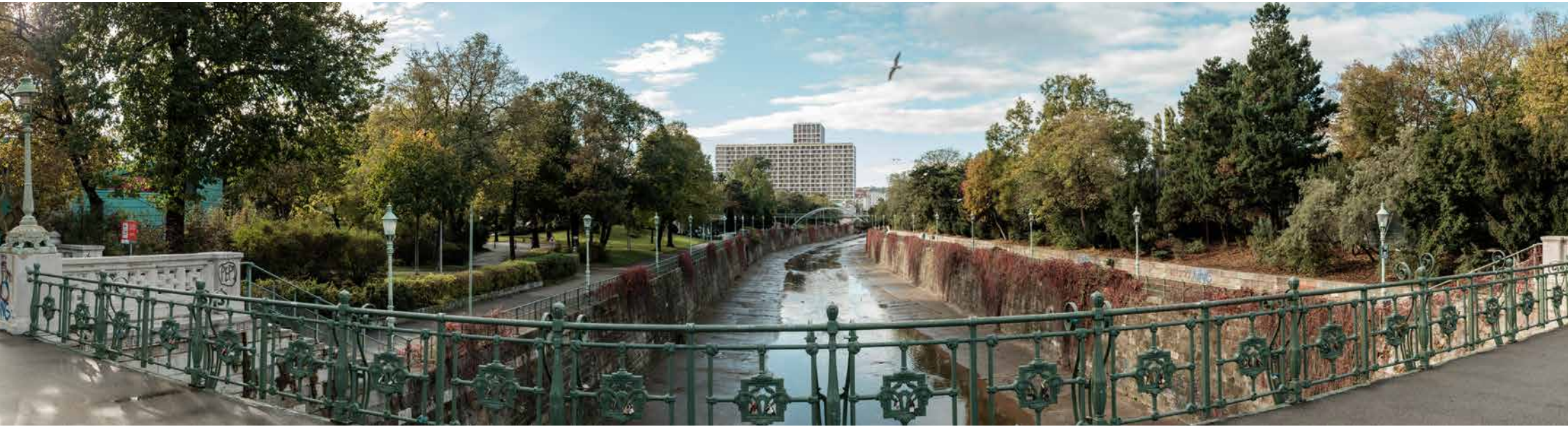




## SEQUENCE G - G1 LITTLE HUNGARIAN BRIDGE

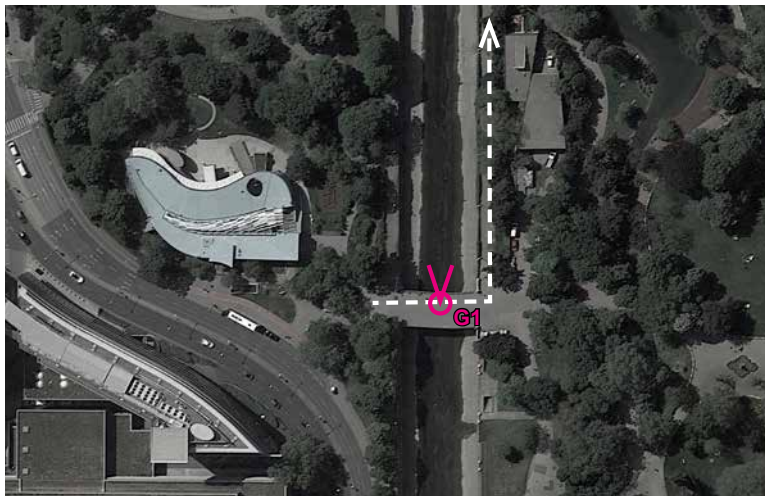
**Situation:** *Little Hungarian Bridge* serves as a link between districts 1 and 3 and is relatively busy. From here, you can look through the *Stadtpark* across *Wien River* into the direction of the *Heumarkt Area*. Due to its large scale, the slab-shaped structure of the existing *Intercontinental Hotel* is very dominant from this viewpoint, since it conceals the perception of the *Ringstraße ensemble* seen from the *Stadtpark*. Only parts of the *Konzerthaus* are visible. This effect is intensified by the fact that the urban design of the hotel building is not in line with the buildings of the *Ringstraße ensemble*.

**Assessment:** Due to the greater height and length of its side wing and the larger tower of the new building, the planned *Heumarkt Neu* project appears even more dominant than the present buildings of the *Heumarkt Area*. The distinction between the *Stadtpark* and the *Ringstraße ensemble* becomes even more prominent, and therefore the impacts have to be assessed as 'severely negative'.

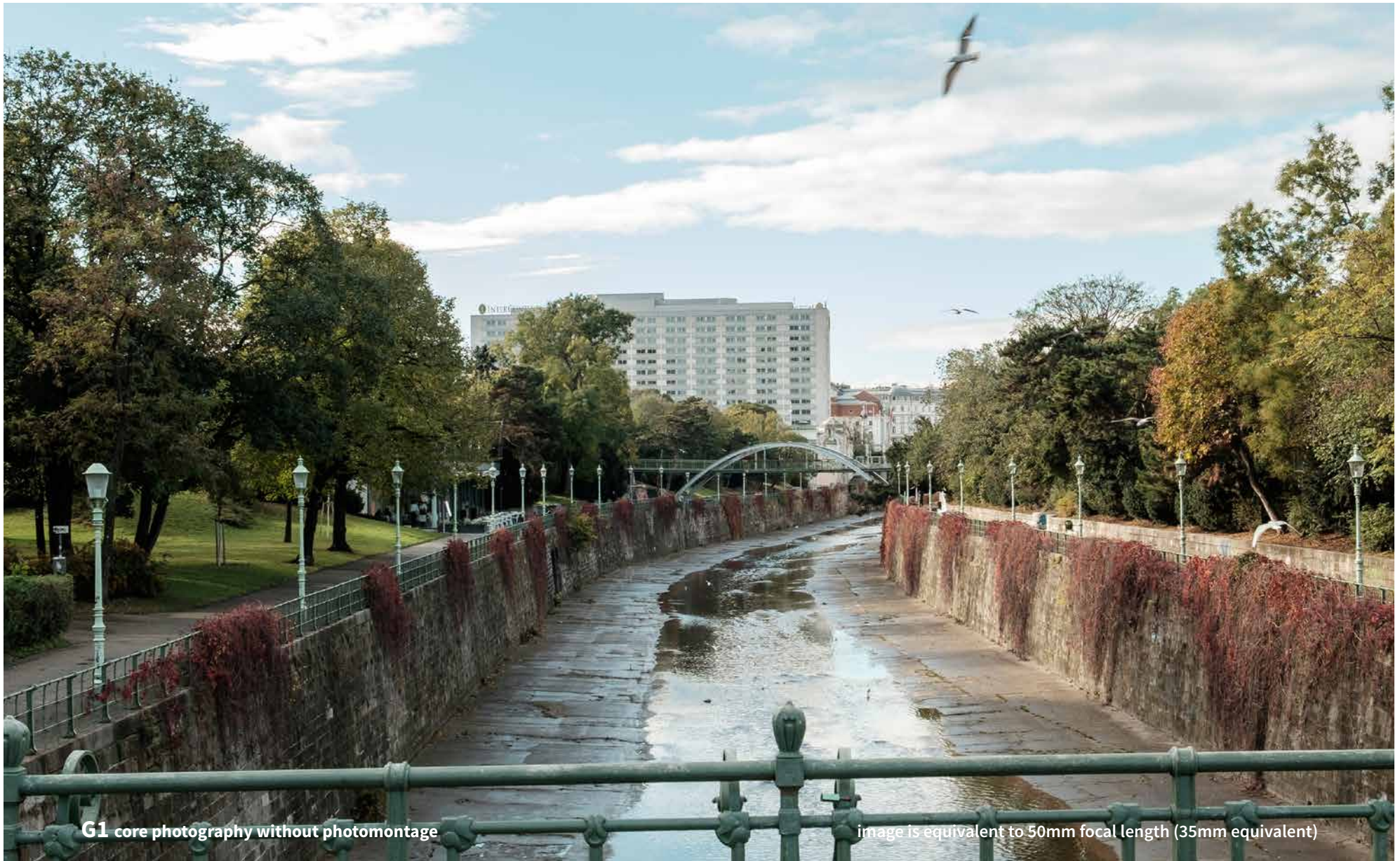


date: 26.10.2018 location: 48.205659,16.381788 aerial photography: Google Earth

focal length of individual photo (panorama-stitch): 35mm (35mm equivalent) visualisation: v-cube photography: Philipp Tebart

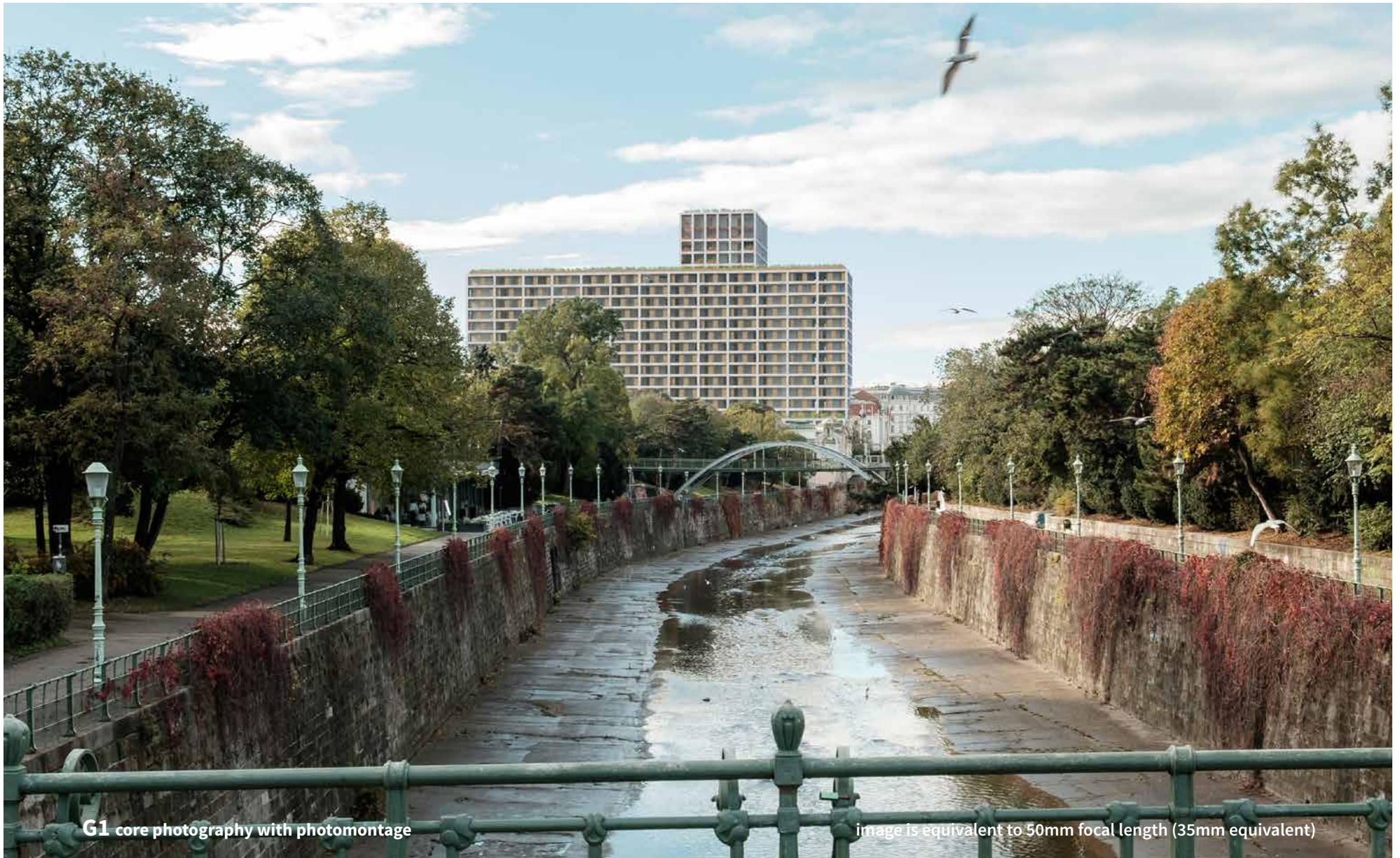


No.	Attributes	Current state	Planned project
1	Continuous exchange of values	major (-4)	severe (-5)
2	Monocentric urban structure	irrelevant	irrelevant
3	Axial Baroque gardens	irrelevant	irrelevant
4	Baroque visual connections	irrelevant	irrelevant
5	Consistent design of the streetscapes	major (-4)	severe (-5)
6	Mixed use	irrelevant	irrelevant
7	Leading European music centre	major (-4)	major (-4)
<b>Total</b>		<b>major (-4)</b>	<b>severe (-5)</b>



G1 core photography without photomontage

image is equivalent to 50mm focal length (35mm equivalent)



G1 core photography with photomontage

image is equivalent to 50mm focal length (35mm equivalent)



## SEQUENCE G - G2 STADTPARK BRIDGE

**Situation:** The *Stadtpark Bridge* is heavily used by pedestrian traffic, since it connects districts 1 and 3. Similar to the *Little Hungarian Bridge*, it offers a view along the *Wien River*, and some parts of the *Konzerthaus* at the *Heumarkt Area* are visible in the background. Seen from the *Stadtpark Bridge*, the existing *Intercontinental Hotel* also makes a very dominant statement because it interrupts the visual contact to the historical *Ringstraße ensemble* and the *Konzerthaus* to some extent.

**Assessment:** Due to the higher and longer slab-shaped wing, the planned *Heumarkt Neu* project gives an even more dominant impression than the existing *Intercontinental Hotel*. This effect is even increased by the clearly visible tower of the project. The impacts have to be assessed as 'severely negative'.

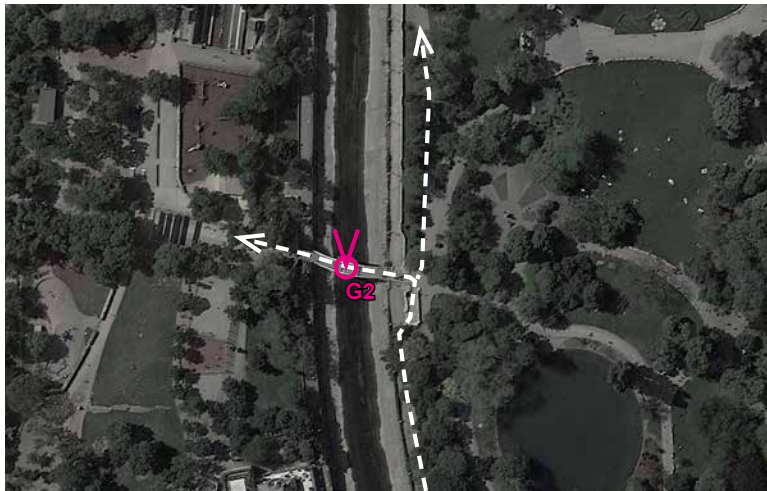
Historic photograph of *Wienportal im Stadtpark*



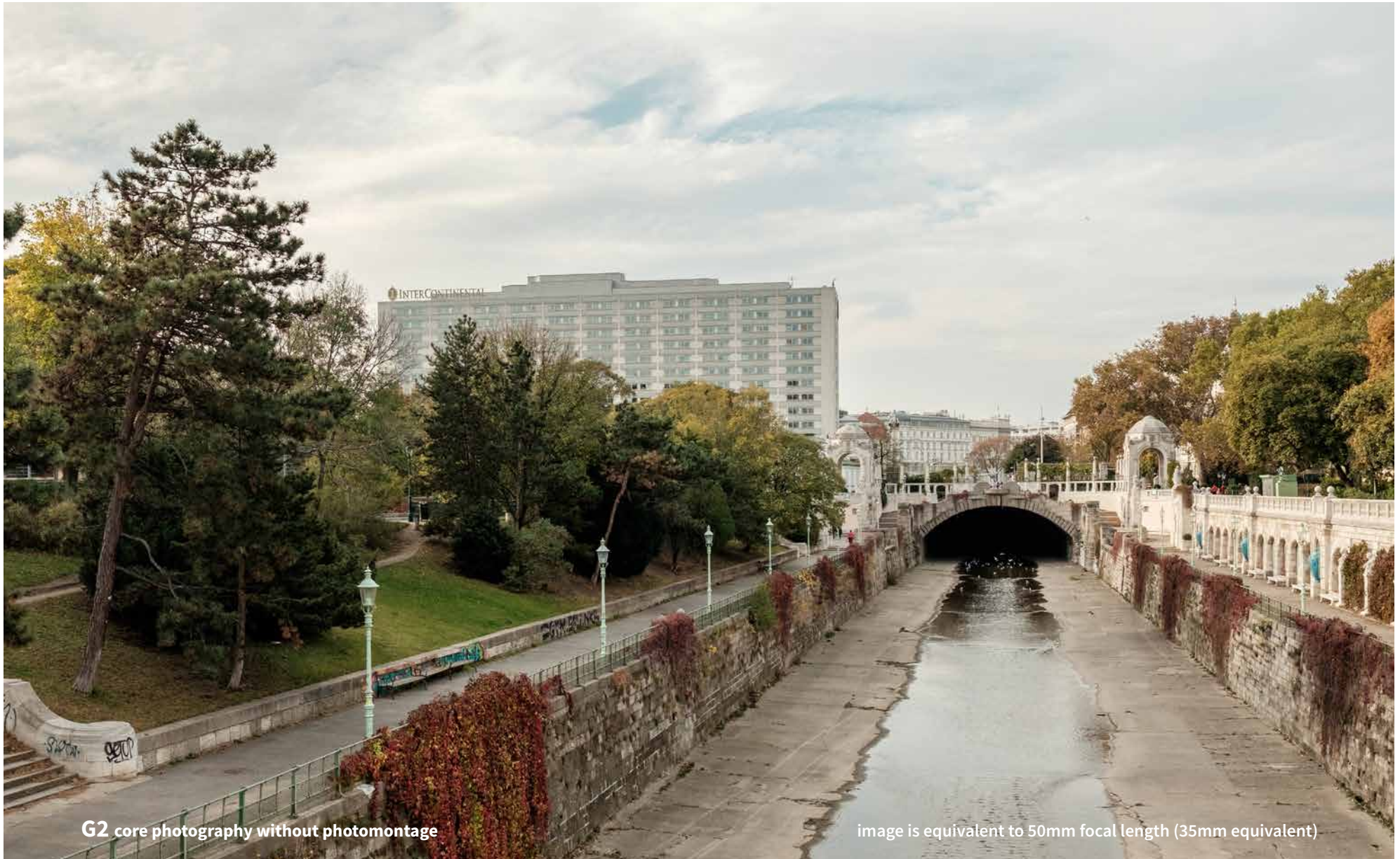


date: 26.10.2018 location: 48.204002,16.380391 aerial photography: Google Earth

focal length of individual photo (panorama-stitch): 35mm (35mm equivalent) visualisation: v-cube photography: Philipp Tebart

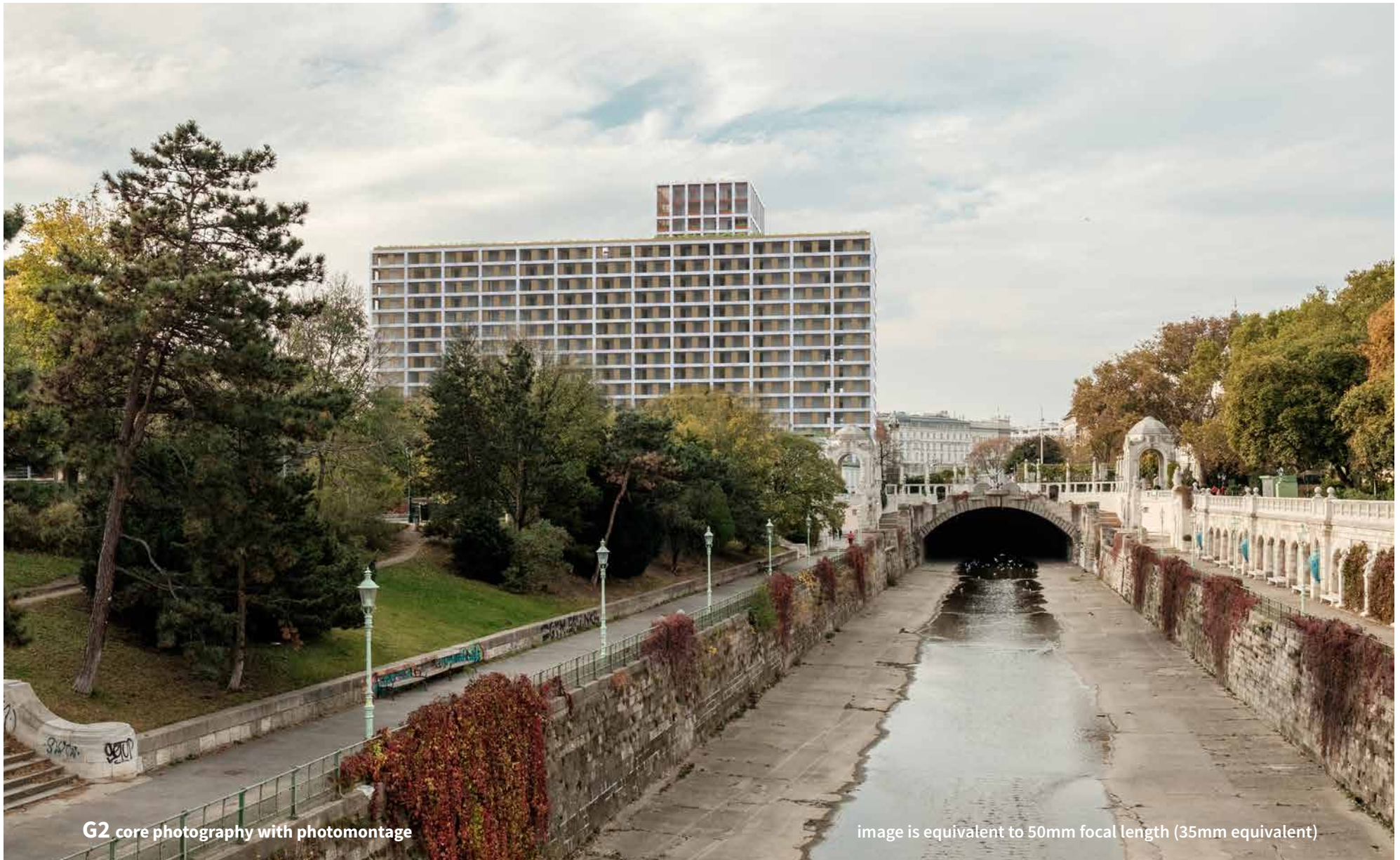


No.	Attributes	Current state	Planned project
1	Continuous exchange of values	major (-4)	severe (-5)
2	Monocentric urban structure	irrelevant	irrelevant
3	Axial Baroque gardens	irrelevant	irrelevant
4	Baroque visual connections	irrelevant	irrelevant
5	Consistent design of the streetscapes	major (-4)	severe (-5)
6	Mixed use	irrelevant	irrelevant
7	Leading European music centre	major (-4)	major (-4)
<b>Total</b>		<b>major (-4)</b>	<b>severe (-5)</b>



G2 core photography without photomontage

image is equivalent to 50mm focal length (35mm equivalent)



G2 core photography with photomontage

image is equivalent to 50mm focal length (35mm equivalent)



### SEQUENCE G - G3 VIENNA RIVER NEAR SUBWAY STATION STADTPARK

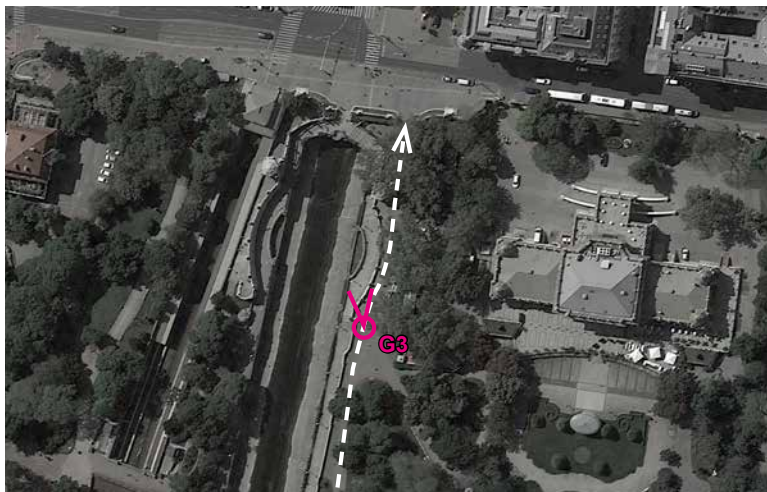
**Situation:** The viewpoint provides a view from the *Stadtpark* across *Wien River* and the entrance building of the *Stadtpark train stop* in the direction of the *Heumarkt Area*. The *Konzerthaus* is clearly visible in the background. Due to its large scale, the slab-shaped building structure of the *InterContinental Hotel* makes a very dominant statement in this historical ensemble.

**Assessment:** Three building parts of the planned *Heumarkt Neu* project – base, slab, tower – are clearly visible. Due to the increased dimensions of the slab-shaped building structure, the planned building complex gives an even more dominant impression than the *InterContinental Hotel*, but the view of the *Konzerthaus* remains nearly unchanged. However, due to the facade of the planned project, in particular the consistent implementation of an open facade structure on all sides of the building, a significantly better design quality can be expected. The impacts are assessed consistently as 'major negative'.



date: 26.10.2018 location: 48.203136,16.379043 aerial photography: Google Earth

focal length of individual photo (panorama-stitch): 35mm (35mm equivalent) visualisation: v-cube photography: Philipp Tebart



No.	Attributes	Current state	Planned project
1	Continuous exchange of values	major (-4)	major (-4)
2	Monocentric urban structure	irrelevant	irrelevant
3	Axial Baroque gardens	irrelevant	irrelevant
4	Baroque visual connections	irrelevant	irrelevant
5	Consistent design of the streetscapes	major (-4)	major (-4)
6	Mixed use	irrelevant	irrelevant
7	Leading European music centre	negligible (-1)	negligible (-1)
<b>Total</b>		<b>major (-4)</b>	<b>major (-4)</b>





G3 core photography with photomontage

image is equivalent to 42mm focal length (35mm equivalent)



## SEQUENCE G - G4 JOHANNESGASSE

**Situation:** The viewpoint provides an overview on the intersections of *Lothringerstraße / Johannesgasse / Stadtpark* access. The existing building of the *InterContinental Hotel* dominates the point of intersection, since its scale and urban design are not in line with the traditional concept of the *Ringstraße ensemble* and therefore do not contribute to its consistent appearance. The *Konzerthaus* is clearly visible in the background.

**Assessment:** The total building volume of the planned *Heumarkt Neu* project appears more dominant than the existing building, because its slab-shaped element is higher than the existing building of the *InterContinental Hotel*. In addition, this effect is strengthened due to the planned extension of the slab-shaped element in direction to the to be shifted *Lothringerstraße*. However, it can be expected that the facade of the new building will have a higher design quality than the existing *InterContinental Hotel*, so that this effect will be slightly reduced. The view of the *Konzerthaus* is partially concealed by the planned planting of trees. However, the greening and the more accurate design of the ground floor area makes the entire roadside boundary of the Heumarkt Area more attractive. All in all, these positive use-functional and the negative spatial aspects are confronting each other.

*Note concerning visualization G4:*

*In order to show the shifted position of Lothringerstraße in the visualization, it was necessary to supersede the volume of the Konzerthaus-building with the 3D model. Hence, the appearance of the Konzerthaus-building in visualization G4 is not photo-realistic.*

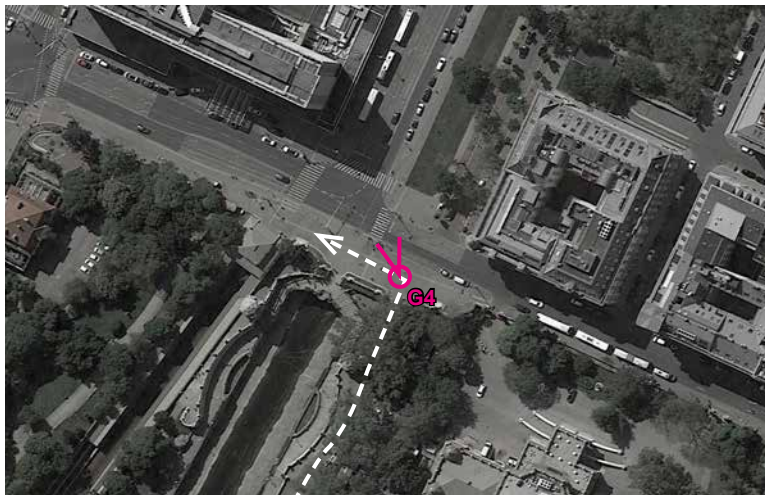
*In addition, existing elements (such as trees or cars) of Lothringerstraße had to be retouched.*

*To improve the display of Hotel InterContinental, the photograph shows in comparison to the other photomontages a broadened angle of view of the single images (panorama-stitch), similar to a 20 mm wide angle (35mm-equivalent).*



date: 26.10.2018 location: 48.202654,16.378489 aerial photography: Google Earth

focal length of individual photo (panorama-stitch): 20mm (35mm equivalent) visualization: v-cube photography: Philipp Tebart

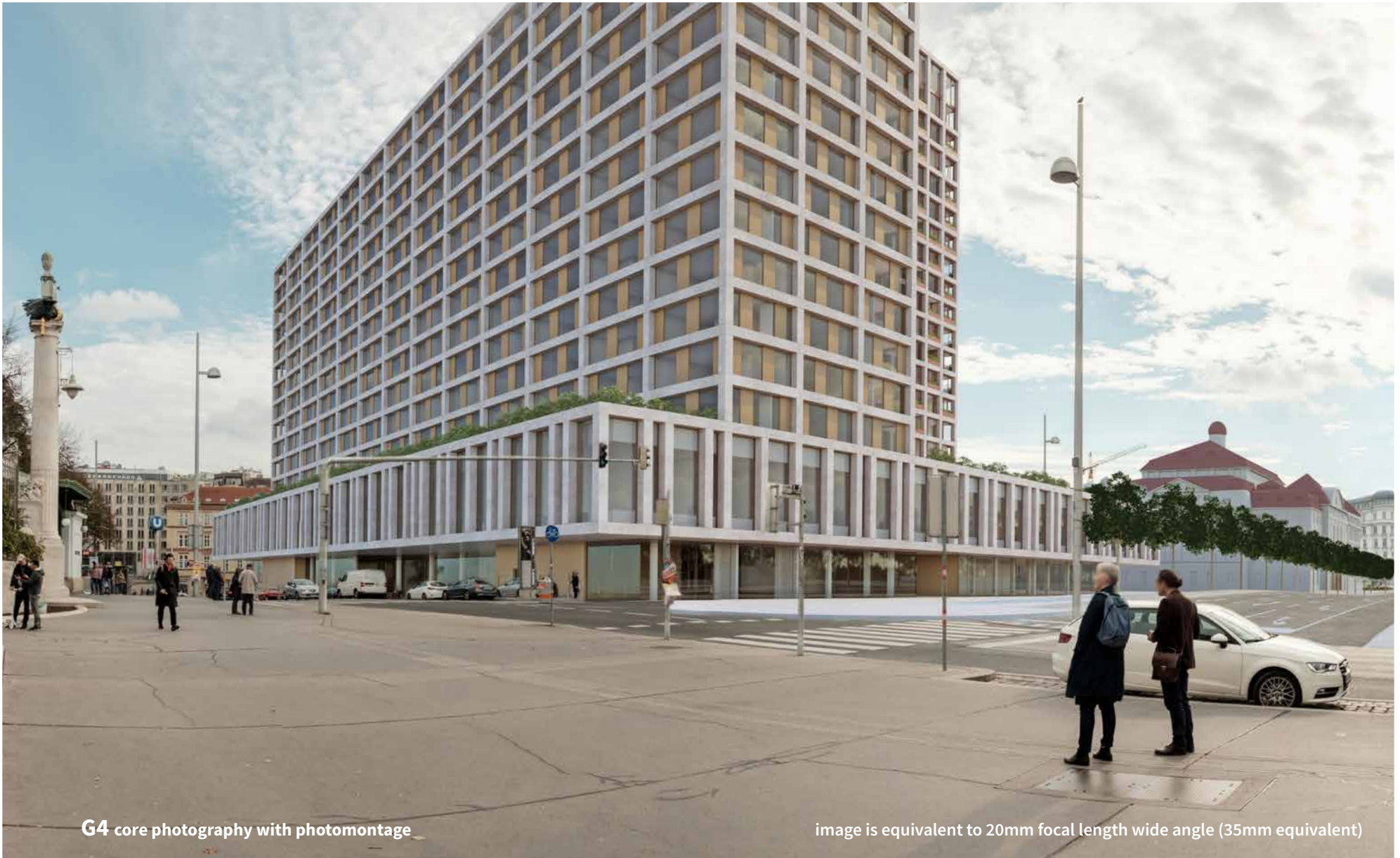


No.	Attributes	Current state	Planned project
1	Continuous exchange of values	major (-4)	major (-4)
2	Monocentric urban structure	irrelevant	irrelevant
3	Axial Baroque gardens	irrelevant	irrelevant
4	Baroque visual connections	irrelevant	irrelevant
5	Consistent design of the streetscapes	major (-4)	major (-4)
6	Mixed use	major (-4)	major (+4)
7	Leading European music centre	major (-4)	major (+4)
<b>Total</b>		<b>major (-4)</b>	<b>major (-4) major (+4)</b>



G4 core photography without photomontage

image is equivalent to 20mm focal length wide angle (35mm equivalent)



G4 core photography with photomontage

image is equivalent to 20mm focal length wide angle (35mm equivalent)

## 11.2 VIDEO SEQUENCES FROM A DRIVER'S PERSPECTIVE BUS / TRAIN / CAR

In contrary to the *Ringstraße*, the streets *Lothringer Straße* and *Am Heumarkt* have always been characterised by the fact, that the city space can be perceived in two directions. The following video sequences show a close-up view to the *Heumarkt Areal* out of this streetscape.



*Fig. 11.5: Overview map of the video sequences H, I u. J (© Google Earth/ mkphc)*



### >Video sequence H: Lothringerstraße

**Existing situation:** From the direction of *Karlsplatz*, the sequence leads to the *Heumarkt Area*. First of all, the homogenous overall impression of the streetscape is a key characteristic, which is created primarily by the limited building heights and the relatively homogenous historic facades. The design of the *Konzerthaus* clearly shows that it is a public building.

**View sequence H1:** The view to the *Heumarkt Area* is still dominated by the *Konzerthaus*, which is given a visual frame by the buildings along the street.

**Assessment:** The planned *Heumarkt Neu* project can be clearly seen in the background. In particular the tower of the planned project is distinctly more present in the streetscape than the existing building of the *InterContinental Hotel*, since it is markedly higher than the *Konzerthaus* and its scale and urban design are not in line with the traditional concept of the *Ringstraße ensemble*.

**View sequence H2:** At the level of *Schwarzenberplatz*, the existing *InterContinental Hotel* can be completely seen behind the *Konzerthaus*. Since its cubage is not in line with the urban context, there is a break in the uniform sequence of spaces.

**Assessment:** This negative effect is even amplified by the planned *Heumarkt Neu* project, since the large scale of the slab-shaped building has much more dominance, and the tower is an alien element with regard to the type of buildings of the *Ringstraße ensemble*.

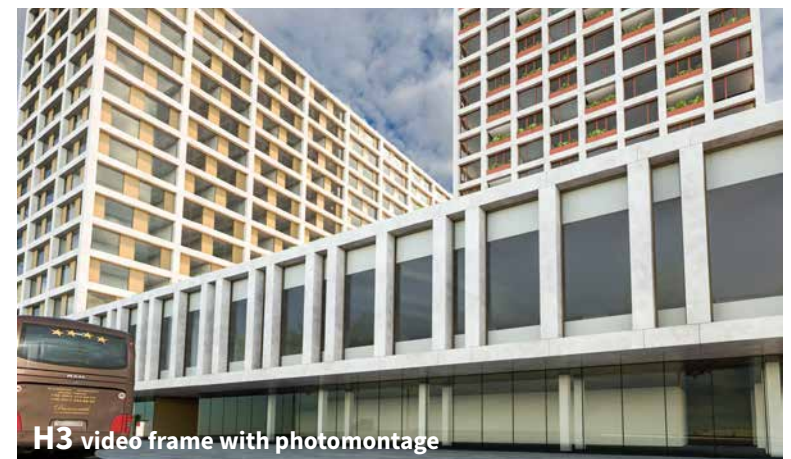
**View sequence H3:** In spite of the heavy traffic, it can be clearly seen at the level of the *Heumarkt Area* that there are urban planning deficits in

the area of the existing *InterContinental Hotel*, which are caused by the low design quality of the base area and the facade of the hotel building.

**Assessment:** Due to the relocation of *Lothringerstraße* and the heavy traffic, direct comparison of the two images is possible only to a limited extent. However, it can be seen that the larger dimensions of the planned new building of the *InterContinental Hotel* make it appear at a much larger scale than the existing hotel building. In contrast, a higher design quality of the facade of the planned new hotel building on the top floors can be expected, so that the increased solidity of the planned *Heumarkt Neu* project is slightly diminished. In the ground floor area of the *Heumarkt Area*, the urban planning deficits are minimised by the more accurate design of the planned *Heumarkt Neu* project. In addition, the wider pavement area makes the access routes to the *Konzerthaus* more attractive.

All in all, the visual effects at a distant view have to be assessed as 'severely negative'. At close sight, the visual effects are ambivalent. The negative effects of the larger scale and the positive usage-functional consequences of the planned *Heumarkt Neu* project are opposed to each other.

No.	Attributes	Current state	Planned project
1	Continuous exchange of values	major (-4)	severe (-5)
2	Monocentric urban structure	irrelevant	irrelevant
3	Axial Baroque gardens	irrelevant	irrelevant
4	Baroque visual connections	irrelevant	irrelevant
5	Consistent design of the streetscapes	major (-4)	severe (-5)
6	Mixed use	major (-4)	major (+4)
7	Leading European music centre	major (-4)	major (+4)
<b>Total</b>		<b>major (-4)</b>	<b>severe (-5) major (+4)</b>



### >Video sequence I: Am Heumarkt 1

**Existing situation:** The sequence simulates a sequence of images on the street *Am Heumarkt* from *Schwarzenbergplatz* in the direction of *Johannesgasse*. The streetscape separates the districts 3 (right) and 1 (left).

**View sequence I1** shows that the existing buildings of the *Heumarkt Area* give rise to an urban planning disruption. While the buildings of the Ice-Skating area seem to be too low in the context of the adjacent buildings, the existing *InterContinental Hotel* exceeds their height many times.

**Assessment:** This negative effect is corrected by the building of the planned *Heumarkt Neu* project along the street planned between *Konzert- haus* and the hotel complex, since it is in line with the scale and height of the adjacent buildings. The facade design of the project is also in line with the verticality of the neighbouring *Gründerzeit* facades. This makes the streetscape appear much more consistent than before so that it clearly gains design quality. However, it is also clearly visible that the transition between the *Konzert- haus* and the newly planned building of the *Heumarkt Neu* project shows weaknesses with regard to its design quality.

**View sequence I2** shows the street *Am Heumarkt* just before the junction area with *Johannesgasse*. The urban planning deficits of the existing buildings of the *Heumarkt Area* are clearly recognisable. There is no link between the ground floor area and the streetscape, so that the entire building complex of the *WEV Area / InterContinental Hotel* cannot be used from the street.

**Assessment:** The planned *Heumarkt Neu* project creates an improvement of this situation, since opening the ground floor area to the street also facilitates a mixed use. However, the scale of the facade design of the base area appears too large in the urban planning context, and it can also not

be classified with regard to its typology. In principle, this also applies to the slab-shaped building structure of the planned *Heumarkt Neu* project. While its facade now has a higher design quality, it also exceeds the scale of the urban planning context many times.

All in all, the usage-functional effects of the planned *Heumarkt Neu* project and the spatial effects of the buildings along the street between the *Konzert- haus* and the planned new hotel complex can be assessed positively. The negative spatial aspects of the existing *InterContinental Hotel* are slightly reduced. However, the oversized scale of the building base and the slab-shaped element of the planned *Heumarkt Neu* project, which can also not be classified with regard to its typology, has to be assessed as negative. In total, the impact on the streetscape can be assessed as 'moderate negative', which is opposed by the 'major positive' usage-functional consequence.

No.	Attributes	Current state	Planned project
1	Continuous exchange of values	severe (-5)	moderate (-3)
2	Monocentric urban structure	irrelevant	irrelevant
3	Axial Baroque gardens	irrelevant	irrelevant
4	Baroque visual connections	irrelevant	irrelevant
5	Consistent design of the streetscapes	severe (-5)	moderate (-3)
6	Mixed use	severe (-5)	major (+4)
7	Leading European music centre	severe (-5)	major (+4)
<b>Total</b>		<b>severe (-5)</b>	<b>moderate (-3) major (+4)</b>



### >Video sequence J: Am Heumarkt 2

The third sequence of images also shows a section of the road *Am Heumarkt*, but going into the opposite direction from the area of *Zollamtsviertel / Wien Mitte*, in the direction of the *Heumarkt Area*.

**View sequence J1** shows a view of the *Heumarkt Area* from the area of *Zollamtsviertel / Wien Mitte*. First of all, the slab-shaped building structure of the existing *InterContinental Hotel* is visible.

**Assessment:** The comparison shows that the building of the planned *Heumarkt Neu* project is slightly more dominant, due to the larger building height and the clearly recognisable high point.

**View sequence J2** essentially shows the same image of the existing *InterContinental Hotel*.

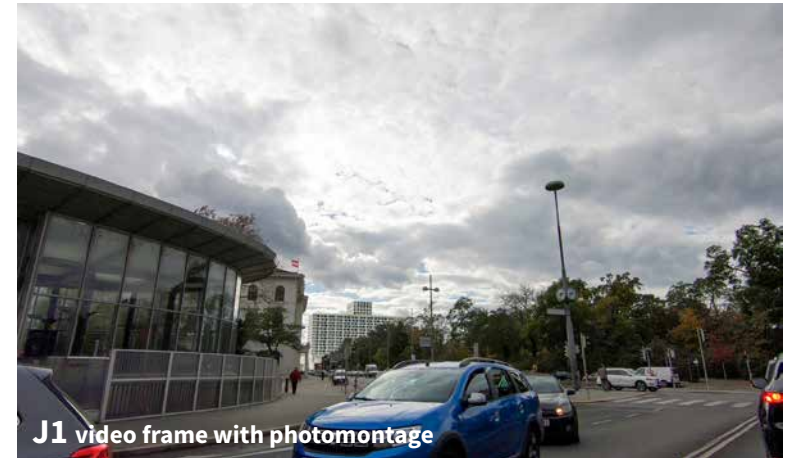
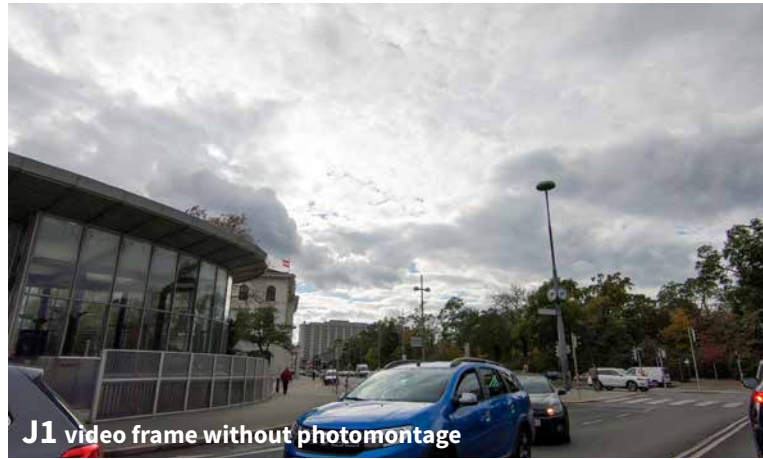
**Assessment:** The volume of the slab-shaped building of the planned *Heumarkt Neu* project appears higher. This effect is increased by the tower of the project which is even higher than the slab-shaped building structure.

**View sequence J3** shows the existing *InterContinental Hotel* viewed up close. It is easy to see the deficits in the urban space which are generated by the elevated base construction, creating a back side in relation to the urban context.

**Assessment:** The building volume of the planned *Heumarkt Neu* project appears distinctively higher if compared with the existing *InterContinental Hotel*. However, the facade leads to expectations that the design quality will be improved. This also applies for the area of the ground floor, which appears much less unfriendly, since an entrance area to *Johannesgasse* is created.

All in all, also in this sequence of images the predominantly negative effects from a long distance view are opposed by the positive effects on usage-relevant aspects when viewed close up. However, it is not possible to place the scale and typology of the planned *Heumarkt Neu* project into the urban planning context.

No.	Attributes	Current state	Planned project
1	Continuous exchange of values	major (-4)	major (-4)
2	Monocentric urban structure	irrelevant	irrelevant
3	Axial Baroque gardens	irrelevant	irrelevant
4	Baroque visual connections	irrelevant	irrelevant
5	Consistent design of the streetscapes	major (-4)	major (-4)
6	Mixed use	irrelevant	major (+4)
7	Leading European music centre	irrelevant	irrelevant
<b>Total</b>		<b>major (-4)</b>	<b>major (-4) major (+4)</b>



### 11.3 SUMMARY OF THE VISUAL EFFECTS

Overall, the visual effects of the planned *Heumarkt Neu* project on the *Outstanding Universal Value* of the World Heritage property *Historic Centre of Vienna* can be summarised as follows:

1. Seen from *St. Stephen's Cathedral*, the already existing major impairments of Vienna's city skyline remain roughly the same.
2. Seen from the *Belvedere gardens*, there are severe impairments resulting from the scale and the building height of the planned project.
3. Seen from the historic city centre (=World Heritage area *Historic Centre of Vienna*), there are no impairments or only slight to moderate impairments.
4. Seen from the *Stadtpark*, the major impairments caused by the existing *InterContinental Hotel* are aggravated mainly by the larger scale of the slab-shaped building element, resulting in severe impairments.
5. Seen from close up, there are negative as well as positive effects:
  - The higher design quality of the facade as well as the new planned ground-floor entrances have positive effects on the cityscape and the usage-functional contexts of the *Heumarkt Area* (f. ex. improved opening of the *Konzerthaus*, reduction of the unfriendly appearance of the ground floor area).
  - The spatial situation of the road *Am Heumarkt* is improved in some places. In particular, the planned lower solitary building between the *Konzerthaus* and the new planned *InterContinental Hotel* responds in a sensitive manner to the spatial requirements.
  - The large building volume of the slab-shaped new building and the tower have negative effects every time these building elements are clearly visible in the cityscape of the *Ringstraße ensemble*. The scale of the *Ringstraße ensemble* is blown up in particular as seen from *Lothringerstraße* and from the *Stadtpark*. This is also caused by the fact that it is not possible to place the scale and typology of the planned *Heumarkt Neu* project into the urban planning context.

Overall, this results in the following situation:

No.	Viewpoints	Current state	Planned project
<b>a) Visual category 1: Viewpoints with cultural heritage significance in high altitude areas</b>			
01	>Viewpoint S: St. Stephen's Cathedral	major (-4)	major (-4)
<b>b) Visual category 2: Image sequences from a pedestrian's perspective</b>			
<b>&gt;Sequence E: Belvedere gardens</b>			
02	Viewpoint E1 / E2	minor (-2)	major (-4)
03	Viewpoint E3 / E4 / E5	moderate-major (-3/-4)	severe (-5)
04	Viewpoint E6	moderate-major (-3/-4)	severe (-5)
05	Viewpoint E7	minor (-2)	severe (-5)
06	Viewpoint E8	minor (-2)	severe (-5)
07	Viewpoint E9	minor (-2)	severe (-5)
<b>&gt;Sequence F: Albertina</b>			
08	Viewpoint F1	no impairment	minor-moderate (-2/-3)
09	Viewpoint F2	no impairment	no impairment
<b>&gt;Sequence G: Stadtpark</b>			
10	Viewpoint G1	major (-4)	severe (-5)
11	Viewpoint G2	major (-4)	severe (-5)
12	Viewpoint G3	major (-4)	major (-4)
13	Viewpoint G4	major (-4)	major (-4) major (+4)
<b>c) Visual category 3: Video sequences from a driver's perspective bus / train / car</b>			
14	> Sequence H: Lothringerstraße	major (-4)	severe (-5) major (+4)
15	> Sequence I: Am Heumarkt 1	severe(-5)	mod. (-3) major (+4)
16	> Sequence J: Am Heumarkt 2	major (-4)	major (-4) major (+4)

#### 11.4 FUNCTIONAL AND USAGE-RELEVANT EFFECTS ON THE WORLD HERITAGE PROPERTY

As already stated above, the functional and usage-relevant effects can be assessed as largely positive:

- The planned *Heumarkt Neu* project was developed in close dialogue with the various institutions using the area, which are in favour of the project.
- In principle, the different uses in the *Heumarkt Area* are maintained, enhanced and supplemented with other uses offered. This creates an appropriated mix of uses in the *Heumarkt Area*.
- The barrier effect of the *Heumarkt Area* is reduced, and its accessibility is improved. In addition, the creation of a new square provides a new public space.
- In general, the high design/architectural ambition of the project promotes the urbanistic upgrading of the *Heumarkt Area* which is urgently needed.
- However, due to the tight time frame and the lack of data, the following aspects could not be taken into consideration in this *Heritage Impact Assessment*:
- Consequences of the relocation of *Lothringerstraße* (in particular structural issues caused by the location near the covered *Wien River* and estimate of the associated construction costs, possibly increased noise to the residents of *Beethovenplatz*, changes to green spaces (reduction of existing green areas at *Beethovenplatz* necessary, planting new trees on the project area).

As a consequence, the experts recommend involving these aspects in a separate independent expert assessment of the socio-economic added value of the project (cf. Chapter 12.3).

#### 11.5 DIRECT PHYSICAL EFFECTS ON THE WORLD HERITAGE PROPERTY

From today's perspective, no negative direct effects on the cultural heritage in the World Heritage property *Historic Centre of Vienna* are to be expected (in particular archaeological heritage on the *Heumarkt Area* or impairments of existing monuments).

#### 11.6 SOCIO-ECONOMIC EFFECTS ON THE WORLD HERITAGE PROPERTY (= ADDED VALUE OF THE PROJECT)

As already shown by the review of the visual effects, the assessment of the socio-economic added value for the general public of the planned *Heumarkt Neu* project requires differentiated consideration. In general, the above-mentioned improvements of usage-functional contexts on the *Heumarkt Area* and the very severe impairments of the visual integrity of the World Heritage property, in particular in the three cityscapes of *Belvedere gardens*, *Lothringerstraße* and *Stadtpark* are opposing each other.

In addition, real estate economical aspects, for example the costs for leasing new created public institutions and the anticipated consequences of the planned relocation of *Lothringerstraße* (cf. 11.6), could not be included in the expert report.

The experts therefore suggest evaluating this subject in a separate report in a differentiated manner. To achieve maximum transparency, this evaluation should be created by an expert / expert institution which is completely independent of the *City of Vienna*.

In general, it should be noted in this context that an anticipated public added value cannot replace compliance with necessary measures protecting the *Outstanding Universal Value*, and therefore cannot be a reason for accepting developments which have a potentially jeopardising effect on the *authenticity* and *integrity* of the World Heritage property.

◀  
Table 11.1: Visual effects of the *Heumarkt Neu* projects on the attributes of the *Historic Centre of Vienna* (mkphc)

### 11.7 ASSESSMENT OF CUMULATIVE EFFECTS ON THE WORLD HERITAGE PROPERTY

With regard to the assessment of the cumulative effects on the World Heritage property, the anticipated positive effects on the usage-functional relationships are opposed by the negative visual effects on the three cityscapes of *Belvedere gardens*, *Lothringerstraße* and *Stadtspark*.

The last aspect plays an important role, primarily because this Heritage Impact Assessment showed that high-rise developments since the inscription of the World Heritage property *Historic Centre of Vienna* in the World Heritage List in the year 2001 have already caused considerable impairments of the visual integrity and therefore the *Outstanding Universal Value* of the World Heritage property *Historic Centre of Vienna*. This affects in particular the areas of *Zollamtsviertel / Wien Mitte*, *Danube Canal / Leopoldstadt* and the district around the *Central Train Station*. The *Wien Mitte* project had almost resulted in the removal of the World Heritage property *Historic Centre of Vienna* from the World Heritage List in the year 2020.

The projects mentioned above are located outside the buffer zone of the World Heritage property, but still have a considerable negative influence on their visual integrity. The planned *Heumarkt Neu* project continues this development, but is now planned within the World Heritage property *Historic Centre of Vienna*. Its location would have a negative impact on the by far most striking historical line of sight of the World Heritage property. In addition, the *Ringstraße ensemble* would suffer very serious impairments, continuing and intensifying a negative development which has continued for almost two decades and was already seen in a critical light by the *World Heritage Committee* and by *ICOMOS* at the time of inscription on the World Heritage List and was subsequently criticised in a number of resolutions.

Against this background, the cumulative effects to be expected from the planned *Heumarkt Neu* project on the World Heritage property *Historic*

*Centre of Vienna* have to be assessed as severely negative.

### 11.8 EFFECTS ON OBJECTIVES OF THE MANAGEMENT OF THE WORLD HERITAGE PROPERTY

It is impossible to provide a final evaluation of the effects on objectives of the management of the World Heritage property in this document, since there is no officially adopted Management Plan for the World Heritage property *Historic Centre of Vienna*.

With reference to the inscription criteria reviewed in Chapter 3 and the attributes of the World Heritage property determined in Chapter 9, it can be stated that in particular the negative consequences for the city's historic skyline as seen from the *Belvedere gardens* as well as the spatial relations of the *Ringstraße ensemble* in the area of *Lothringerstraße* and *Stadtspark* result in extremely unfavourable prerequisite for the management of the World Heritage property.

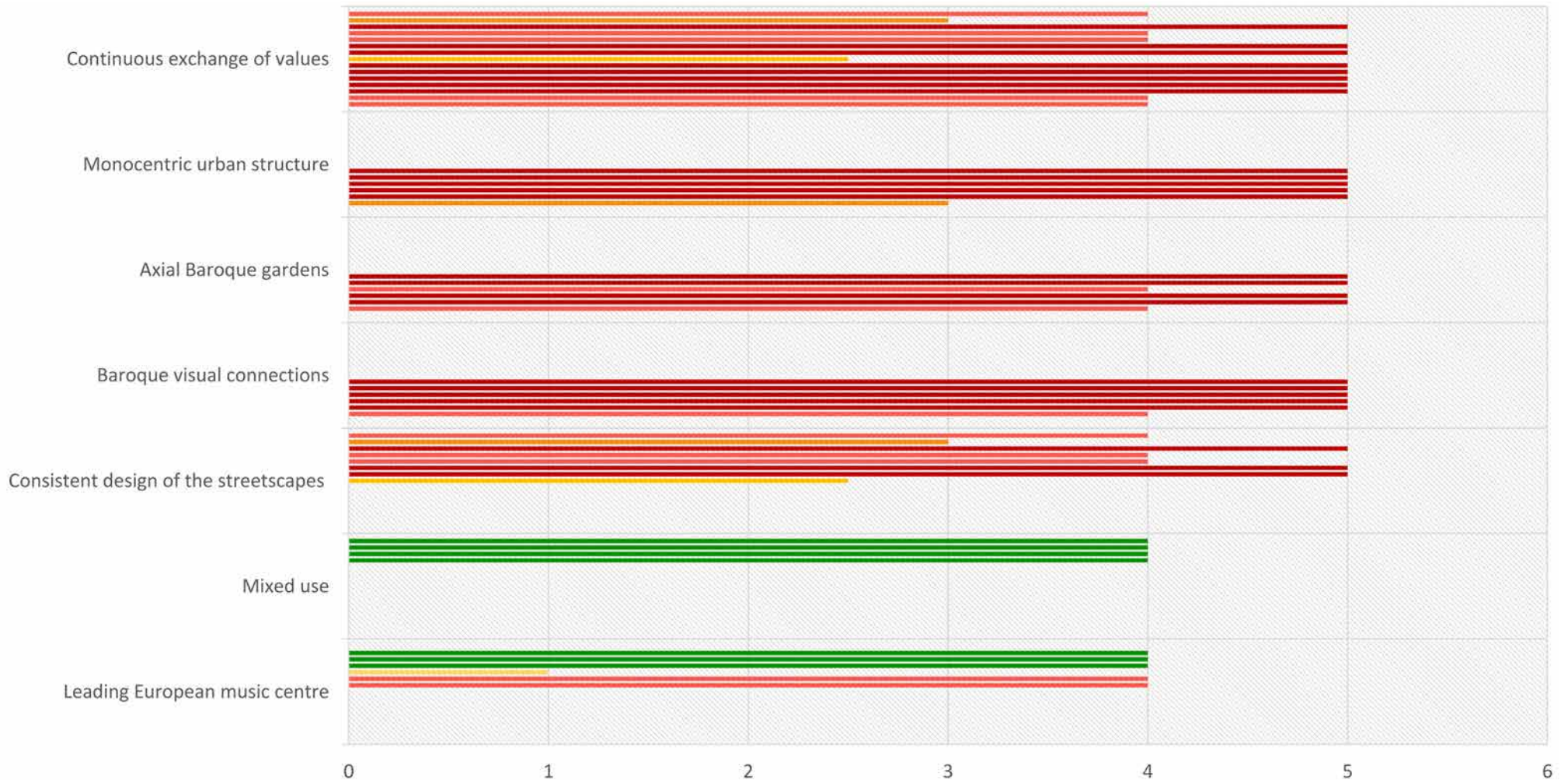
Against this background, the anticipated effects on the management of the planned *Heumarkt Neu* project on the World Heritage property *Historic Centre of Vienna* have to be assessed as severely negative.

### 11.9 EFFECTS ON THE ENTIRE WORLD HERITAGE PROPERTY

Overall, the preceding investigation shows that due to the planned *Heumarkt Neu* project with its severe visual impairments of the three city-scapes of *Belvedere gardens*, *Lothringerstraße* and *Stadtpark*, very serious impairments of the *Outstanding Universal Value* of the World Heritage property *Historic Centre of Vienna* can be expected. These impairments are opposed by the predominantly positive effects on usage-functional relations.

Factor	Effects
Visual / long-distance view	Long-distance view: major – severely negative (-4 /-5)
Visual / close up view	major (-4)      moderate-major (+3)
Functional usage-relevant	major-positive (+4)
Directly physical	No impairments
Socio-economical	To be assessed separately
Cumulative	Severely negative (-5)
Management	Severely negative (-5)
<b>Overall World Heritage property</b>	<b>Very severe and direct impairments of the <i>Outstanding Universal Value</i> and <i>key attributes</i> of the World Heritage property</b>

Also with regard to the effects on the attributes of the World Heritage property *Historic Centre of Vienna*, the analysis indicates that positive aspects with regard to functional and usage-relevant aspects are opposed by the severe impairments of visual and spatial characteristics of the World Heritage property:



From the point of view of the experts, very serious and direct impairments of key attributes and therefore of the *Outstanding Universal Value* of the World Heritage property have to be expected. As a consequence, these impairments cannot be outweighed by the positive effects of the planned *Heumarkt Neu* project to be expected. Therefore various measures and corridors of action are suggested in the next Chapter, serving to work towards minimising the anticipated impairments of the *Outstanding Universal Value* of the World Heritage property.



Table 11.2: Effects on  
attributes of the World  
Heritage property  
*Historic Centre of Vienna*  
(© Baharak Seyedasrafi)





## **PART IV    RECOMMENDATIONS**

### **12.    RECOMMENDATIONS**

## 12. RECOMMENDATIONS

The preceding review showed that the high-rise planning realised in the adjacent areas of the World Heritage property *Historical Centre of Vienna* since the inscription on the *UNESCO World Heritage List* in 2001 resulted in severe impairments of Vienna's historic skyline.

In addition, very severe impairments of the *Outstanding Universal Value* of the World Heritage property *Historic Centre of Vienna* have to be expected, which are caused by the *Heumarkt Neu* project. At the same time, there is no doubt that the *Heumarkt Area* currently has significant urban planning deficits which urgently need restoration in line with the World Heritage principles.

Against this background, it is recommended to take account of the recommendations of the *Expert Procedure March 2018* to implement the following *10-point list of measures* as soon as possible:

### 12.1 RECOMMENDATION 1: TWO YEARS' MORATORIUM AND REVIEW OF ALL PLANNING MEASURES JEOPARDISING THE OUTSTANDING UNIVERSAL VALUE OF THE WORLD HERITAGE PROPERTY

- Since it is expected that the planned *Heumarkt Neu* project will result in severe impairments of the *Outstanding Universal Value* of the World Heritage property *Historic Centre of Vienna*, all parties involved are recommended to suspend any other planning measures for the next two years.
- This period should be used to explore possible World Heritage compatible alternatives for the current *Heumarkt Neu* project, taking account of positive aspects of the current project, in particular the architectural ambition and the facilitation and expansion of the existing various uses in the *Heumarkt Area* as well as promoting its acces-

sibility and routes through the area. At the same time, care should be taken to avoid the impairments of the *Outstanding Universal Value* caused by the building height and the scale of the project.

- Referring to the expert opinions of Prof. *Dipl.-Ing. Dr. Lampugnani* and Prof. *Dipl.-Ing. Christa Reicher* in the Expert Procedure March 2018, it is therefore recommended “to use the *Glacis Master Plan* [...] as a basis to conduct an in-depth urbanistic study of the area around the Heumarkt site<sup>61</sup>, with the objective of achieving “an adaptation of the planned building heights as well as of the scale of the project<sup>62</sup>. Subsequently, the *Heumarkt Neu* project should be completely revised, while largely maintaining its utilisation programme and the high architectural ambition.

### 12.2 RECOMMENDATION 2: USE THE PERIOD OF THE MORATORIUM TO PREPARE A MANAGEMENT PLAN

- The period of this two years' moratorium and inclusion of the World Heritage property *Historic Centre of Vienna* in the *List of World Heritage in Danger* (so-called 'Red List'), respectively, should be used to prepare a *Management Plan* for the World Heritage property *Historic Centre of Vienna* in accordance with § 108-118 of the *Operational Guidelines*.
- This *Management Plan* should describe in sufficient detail how to maintain the *Outstanding Universal Value* of the World Heritage property *Historic Centre of Vienna*, and which strategic measures

<sup>61</sup> Expert assessment of Univ. Prof. *Dipl.-Ing. Dr. Vittorio Magnano Lampugnani* during the Expert Workshop in March 2018.

<sup>62</sup> Expert assessment of Univ. Prof. *Dipl.-Ing. Christa Reicher* during the Expert Workshop in March 2018.

and instruments to use in order to guarantee its sustainable and future-proof development.

- If the period of two years should be insufficient for completing and adopting the *Management Plan* by the Vienna City Council, it is recommended to extend the moratorium by another year.

#### **12.3 RECOMMENDATION 3: CLARIFICATION AND SPECIFICATION OF THE RETROSPECTIVE STATEMENT OF OUTSTANDING UNIVERSAL VALUE (RSoOUV)**

- The detailed review of the *RSoOUV* showed that it is contradictory, and that essential parts are missing in its official German translation, and text passages have been translated in a misleading manner. As a consequence, the *RSoOUV* should be promptly revised to prepare a solid basis for preparing the above-mentioned *Management Plan*.
- Since the analysis showed that the mentioned “authentic historic skyline” is not in line with its actual state at the time of inscription on 2001, it should be clearly determined again during this revision, which characteristics convey the authenticity with regard to the historic skyline of Vienna and contain the *Outstanding Universal Value* of the World Heritage property. This determination must be made in accordance with the information provided in the application to the World Heritage Committee, and must not result in a reinterpretation of the criteria which were originally of essential significance for inclusion in the World Heritage list.
- This *Statement on Authenticity* should be used as a basis for all future planning measures of the City of Vienna affecting the historic city skyline. It should be noted that the undamaged historic silhouette of Vienna was the point of origin for an inclusion of the World Heritage property *Historic Centre of Vienna*, and therefore its protection should also have top priority.

#### **12.4 RECOMMENDATION 4: DEFINITION OF ATTRIBUTES OF THE UNESCO WORLD HERITAGE PROPERTY**

- During the assessment at hand, it was sought to identify and clearly define fundamental *attributes* reflecting the *Outstanding Universal Value* of the World Heritage property *Historic Centre of Vienna*.
- However, naming these attributes had to be limited to the content framework of the assessment and therefore this can only be the beginning of a complete *attribute mapping* for the World Heritage property *Historic Centre of Vienna*.
- As a consequence, it is necessary to prepare a complete definition / *mapping of attributes* in the near future, which also forms the basis of the above-mentioned *Management Plan*. If necessary, the *attribute mapping* can also take place at the beginning of the development process of the *Management Plan*.

#### **12.5 RECOMMENDATION 5: AMENDMENT OF PROTECTION AND PLANNING INSTRUMENTS AT FEDERAL LEVEL**

- The analysis of the protection and planning instruments available to protect the World Heritage property *Historic Centre of Vienna* showed that there is a need for amendment. At federal level, this refers to the *Spatial Planning Law* in which the UNESCO World Heritage should be mentioned as part of the public interest, at least in the countries with World Heritage properties, so that it can be used to protect Austrian UNESCO World Heritage properties and in particular *Historical Urban Landscapes and Cultural Landscapes*. This approach has proved highly effective in Germany.
- The *Heritage Protection Law* should be amended so that it can be used to protect Austrian UNESCO World Heritage sites. According to

the opinion of the experts, it is particularly important to mention the UNESCO World Heritage as part of the public interest in the *Austrian Heritage Protection Law*, since it is considered problematic that the *Austrian Federal Monuments Office* currently does not regard itself responsible for the protection of Austrian UNESCO World Heritage properties.

- In addition, amendments with regard to the protection of the surroundings, an active application of the protection of historic ensembles, the protection of visual axes which are important in terms of cultural heritage should be included in the *Austrian Heritage Protection Law*, so that it can be guaranteed that it is compatible with the requirements of the *UNESCO World Heritage Convention*.

#### **12.6 RECOMMENDATION 6: ADDING FORMAL PROTECTION AND PLANNING INSTRUMENTS AT THE LEVEL OF THE CITY OF VIENNA**

- World Heritage relevant protection instruments should be added as soon as possible at the local level of the *City of Vienna*, in order to facilitate the effective protection of the two World Heritage properties in Vienna.
- This refers in particular to the UNESCO World Heritage in the *Vienna Building Code* to provide a clear legal and administrative framework for protecting the two World Heritage properties in Vienna in the future.
- In addition, the entire area of the World Heritage property *Historic Centre of Vienna* should be completely covered by protection areas (here: inclusion of Heumarkt Area), and the two World Heritage properties in Vienna and their *buffer zones* should be listed with text and maps in the *Land Development Plan*.

#### **12.7 RECOMMENDATION 7: ADDING WORLD-HERITAGE RELEVANT GENERAL PROTECTION AND PLANNING INSTRUMENTS AT THE LEVEL OF THE CITY OF VIENNA**

- To facilitate the effective protection and future-proof development of Vienna's World Heritage properties as an integral part of a sustainable urban development, World Heritage relevant general protection and planning instruments should be promptly added at the local level of the *City of Vienna*.
- This relates in particular to amendments of the *STEP 2025 Thematic Concept High-Rise Buildings* with exclusion zones for high-rise buildings in the area of the two World Heritage properties in Vienna, and mapping Vienna's two World Heritage properties and their *buffer zones* in all relevant maps which are part of the study. In addition, information on relevant historic visual axes, which must be kept clear of high-rise buildings, in the entire metropolitan area of Vienna should be added to the *STEP 2025 Thematic Concept High-Rise Buildings*.
- The *Glacis Master Plan* should be amended by a restriction of building heights, which will determine the admissible building heights in the planning area of the master plan. This may be based on the division of the Ringstraße Area into 'ensembles' and 'zones' which was made in the *Glacis Master Plan*. For this purpose, the historical condition of the *Ringstraße ensemble* should be the key guideline.

#### **12.8 RECOMMENDATION 8: COMPLETING AN INDEPENDENT STUDY ON THE ADDED VALUE OF THE PLANNED HEUMARKT NEU PROJECT**

- In this assessment, no statement could be made to what extent the planned *Heumarkt Neu* building will result in socio-economical added value, because the assessment of aspects such as an estimate of

the costs for leasing newly created public facilities is exceeding its content framework.

- In addition, the data situation did not allow for the inclusion of consequences caused by the relocation of *Lothringerstraße*. This refers in particular to structural issues caused by the location near the covered *Wien River* and an estimate of the associated construction costs, possibly increased noise to the residents of *Beethovenplatz*, and changes to green spaces (reduction of existing green areas at *Beethovenplatz* necessary, planting new trees on the project area).
- Therefore, it is recommended to have an institution/expert independent of the *City of Vienna* prepare a separate assessment on this subject. It is essential to note in this context that an expected public added value cannot be a replacement for complying with necessary measures protecting the *Outstanding Universal Value*, and therefore it cannot be a reason for accepting developments which are a potential risk for the *authenticity* and *integrity* of the World Heritage property.

#### **12.9 RECOMMENDATION 9: ESTABLISHING A WORLD HERITAGE ADVISORY BOARD**

- Referring to the report of *Dr. Ringbeck* in the *Expert Procedure March 2018*, it is recommended to promptly establish a *World Heritage Advisory Board* for the World Heritage property *Historic Centre of Vienna*.
- This *World Heritage Advisory Board* should be composed of not too many persons with a profound knowledge on complex UNESCO World Heritage properties, in particular *Historic Urban Landscapes*, and on planning issues and Vienna's urban development.
- The *World Heritage Advisory Board* should also include experts which

are independent of the *City of Vienna*, and should facilitate the local site management in particular with regard to the development of the above-mentioned *Management Plan* and in the implementation of the recommendations provided in the *Heritage Impact Assessment*. Subsequently the *World Heritage Advisory Board* should assist the regular *World Heritage Management* in an advisory capacity.

#### **12.10 RECOMMENDATION 10: INITIATING AN OPEN, INTERDISCIPLINARY DIALOGUE ON VIENNA'S WORLD HERITAGE**

- All experts of the *Expert Procedure March 2018* agreed on advising to hold and continuously maintain an interdisciplinary and international dialogue between politicians, investors, planning experts and citizens.
- Against this background, it is recommended to use the process of developing the *Management Plan* for open dialogue and the close involvement of citizens, and for ensuring a tight integration of this dialogue with politicians, investors and planning experts.
- Public events like *Cities facing development and preservation congress and workshop* congress organised by the *City of Vienna* which is to be held between 13 and 15 February 2019 should be used to support this dialogue.





## **PART V      APPENDIX**

13.      DECISIONS AND RECOMMENDATIONS WITH REGARD TO  
            THE WORLD HERITAGE PROPERTY HISTORIC CENTRE OF  
            VIENNA
  
14.      BACKGROUND INFORMATION ON THE HERITAGE IMPACT  
            ASSESSMENT
  
15.      SOURCES AND OTHER INFORMATION ON THE HERITAGE  
            IMPACT ASSESSMENT

## 13. DECISIONS AND RECOMMENDATIONS WITH REGARD TO THE WORLD HERITAGE PROPERTY HISTORIC CENTRE OF VIENNA

First of all, the results of the Expert Workshops 2018 are summarised in compact form below.<sup>63</sup>

Subsequently the decisions and recommendations of the *UNESCO World Heritage Committee* and its advisory organisation *ICOMOS International* are stated

ed which are relevant to the assessment. Due to the large number of different statements, this documentation cannot claim to be complete.

### 13.1 EXPERT WORKSHOP MARCH 2018

#### Summary of the results of the Expert Procedure

*Univ. Prof. Dipl.-  
Ing. Dr. Vittorio  
Magnano  
Lampugnani*

- “There is no question that the site requires urgent action. In this sense, a project like *Heumarkt Neu* is welcome and overdue. The forms of use planned for the site are virtually ideal both for the place itself and for Vienna:”
- “The architectural design that translates this programme into a built complex is pleasantly discreet and of above-average quality.”
- “The creation of Vienna’s Ringstraße with the edifices lining it is a singular event in the history of European cities. [...] The outcome was a total work of art that involved the most important architects of the second half of the 19th century, from Gottfried Semper to Otto Wagner.”
- “Against this background, I recommend to use the Glacis Master Plan, an outstanding urban planning tool, as a basis to conduct an in-depth urbanistic study of the area around the Heumarkt site. If this study should confirm what I am convinced of on the strength of my experience as an urban designer and planner, i.e. that it is necessary to preserve the historic eaves height of the Ringstraße structures and their building volumes and types in order to continue the urbanistic spirit of the historic ensemble of the Ringstraße and the adjoining buildings, then the Heumarkt Neu project should be fundamentally revised while maintaining its usage programme as far as this is possible and observing the same architectural standards.”
- “1. The project for the InterContinental Hotel, Vienna Ice-Skating Club and Konzerthaus area in its current state would impact its urbanistic context so markedly and negatively that the conservation and value of the Viennese World Heritage property would be seriously threatened.
- 2. [...]
- 3. The urban development of the Historic Centre of Vienna since its inscription on the World Heritage List has partly proceeded highly positive, but partly also quite problematically, e.g. in the case of the superstructure spanning the Wien-Mitte Underground and commuter train (Schnellbahn) hub. For the Heumarkt project, a very different, more city-compatible accent should indeed be embraced.

<sup>63</sup> Please note: The objective of the Expert Workshops was among others to assess building projects planned at Karlsplatz. All experts agreed in their findings that these building projects have no negative, but rather positive effects on the World Heritage property Historic Centre of Vienna. Since this aspect is not relevant for the assessment, the associated comments will not be reproduced here.

### Summary of the results of the Expert Procedure

*Univ. Prof.  
Dipl.-Ing. Dr.  
Vittorio Mag-  
nano  
Lampugnani*

- 4. The Historic Centre of Vienna must be able to evolve as a living organism; in my opinion, planning instruments are therefore more important than protection instruments. The Glacis Master Plan is a very good approach which, however, should be further deepened, specified and concretised, also with the support of experts from various disciplines and planning studios with experience in the field of urban design
- 5. The dialogue between politicians, investors, planning experts and citizens must be continuously maintained and conducted on an interdisciplinary and international basis.”

*Univ. Prof.  
Dipl.-Ing. Chris-  
ta Reicher*

- “In order to safeguard the identity of a place, its readability and specific characteristics, it is becoming more and more important to distinguish between identity-creating constants that must be preserved under all circumstances and possible variables of lesser architectural-cultural value. Interventions into the urban structure within the framework of necessary renewal or appropriate densification must be evaluated according to the readability and clarity of the spatial rhythms of a city as well as in conjunction with the added value for society.”
- “In balancing these different arguments and criteria, I do not consider the World Heritage property in its entirety as being threatened, especially since the Heumarkt area is situated at the interface between core zone and buffer zone, and because it is absolutely necessary to eliminate the current urbanistic deficiencies. The criteria ii and vi (see Question no. 1) are impaired only to a limited degree; criterion iv is not done justice by the current plans, since the attempt to continue building on important key eras as aimed for by this object cannot be classified as a convincing urbanistic layer of the 21st century.”
- “In my opinion, an adaptation of the planned building heights as well as of the scale of the project – in particular of the ensemble composed of slab and tower – is called for. For this purpose, urbanistic options should be developed that would then need to be evaluated on the basis of the abovementioned complex criteria. The objective must lie in finding a truly convincing solution for this important spot of the old city centre of Vienna; this solution should contribute to giving expression to the 21st-century urbanistic and architectural attitude of appropriateness and respectful integration into the historic building stock.”
- “Since the nomination of the “Historic Centre of Vienna” for inscription on the World Heritage List in 2001, architectural changes have taken place to meet the demands of social and demographic flux as well as of changing economic requirements. The changes that have thus occurred have not attained a degree that truly threatens the value of the World Heritage property.”
- “The legal protection instruments for Vienna’s old city (protection zones as part of the Building Code for Vienna and monument protection applying to important buildings as a federal competency) and the possibilities inherent in them appear sufficient to protect the World Heritage property [...] In my opinion, linking the existing legal instruments to the extensive range of informal instruments is more important than broadening and tightening the former:”
- “Conflicts can only be avoided if dialogue is improved at three levels: 1. Dialogue between different disciplines, 2. Dialogue between the different disciplines and actors involved, 3. Dialogue between politicians, experts and citizens. “

### Summary of the results of the Expert Procedure

*Dr. Birgitta Ringbeck*

- “The integrity criterion is a conditional criterion, i.e. the typical characteristics must be preserved. The historically evolved skyline of Vienna, which was specified as a key element of integrity in the statement declaring Vienna’s Outstanding Universal Value, was already significantly impaired by the high-rises constructed after inscription on the World Heritage List. The fact that a new high-rise has now been approved within the World Heritage property itself is proof positive that respect of the historically evolved cityscape is dwindling, and that the necessary repair of urban planning deficits is not used for urban renewal measures which are compatible with the World Heritage status. This means that the conservation and value of the World Heritage property are indeed threatened.”
- “The protection and planning instruments of the City of Vienna are adequate. Moreover, basics and guidelines are provided by the statements regarding the management of the World Heritage property contained in the nomination file as well as in texts, concepts and planning aids, such as the Vienna Memorandum, the High-Rise Concept and the Glacis Master Plan. However, deficiencies exist with regard to actual compliance, implementation, holistic approach and application.”
- “As already announced in 2000 in the World Heritage application, an international expert committee should be appointed and entrusted with the following tasks:
  - To accompany, develop and implement the management plan
  - To monitor any projects and plans for the core and buffer zones that might have negative effects on the Outstanding Universal Value
  - To streamline information and communication channels”

### 13.2 DECISIONS AND RECOMMENDATIONS WITH REGARD TO THE UNESCO WORLD HERITAGE PROPERTY HISTORIC CENTRE OF VIENNA

UNESCO World Heritage Committee / ICOMOS		State Parties / SOC	Comment
Year / Meeting / Decision code	UNESCO World Heritage decisions [Emphasis added by the authors to identify aspects which are relevant to the assessment.] Comments by the authors make the document easier to understand and are highlighted in blue	Reactions of the City of Vienna [Sources added by the authors]	
2001	<b>INSCRIPTION OF THE HISTORIC CITY CENTRE OF VIENNA ON THE UNESCO WORLD HERITAGE LIST</b>		
25 <sup>th</sup> session of the Committee (CONF 208)  Helsinki, Finland	<p><i>Nomination Criteria:</i></p> <ul style="list-style-type: none"> <li>(ii): The urban and architectural qualities of the Historic Centre of Vienna bear outstanding witness to a continuing interchange of values throughout the second millennium.</li> <li>(iv): Three key periods of European cultural and political development – the Middle Ages, the Baroque period, and the Gründerzeit – are exceptionally well illustrated by the urban and architectural heritage of the Historic Centre of Vienna.</li> <li>(vi): Since the 16th century Vienna has been universally acknowledged to be the musical capital of Europe.</li> <li>Integrity: all the attributes that sustain its OUV, including its architectural and urban qualities and layout, and that illustrate its three major phases of development – medieval, Baroque, and the Gründerzeit – that symbolize Austrian and central European history. The Historic Centre of Vienna has also maintained its characteristic skyline.</li> <li>Authenticity: The property is substantially authentic in terms of its location, its forms and designs, and its substance and materials. This authenticity resides largely in the overlapping and multi-layered interweaving of urban buildings, structures, and spaces. The historic urban fabric of the Historic Centre of Vienna is thus informed by this ongoing interchange, which has caused the urban landscape to evolve and grow over time, reflected in the new, emerging skyline outside the buffer zone.</li> </ul>		<p>Reference to new skyline outside the <i>buffer zone</i> only in 2016 after establishing the <i>RSoOUV</i>.</p> <p>Upon inscription on the <i>World Heritage List</i>, the Heritage Committee made critical comments on the high-rise developments.</p> <p>Inscription was subject to the requirement that any more interfering high-rise developments should be avoided.</p>

UNESCO World Heritage Committee / ICOMOS		State Parties / SOC	Comment
Year / Meeting / Decision code	UNESCO World Heritage decisions [Emphasis added by the authors to identify aspects which are relevant to the assessment.] Comments by the authors make the document easier to understand and are highlighted in blue	Reactions of the City of Vienna [Sources added by the authors]	
2001 Questions	The <i>Wien-Mitte</i> project provides for a building volume of about 80,000m <sup>2</sup> usable space with 4 office towers, three of which have a height of 87 m and one has a height of 97 m.		
25 <sup>th</sup> session of the Committee (CONF 208)  Helsinki, Finland	<p>(Report of the World Heritage Committee):</p> <ul style="list-style-type: none"> <li>The necessary measures to review the height and volume of the proposed new development near the Stadtpark, east of the Ringstrasse, so as not to impair the visual integrity of the historic town.</li> <li>Necessary special attention to continuous monitoring and control of any changes to the morphology of the historic building stock.</li> </ul>	<ul style="list-style-type: none"> <li>Discussion on whether high-rise buildings in the <i>buffer zone</i> are compatible with the cityscape. [<a href="https://www.wien.gv.at/stadtentwicklung/projekte/wienmitte/entwicklung.html">https://www.wien.gv.at/stadtentwicklung/projekte/wienmitte/entwicklung.html</a>]</li> <li>Recommended reduction of towers from 97 m below 90 m. [<a href="https://www.wien.gv.at/stadtentwicklung/projekte/wienmitte/entwicklung.html">https://www.wien.gv.at/stadtentwicklung/projekte/wienmitte/entwicklung.html</a>]</li> </ul>	
2002 Questions	<ol style="list-style-type: none"> <li>Hochhausprojekt am Hauptbahnhof</li> <li>Projekt Wien-Mitte</li> </ol>		
26 <sup>th</sup> session of the Committee (CONF 202) / CONF 202  Budapest, Hungary	<ul style="list-style-type: none"> <li>Strongly recommends to limit any future large redevelopment activities in the buffer zone;</li> <li>Expresses its serious concern about the <i>Wien-Mitte urban development project</i>, adjacent to the World Heritage site of Vienna and located in the buffer zone of the site, and in particular about the architectural solutions and the height of the proposed towers;</li> </ul>	<ul style="list-style-type: none"> <li>Building permit for <i>Wien-Mitte</i> project</li> <li>Neighbouring „City Tower Vienna“ also obtains legally enforceable building permit [<a href="https://www.wien.gv.at/stadtentwicklung/projekte/wienmitte/entwicklung.html">https://www.wien.gv.at/stadtentwicklung/projekte/wienmitte/entwicklung.html</a>]</li> </ul>	

UNESCO World Heritage Committee / ICOMOS		State Parties / SOC	Comment
Year / Meeting / Decision code	UNESCO World Heritage decisions [Emphasis added by the authors to identify aspects which are relevant to the assessment.] Comments by the authors make the document easier to understand and are highlighted in blue	Reactions of the City of Vienna [Sources added by the authors]	
26 <sup>th</sup> session of the Committee (CONF 202) / CONF 202  Budapest, Hungary	<ul style="list-style-type: none"> <li>Concern for the restoration practices currently observed in the Historic Centre and <u>requests</u> the authorities to establish <b>building renovation regulations and authorisation procedures</b>.</li> <li><u>Recommends</u> to improve the technical capacities in the field of historical building conservation, in order to ensure a more efficient control of any possible negative impacts.</li> <li>an ICOMOS expert visited Vienna and participated in a public debate on the project as well as having discussions with several Viennese authorities.</li> </ul>	<ul style="list-style-type: none"> <li>April 2002: Urban guideline “<b>Hochhäuser in Wien</b>” adopted by the City Council. [https://www.wien.gv.at/stadtentwicklung/grundlagen/hochhauskonzept/]</li> <li>June 2002: <b>Management Plan</b> for two World Heritage sites; <i>Historic Centre of Vienna and Schönbrunn Palace</i> [M. Wehdorn, Das historische Zentrum: Weltkulturerbe der UNESCO; p. 120]</li> <li>October 2002: Preparation of a <b>study on attic conversions in Vienna</b>. [M. Wehdorn, Das historische Zentrum: Weltkulturerbe der UNESCO; p. 107]</li> <li>Publications: <ul style="list-style-type: none"> <li>a) Perspektiven. (2002). Wien und das Weltkulturerbe.</li> <li>b) Stadtentwicklung Wien; Magistratsabteilung 18. (2002). Hochhäuser in Wien Städtebauliche Leitlinien, Werkstättenbericht Nr. 46.</li> </ul> </li> </ul>	<p><i>Management plan</i> was not finally adopted</p> <p>The significance of Baroque complexes, in particular the <i>Belvedere</i>, is emphasised as unique development defining the cityscape.</p> <p>[Perspektiven. (2002). Wien und das Weltkulturerbe]</p>

UNESCO World Heritage Committee / ICOMOS		State Parties / SOC	Comment
Year / Meeting / Decision code	UNESCO World Heritage decisions [Emphasis added by the authors to identify aspects which are relevant to the assessment.] Comments by the authors make the document easier to understand and are highlighted in blue	Reactions of the City of Vienna [Sources added by the authors]	
2003 Questions	Elaboration of the new "Wien-Mitte" project, compatibility with the World Heritage property		
27th session of the Committee (27 COM) / Paris, UNESCO Headquarters	<ul style="list-style-type: none"> <li>• <u>Acknowledges</u> the establishment of a management plan as well as the decision of the city authorities to <b>revise the design of the "Wien-Mitte" project</b> and to launch <b>an architectural competition</b> on city planning and to amend the relevant building codes;</li> <li>• <u>Request</u> the State Party to provide a report in order that the World Heritage Committee can examine the state of conservation of the property at its 28th session in 2004.</li> <li>• <b>A "First Interim Report"</b></li> <li>• Welcomed the positive development initiated by the statement of the Mayor, Dr. Michael Häupl, therefore suggests that the World Heritage Committee could <b>refrain from delisting the site</b></li> <li>• "Wien-Mitte", "scheduled for adoption before the end of 2003" will actually be "compatible" with the World Heritage site [<b>not exceed the height of the existing Hilton Hotel (60 m)</b>]</li> <li>• Management plan should lead to an improved co-operation between the State authorities (Bundesdenkmalamt) and the Municipal Authorities (MA19)</li> <li>• Ask for improvements to the <b>Building Code</b> could check the ever-growing number of <b>roof extensions</b>.</li> </ul>	<ul style="list-style-type: none"> <li>• March 2003: Investors decide not to realise the project as originally planned. [City of Vienna, 2006, Vienna, World Heritage, The state of the art. p. 12]</li> <li>• Decision to modify the "Wien-Mitte" project to ensure its World Heritage compatibility [SOC 2003]: <ol style="list-style-type: none"> <li>1. Withdrawal of building permit for the original project</li> <li>2. It is intended to reduce the maximum building height.</li> </ol> </li> </ul>	

UNESCO World Heritage Committee / ICOMOS		State Parties / SOC	Comment
Year / Meeting / Decision code	UNESCO World Heritage decisions [Emphasis added by the authors to identify aspects which are relevant to the assessment.] Comments by the authors make the document easier to understand and are highlighted in blue	Reactions of the City of Vienna [Sources added by the authors]	
2004 Questions	Reduction of height and volume of the “Wien-Mitte” project to ensure compatibility with the World Heritage property		
28th session of the Committee (28 COM) / Suzhou, China	<ul style="list-style-type: none"> <li>• <u>Considers</u> the positive outcome concerning the ‘Wien-Mitte’ project to be a notable success of the World Heritage Convention</li> <li>• <u>Requests</u> the State Party to keep the World Heritage Centre informed of the development of the ‘Wien-Mitte’ project.</li> </ul>	<ul style="list-style-type: none"> <li>• Submission of Progress Report on the new process of holding an <b>architectural competition</b>. [SOC 2004].</li> <li>• „The revised project consists of a main building with a <b>maximum height of 35 m</b>, and an oblong, slim building measuring 70 m at its highest point“ [<a href="https://www.wien.gv.at/stadtentwicklung/projekte/wienmitte/entwicklung.html">https://www.wien.gv.at/stadtentwicklung/projekte/wienmitte/entwicklung.html</a>]</li> <li>• Decision to prepare the Zoning and Development Plan PD 7669 by the Vienna City Council (2004)</li> <li>• Publikation:</li> <li>• Wehdorn, M., Csendes, P. und Schwarz, M. (2004). Wien, Das historische Zentrum: Weltkulturerbe der UNESCO, eine Dokumentation.</li> </ul>	

UNESCO World Heritage Committee / ICOMOS		State Parties / SOC	
Year / Meeting / Decision code	UNESCO World Heritage decisions [Emphasis added by the authors to identify aspects which are relevant to the assessment.] Comments by the authors make the document easier to understand and are highlighted in blue	Reactions of the City of Vienna [Sources added by the authors]	Comment
2005		<ul style="list-style-type: none"> <li>May 2005: Urban Development Plan Vienna 2005 (STEP 2005) [City of Vienna, 2006, Vienna, World Heritage, The State of the Art. p. 73]</li> <li>July 2005: Project of the ‚Kometgünde‘ competition by architect Podsedensek is revised in spring 2006 [City of Vienna, 2006, Vienna, World Heritage, The State of the Art. p. 82]</li> </ul>	
2005	<ul style="list-style-type: none"> <li>International conference on the subject of “World Heritage and Contemporary Architecture – Managing the Historic Urban Landscape) in Vienna / adoption of the ‘Vienna Memorandum’</li> <li>Publication: UNESCO World Heritage centre und City of Vienna. (2005). World Heritage and Contemporary Architecture.</li> </ul>		Vienna Memorandum enables inter alia to incorporate contemporary architecture in the historical urban context, provided that this is done in a sensitive and responsible manner.
2006		<ul style="list-style-type: none"> <li>Publication: <ul style="list-style-type: none"> <li>a) City Administration of the City of Vienna MA19 – Architecture and Urban Design. (2006). Vienna World Heritage. State of the Art, Vienna.</li> <li>b) Stadt Wien und in Zukunft Wien. (2006). Urban Development Vienna: Urban Design. Vienna World Heritage. State of the Art.</li> </ul> </li> </ul>	<p>The ‚Canaletto view‘ is defined as “visual axis with identifying character for Vienna”.</p> <p>Essential visual axes and World Heritage areas are defined as “exclusion zones for high-rise buildings”.</p> <p>[City of Vienna, 2006, Vienna, World Heritage, The State of the Art. p. 95]</p>

UNESCO World Heritage Committee / ICOMOS		State Parties / SOC	Comment
Year / Meeting / Decision code	UNESCO World Heritage decisions [Emphasis added by the authors to identify aspects which are relevant to the assessment.] Comments by the authors make the document easier to understand and are highlighted in blue	Reactions of the City of Vienna [Sources added by the authors]	
2008 Questions	<ol style="list-style-type: none"> <li>1. Planned construction of the 100 m high building at <i>Vienna Central Train Station</i></li> <li>2. New <i>Kometgründe-Meidling</i> project exceeds the maximum height of 60 m agreed with the State Party (“new Kometgründe-Meidling structure suggests that its height exceeds the 60 meters which the State Party had agreed to maintain in June 2006”)</li> </ol>		
32nd session of the Committee (32 COM) / Quebec City, Canada	<ul style="list-style-type: none"> <li>• Urges the State Party to: <ol style="list-style-type: none"> <li>a) halt the construction of the 100 m building of the Vienna Central Train Station project, the height would protrude above the trees on one side of the Belvedere Palace Park;</li> <li>b) carry out, in collaboration with the World Heritage Centre and ICOMOS, a comprehensive visual impact assessment of the entire project</li> </ol> </li> <li>• Requests the State Party to submit a report including the results of the VIA for examination by the World Heritage Committee at its 33rd session in 2009.</li> <li>• Asked for the methodology used to assess the impact of the new structures on the WH property</li> <li>• The necessary of the visual axes were determined from a standpoint of World Heritage compatibility</li> <li>• City of Vienna’s evaluation did not examine the consequences of the new high-rise buildings for the south front of the Upper Belvedere Palace, and the area of the park (part of the core zone)</li> <li>• Unacceptable 100m-height tower which will protrude above the tree line therefore this part should be halted and assessed its visual negative impacts on the OUV</li> </ul>	<ul style="list-style-type: none"> <li>• 11<sup>th</sup> October 2007: Start of the <i>Wien-Mitte</i> project: The building height of 120 m (competition) had been reduced by 50% to an absolute height of 73m (main building with 60 m and partly an extension with 4 stories) (<a href="https://www.wien.gv.at/stadtentwicklung/projekte/wienmitte/entwicklung.html">https://www.wien.gv.at/stadtentwicklung/projekte/wienmitte/entwicklung.html</a>) [<a href="https://whc.unesco.org/en/soc/915">https://whc.unesco.org/en/soc/915</a>]</li> <li>• Computer simulation by the <i>City of Vienna</i> [SOC 2008]</li> </ul>	

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2009 Questions	<ol style="list-style-type: none"> <li>1. Planned construction of the 100 m high building at <i>Vienna Central Train Station</i></li> <li>2. New <i>Kometgründe-Meidling</i> project exceeds the maximum height of 60 m agreed with the State Party</li> </ol>		
33 <sup>rd</sup> session of the Committee (33 COM) / Seville, Spain	<ul style="list-style-type: none"> <li>• Strongly urges the State Party to carry out the <b>comprehensive Visual Impact Assessment</b> of the entire project, as requested by the World Heritage Committee at its 32nd session;</li> <li>• Requests the State Party to <b>halt</b> any building permission for this project until the VIA has been reviewed by ICOMOS so that the project would not have any negative impact on the OUV of the property; <ul style="list-style-type: none"> <li>• define all <b>visual axes</b>;</li> <li>• define all <b>view points</b> from which visual assessments would be important</li> <li>• involvement of all parties</li> <li>• definition of <b>permissible heights</b></li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Reducing the height of the tower from 100m to 88m for building of the Vienna Central Train Station project [Conservation issues presented to the World Heritage Committee in 2009]</li> <li>• „The height reductions and relocations of the high-rise buildings made in the course of refining the master plan for the Vienna Central Train Station project are such that none of the 11 buildings would be visible from the park of Belvedere Palace.”</li> <li>• 12.2009 / 01.2010: Closure of the Südbahnhof and start of construction of Vienna Central Station [<a href="https://www.slideshare.net/NALED/vienna-project-management-vienna-central-station">https://www.slideshare.net/NALED/vienna-project-management-vienna-central-station</a>]</li> <li>• Visual Impact Study for the UNESCO World Heritage properties “Historic Centre of Vienna” and “Schönbrunn Palace and Gardens”, 2009</li> </ul>	

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2010 Questions	Possible effects of the “Vienna Railway Station” and “Kometgründe” projects on the OUV.		
34 <sup>th</sup> session of the Committee (34 COM) / Brasilia, Brazil	<ul style="list-style-type: none"> <li>• <u>Notes</u> the considerable technical work involved in preparing and submitting the <b>Visual Impact Study</b></li> <li>• <u>Urges</u> the State Party to further consider the <b>adoption of local architectural forms and roofscape colors</b> and improve architectural volumes of the railway station complex when viewed from distances across the city;</li> <li>• <u>Requests</u> the State Party to reconsider the <b>approved 73m height</b> of the Kometgründe project tower-shaped section, to the previously recommended reduced 60m height;</li> <li>• Several aspects and angles should have been further examined. Specifically, <b>the views of Vienna by night with illuminated high-rise buildings</b> have not been given any weight, and the views in winter were not sufficiently considered.</li> <li>• The VIS study considers only <b>1.60m high pedestrian viewpoints and all higher-level vantage points from across the city have been overlooked.</b></li> <li>• High-rise buildings in the project had been subjected to the VIS.</li> <li>• Several buildings have been recently demolished and, following architectural competitions, fill-in buildings have been constructed, or were about to be realized.</li> <li>• A <b>further Visual Impact Study</b> that addresses all views required to ensure the protection of important views from and to the WH properties.</li> </ul>	<ul style="list-style-type: none"> <li>• Visual Impact Study (VIS) for the UNESCO World Heritage properties “Historic Centre of Vienna” and “Schönbrunn Palace and Gardens”, January 2010, includes laser scans, façade point clouds, an accurate 3D topographic city map, a 3D building information model and a 3D “roof model”.</li> <li>• Considers that the current status of the railway station project <b>does not</b> impact adversely on the OUV, authenticity and integrity of the property.</li> <li>• <b>It was not possible to develop visualisations of all points of view requested by ICOMOS.</b> [Conservation issues presented to the World Heritage Committee in 2010]</li> </ul>	

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2011 Questions	Possible effects of the “Vienna Railway Station” and “Kometgründe” projects on the OUV.		
35 <sup>th</sup> session of the Committee (35 COM) / Paris, UNESCO Headquarters	<ul style="list-style-type: none"> <li>• <u>Requests</u> the State Party, given the multiplicity of development projects in the properties, their buffer zones and beyond, to invite a joint World Heritage Centre/ICOMOS reactive monitoring mission to the properties to assess:               <ol style="list-style-type: none"> <li>a) <b>the proposed changes</b> in the design of Vienna Main Station,</li> <li>b) <b>the potential impact</b> of new developments on the properties,</li> <li>c) <b>the integrity of views</b> from within key places of the properties.</li> </ol> </li> <li>• Visual impact studies are <b>undertaken from eye level</b> within key places of the property</li> <li>• <b>Night-time views</b> are also needed</li> <li>• There is a need to provide <b>a list of key areas within the property</b> from which views have been considered.</li> </ul> <p><u>Urges</u> the State Party to ensure that future impact assessments consider impact on the OUV and conform with ICOMOS Guidance on Heritage Impact Assessments for World Heritage cultural properties</p>	<ul style="list-style-type: none"> <li>• Submitted a report on the state of conservation includes considerable illustrative additions to the 2010 Visual Impact Study for the two WH properties [SOC 2011]</li> <li>• Planned projects:               <ul style="list-style-type: none"> <li>• <i>Kometgründe-Meidling project</i>,</li> <li>• High-rise construction projects in Central Vienna: Vocational Horticultural School Schönbrunn, Monte Laa, and Urban development along Danube Canal.</li> <li>• High-rise construction project of Vienna Main Train Station: High-rise site Main Station – SEESTE, site Main Station – Erste Campus, InterCity section of Main Station, High-rise site Main Station – Österreichische Bundesbahnen (ÖBB) corporate headquarters and lot A.01</li> </ul> </li> </ul>	

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2012 Questions	Visual Impact Assessment of new urban development on the existing urban fabric		
WHC-13/37.COM/7B 17-20 Sep	<p><b>Report of the UNESCO-ICOMOS Reactive Monitoring Mission to the World Heritage Properties</b></p> <ul style="list-style-type: none"> <li>The <b>identification of key vistas</b> is essential considering the attributes conveying the OUV of Vienna's two WH properties.</li> <li>[HIA] would avoid launching projects that have a negative impact on the authenticity and/or integrity of Vienna's WH properties at the outset.</li> <li>[Concerning High-rise developments,] it is recommended to conduct <b>comprehensive VIA</b> that go <b>beyond looking at one or two "linear" or "static" vistas (visual axes) and identify all angles and distances of visibility</b>. This approach will provide valuable information as to <b>where visual impacts need to be limited or even avoided</b></li> <li>It <b>strongly recommends establishing binding mechanisms</b> of cooperation with, in this particular case, the protection of historic monuments being under the responsibility of the Federal State of Austria (Bundesdenkmalamt) and the protection of urban areas being under the responsibility of the City of Vienna.</li> <li>A <b>special attention</b> has to be given to the conservation and protection of the historic roof-scape. It is recommended to develop a <b>"house by house" guideline</b> for the use by owners and investors in order to allow them a detailed and proactive orientation</li> </ul>	<ul style="list-style-type: none"> <li>The City of Vienna uses an advanced 3D modelling technology that allows a proactive evaluation of possible visual impacts of new developments on the existing urban fabric. [ICOMOS Reactive Monitoring Mission to the World Heritage property, 2015, p. 19]</li> <li>Holding a cooperative urban expert procedure (4 Workshops) [Rolle ICOMOS Österreich, In: Anlagen zur Projektdarstellung für HIA Welterbe-Projekt Heumarkt Wien]</li> <li>Professional hearing</li> <li>First public exhibition on the project (re-design of InterContinental Hotel area, Vienna Ice-Skating Club and Vienna Konzerthaus: [<a href="https://b2b.wien.info/media/files/vortrag-trojner-80-jour-fixe.pdf">https://b2b.wien.info/media/files/vortrag-trojner-80-jour-fixe.pdf</a>])</li> <li>Ensemble Protection in Vienna. Concept of Visual Axes.</li> </ul>	

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2012 Questions	Visual Impact Assessment of new urban development on the existing urban fabric		
WHC-13/37.COM/7B 17-20 Sep	<p><b>Report of the UNESCO-ICOMOS Reactive Monitoring Mission to the World Heritage Properties</b></p> <ul style="list-style-type: none"> <li>Vienna Main Station and adjacent developments: it is recommended to assess again the possible visual impact of <b>35 m and 45/48 m height buildings</b> (using the 3D tool), forming the closest group to the Belvedere ensemble.</li> <li>Assess the potential impact of new developments on the OUV of the properties;; <ul style="list-style-type: none"> <li>a) Follow up of the Kometgründe-Meidling project, mainly concerning the WH Committee <b>recommendation of 60 metres maximum high.</b></li> <li>b) High-rise construction projects in Central Vienna: <ul style="list-style-type: none"> <li>i. Forum Schönbrunn project in the buffer zone of the WH property “Palace and Gardens of Schönbrunn”. <b>Follow up of its height and scale, as well as the silhouette.</b></li> <li>ii. Vocational Horticultural School Schönbrunn: construction of an additional wing, considered compatible with the WH status by the State Party. WHC and AB had not been informed at a planning stage.</li> </ul> </li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Our Project of the Century – Vienna Central Station ... more than a railway station [Unser Jahrhundertprojekt - Hauptbahnhof Wien ... mehr als ein Bahnhof] (Publication)</li> </ul>	

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2012 Questions	Visual Impact Assessment of new urban development on the existing urban fabric		
WHC-13/37.COM/7B 17-20 Sep	<p><b>Report of the UNESCO-ICOMOS Reactive Monitoring Mission to the World Heritage Properties</b></p> <p>iii. Monte Laa: construction of 3 high-rise buildings of 65,100 and 110 m. <b>Not visible from the city centre, and nor interfering WH from the point of view of the State Party.</b> AB and WHC agree, despite its impact on the skyline of Vienna in general.</p> <p>iv. Urban Development along Danube Canal: <b>high-rise building of 78 m, immediately outside the buffer zone of the “Historic Centre of Vienna”.</b> The height was reduced to ensure compatibility with the WH status.</p> <p>v. <i>Marillental project</i>: in the vicinity of Schönbrunn. It has been cancelled.</p> <ul style="list-style-type: none"> <li>Assess the integrity of views from within key places of the properties, as components of OUV. • Mainly the previously suggested views by night and from upper level vantage points.</li> </ul>		

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2013 Questions	<ol style="list-style-type: none"> <li>1. <i>Wien-Mitte</i> high-rise project</li> <li>2. Developments around <i>Vienna Central Train Station</i></li> <li>3. Urban restructuring around <i>InterContinental Hotel</i></li> </ol>		
37 <sup>th</sup> session of the Committee (37 COM) / Phnom Penh, Cambodia	<ul style="list-style-type: none"> <li>• Urges the State Party to provide the World Heritage Centre and the Advisory Bodies with details of the <b>two proposed options for the development of the in and around the Intercontinental Hotel</b>, and also urges the State Party <b>to halt any redevelopment higher than existing structures</b> until an evaluation has been made by the Advisory Bodies;</li> <li>• Requests the State Party to integrate standard requirements for <b>comprehensive VIA</b> in relation to the OUV of the properties in its urban planning policies (including regulations for <b>night-time impacts</b> caused by illuminated advertisements);</li> <li>• Note the <b>opportunity</b> to improve the quality of this neighborhood and perhaps even reduce the existing visual impact of the Intercontinental Hotel.</li> <li>• Participatory approach to find solutions</li> <li>• <b>The 46 of Vienna's Urban Development Guidelines</b> is revised to include requirements for comprehensive VIS, comprising a variety of variables, seasonal and light situations.</li> </ul>	<ul style="list-style-type: none"> <li>• Submitted a report on the state that highlights <b>new urban restructuring opportunities</b> in the area of the Vienna Ice-Skating Club, Intercontinental Hotel and Vienna Music-Konzerthaus [SOC 2013]</li> <li>• For the site SEESTE (60m height) work began in early 2013, for ERSTE (26-50m height) in 2011 and for the Intercity Section (55 and 60m height) in 2012. The construction of the tallest buildings in the complex, the corporate headquarters of the Österreichische Bundesbahnen (ÖBB) (up to 88m height) has also commenced in 2011 [SOC 2013]</li> <li>• Prof. Dr. Lipp gibt provides a <b>comment on behalf of ICOMOS Austria</b> on the final report of the cooperative urban expert procedure. [ICOMOS Österreich, In Anlagen zur Projektdarstellung für HIA Welte-berbe-Projekt Heumarkt Wien]</li> </ul>	

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2014 Questions	<i>ICOMOS Technical Review</i> concerning the new project proposed in and around the <i>InterContinental Hotel</i> as well as redevelopment Project “ <i>Vienna Ice Skating Club / InterContinental Hotel / Vienna Konzerthaus</i> ”		
Decision 37COM 7B.71 May	<p><b>ICOMOS Technical Review</b></p> <ul style="list-style-type: none"> <li>The <b>challenge</b> lies in the visual relationship between the building of the Hotel Intercontinental (volume, height) and Belvedere Palaces and garden. Currently, this hotel strongly disturbs the famous view from Belvedere. Therefore, <b>no increase to the buildings height should be aimed at in connection with the redo.</b></li> <li><b>Reducing the height</b> of the building, and to <b>improve the quality of the neighbourhood</b> by defining a better use of the plot in terms of urban and community function.</li> <li>The adapted “Vienna High-rise Concept” is on the one hand to define binding <b>exclusion zones</b> for high-rise projects and on the other hand will <b>set out areas suitable for potential high-rise structures</b> within Vienna’s municipal territory”;</li> <li><b>Regulations</b> concerning large-scale illuminated billboards or advertising media on the buildings currently under construction that will be situated directly opposite Belvedere Palace;</li> <li>A master plan for the Glacis area will be developed by autumn 2014, on an initiative of the City of Vienna.</li> <li>The Kometgründe project seems to be in order;</li> <li>The Rathausstrasse 1 project: ICOMOS recommends that technical details and full documentation of the project proposal and design</li> </ul>	<ul style="list-style-type: none"> <li>International architectural competition</li> <li><b>Evaluation</b> of the competition entries by <b>ICOMOS Austria</b>. [c12 Rolle ICOMOS Österreich, IN Anlagen zur Projektdarstellung für HIA Welterbe-Projekt Heumarkt Wien]</li> <li>Main Building: Height 49,75m,</li> <li>A tower building: 64.9 high springing from a platform 10.35 m high, to host apartments for a total height of 75.25m;</li> <li>A third wing, 21.7m high, facing Heurmarktstrasse to host at basement and ground floor the Eisverein activities as well as apartments at upper floors [ICOMOS Reactive Monitoring Mission to the World Heritage property, “Historic Centre of Vienna” (Austria) (C1033), 16-19 November 2015</li> <li>Mission Report. p. 15]</li> </ul>	

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2014 Questions	<i>ICOMOS Technical Review</i> concerning the new project proposed in and around the <i>InterContinental Hotel</i> as well as redevelopment Project “ <i>Vienna Ice Skating Club / InterContinental Hotel / Vienna Konzerthaus</i> ”		
Decision 37COM 7B.71 May	<p><b>ICOMOS Technical Review</b></p> <ul style="list-style-type: none"> <li>Concerning the proposed redevelopment project “<i>Vienna Ice Skating Club / InterContinental Hotel / Vienna Konzerthaus</i>” within the property, ICOMOS considers that the proposed solution is not acceptable as it will strongly impact the visual qualities of the location and would further erode the conditions of integrity and authenticity of the existing skyline and townscape</li> </ul>	<ul style="list-style-type: none"> <li><i>STEP 2025 Urban Development Plan Wien / Thematic Concept for High-Rise Buildings, MA 21</i>: “High buildings” (26-35 m height) and “high-rise buildings“ (above 35 m) are differentiated (Municipal Department 21 – District Planning and Urban Land Use [Bosshard &amp; Luchsinger Architekten AG STEP 2025, Fachkonzept, Hochhäuser. S. 15]</li> <li><i>Glacis Master Plan</i>: <ol style="list-style-type: none"> <li>Views from and to identification points with historical and identity-forming significance</li> <li>Views considered as part of city vedute and panoramic views that are important for Vienna.</li> <li>For example the following city vedute and panoramic views are important: Kahlenberg, Leopoldsberg, Wilhelminenberg, Upper Belvedere, Gloriette/Schönbrunn Palace, Danube Tower, Giant Ferris Wheel [City Administration of the City of Vienna, Municipal Department 21 District Planning and Urban Land Use. Glacis Master Plan. 2014. p. 10]</li> </ol> </li> </ul>	

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2015 Questions	The <i>Wien-Mitte</i> project provides for a construction area of approximately 80,000m <sup>2</sup> with 4 office towers, three of which are 87m high and one of which is 97m high.		
39 <sup>th</sup> session of the Committee (39 COM) / Bonn, Germany	<ul style="list-style-type: none"> <li>Considers that the <b>new tools</b> developed since the 2012 mission do not appear to ensure that OUV is adequately protected.</li> <li>Requests the State Party to halt any further approvals for high-rise projects until they can be fully appraised by the Advisory Bodies on the basis of <b>HIAs</b>;</li> <li>It is <b>not clear</b> how this Concept or the Glacis Master Plan <b>relate to the Management Plan</b>, nor how they relate to <b>Vienna's Urban Development Guidelines 46</b> (on high-rise development)</li> <li>ICOMOS Reactive Monitoring Mission to the World Heritage property "Historic Centre of Vienna" (Austria) (C1033), Nov. 2015, Mission Report</li> </ul>	<ul style="list-style-type: none"> <li>Provides details of proposals to redevelop this area at the edge of the property and to replace three buildings from the early and mid-20th century. [SOC 2015]</li> <li>The design submitted is for a linear block and a square tower, the latter 73 m in height. [SOC 2015]</li> <li>State Party <b>revised High-Rise Concept and the new Glacis Master Plan</b>.</li> </ul>	
2016 Questions	<i>Vienna Eislaufverein / InterContinental Hotel / Konzerthaus Project</i>	focusing on the Vienna Ice Skating Club – Intercontinental Hotel – Vienna Konzerthaus development project	
40 <sup>th</sup> session of the Committee (40 COM) / Istanbul, Turkey	<ul style="list-style-type: none"> <li>The State Party report does not address some of the more broad-ranging requests made by the Committee at its 39th session.</li> <li>Requests the State Party to facilitate the preparation of revised planning rules and guidelines which: <ul style="list-style-type: none"> <li>a) Establish parameters for the urban density as well as specific <b>standards for building height and volume</b> for the property and buffer zone,</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>The City of Vienna considers that the development project will <b>not negatively impact</b> the OUV of the property; based on multi-year deliberations by international experts, who addressed the qualities of urbanism and urban space and not only the building height [SOC 2016]</li> </ul>	

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2016 Questions	<i>Vienna Eislaufverein / InterContinental Hotel / Konzerthaus Project</i>	focusing on the Vienna Ice Skating Club – Intercontinental Hotel – Vienna Konzerthaus development project	
40 <sup>th</sup> session of the Committee (40 COM) / Istanbul, Turkey	<p>b) Safeguard the <b>urban morphology</b> that is an essential <b>attribute of the property</b>,</p> <p>c) Encourage <b>sustainable development</b> in the property and its buffer zone in harmony with its OUV,</p> <p>d) Require that all high-rise projects are evaluated through <b>a comprehensive Heritage Impact Assessment (HIA)</b>, prepared in accordance with the ICOMOS 2011 Guidance on HIAs for Cultural World Heritage properties, including reference to <b>3D visual simulations</b>.</p> <ul style="list-style-type: none"> <li>• <b>High-Rise Concept and the Glacis Master Plan foresee construction of high-rise buildings</b> that would have an impact on the urban form and character of the city.</li> <li>• <b>The absence of exclusion zones for high-rise buildings and adequate instruments of control for height-volume and urban density creates an expectation about development potential by property owners and developers, which may in turn lead to further pressure for approval of other projects contradictory with the property's OUV.</b></li> <li>• Renovation of buildings should be implemented using contemporary architectural solutions, which specifically respect the historic roofscapes, which contribute to the authenticity and integrity of the property.</li> </ul>	<ul style="list-style-type: none"> <li>• The halting of the development of the project at this time <b>does not seem feasible</b> [SOC 2016]</li> <li>• Start of the procedure for the <b>redesign of the Zoning and Development plan</b>. [C12 Rolle ICOMOS Österreich, IN Anlagen zur Projektdarstellung für HIA Welterbe-Projekt Heumarkt Wien]</li> <li>• <b>Adoption of Retrospective Statements of Outstanding Universal Value</b></li> </ul>	

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2016 Questions	<i>Vienna Eislaufverein / InterContinental Hotel / Konzerthaus Project</i>	focusing on the Vienna Ice Skating Club – Intercontinental Hotel – Vienna Konzerthaus development project	
40 <sup>th</sup> session of the Committee (40 COM) / Istanbul, Turkey	<ul style="list-style-type: none"> <li>Vienna Ice-Skating Club – Intercontinental Hotel – Vienna Konzerthaus project design <b>does not address the recommendations of the 2012 mission, particularly in relation to height.</b></li> <li><u>Urges</u> the State Party to facilitate a major revision of this project design to: <ul style="list-style-type: none"> <li>I. <b>Reduce the height</b> of the proposed building to comply with the recommendations of the 2012 mission report,</li> <li>II. Take into account <b>scale and massing</b> in relation to the characteristics of the location and the OUV of the property,</li> <li>III. <b>Harmonize the project design</b> with the attributes of the specific location, which is an integral part of the property,</li> <li>IV. <b>Reduce the visual impact</b> of the proposed building on both the close urban context and views of the Historic Centre of Vienna;</li> </ul> </li> <li><u>Requests</u> the State Party to submit to the World Heritage Centre, an updated report on the state of conservation of the property, <b>with a view to considering, in the case of confirmation of the ascertained or potential danger to OUV, the possible inscription of the property on the List of World Heritage in Danger.</b></li> </ul>		

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2016 Questions	<i>Vienna Eislaufverein / InterContinental Hotel / Konzerthaus Project</i>	focusing on the Vienna Ice Skating Club – Intercontinental Hotel – Vienna Konzerthaus development project	
40 <sup>th</sup> session of the Committee (40 COM) / Istanbul, Turkey	<p>ICOMOS Reactive Monitoring Mission to the World Heritage property “Historic Centre of Vienna” (Austria) (C1033). 16 -19 November 2015</p> <p>ICOMOS considerations on the Thematic Concept for High-Rise Buildings 2014: <i>includes methods for structural interventions in the historic city centre / Document does not contain criteria to assess the outstanding added value, the STEP 2025 High-Rise Concept and the 2014 Glacis Master Plan do not provide a sufficiently clear comprehensible framework for standards and guidelines, in particular with regard to the potential height of new building projects.</i></p> <p><b>Vienna Memorandum 2005 and UNESCO Recommendation on the Historic Urban Landscape 2011;</b></p> <ul style="list-style-type: none"> <li>• ICOMOS conclusions and recommendations considering the lack of morphological relationship between the new high buildings and high-rise buildings allowed, and the historical stock;</li> <li>• is concerned that the lack of exclusion zones for high-rise buildings and suitable tools to control <i>height and volume and urban density</i> creates inappropriate expectations of owners and developers with regard to the development potential, an attitude that may in turn create pressure with regard to the approval of inappropriate building projects</li> <li>• <i>change of the roof landscape</i> / severe loss of its morphological integrity and substantial loss of its cultural significance</li> </ul>		

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2016 Questions	<i>Vienna Eislaufverein / InterContinental Hotel / Konzerthaus Project</i>	focusing on the Vienna Ice Skating Club – Intercontinental Hotel – Vienna Konzerthaus development project	
40 <sup>th</sup> session of the Committee (40 COM) / Istanbul, Turkey	<p><b>ICOMOS considerations on the Glacis Master Plan:</b> Could include the construction of some high buildings and high-rise buildings that would impair the morphology and character of the Glacis area and consequently Vienna's Outstanding Universal Value.</p> <ul style="list-style-type: none"> <li>• VIENNA MEMORANDUM 2005 on the subject of "World Heritage and Contemporary Architecture - Management of the Historic Urban Landscape"</li> <li>• ICOMOS recommends to integrate the historical building stock into a living urban organism not only with respect to visual relationships and visual axes defining the urban space, but also mandatory rules with regard to the density and height of the buildings.</li> <li>• <b>The "InterContinental Hotel (29.300 m<sup>2</sup>) / Vienna Ice-Skating Club (5.500 m<sup>2</sup>) project":</b> The 3D visualisation models show how the volumes of the winning project would severely impair the cityscape / The Mission states that the view is already severely impaired.</li> </ul>		

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2017 Questions	<ol style="list-style-type: none"> <li>1. Proposed <i>Vienna Ice-Skating Club – Intercontinental Hotel – Vienna Konzerthaus</i> project</li> <li>2. Developments in the <i>Karlsplatz</i> area</li> <li>3. The setting of the <i>Karlskirche</i></li> <li>4. Lack of effectiveness of the overall governance of the property</li> <li>5. Lack of appropriateness of planning controls in the ‘<i>High-Rise Concept 2014</i>’ and the ‘<i>Glacis Master Plan</i>’</li> </ol>		
41 <sup>st</sup> session of the Committee (41 COM) / Krakow, Poland	<ul style="list-style-type: none"> <li>• <u>Regrets</u> that the State Party has not complied with the requests expressed by the Committee in Decision 40 COM 7B.49, in particular related to <b>the lack of change to existing planning controls and the inadequate extent of change proposed for the Vienna Ice-Skating Club – Intercontinental Hotel – Vienna Konzerthaus project</b>;</li> <li>• <u>Also recalling</u> the concerns expressed <b>by the 2012 mission regarding the critical level of urban development reached since inscription and its cumulative impacts on the Outstanding Universal Value (OUV) of the property</b>, the need for new tools to guide the development process towards sustainable development that protects the attributes of the OUV, and the specific recommendations of the 2015 mission to the property,</li> <li>• <u>Noting</u> the information provided by the <b>State Party including design changes and a Heritage Impact Assessment</b> for the proposed Vienna Ice-Skating Club – Intercontinental Hotel – Vienna Konzerthaus project, the resolution of the City Council of Vienna dated 5th May 2017, the intention to analyze and review existing urban planning instruments, and the advice regarding proposed</li> </ul>	<ul style="list-style-type: none"> <li>• The <b>design</b> of the Vienna Ice-Skating Club – Intercontinental Hotel – Vienna Konzerthaus has been <b>revised</b>; the <b>height</b> of the residential component has been <b>reduced from 75m to 66.3m</b> and the <b>area occupied</b> by the high-rise component has also been limited. [SOC 2017]</li> <li>• Indicated that the planning process has considered the visual and spatial qualities of the “Karlskirche” and advises that the reshaped buildings <b>will not negatively impact on the appearance of the historic ensemble, as the maximum height will not exceed the deck-edge of the “Karlskirche” and there are no protrusions proposed.</b> [SOC 2017]</li> <li>• Passed a resolution clarifying the planning instruments for urban development.</li> </ul>	

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41 <sup>st</sup> session of the Committee (41 COM) / Krakow, Poland	<p>projects in the the <i>Karlsplatz</i>-area.</p> <ul style="list-style-type: none"> <li>• <u>Welcomes</u> the <b>study on historic roof constructions in the Historic Centre of Vienna</b> by the Federal Monuments Authority in collaboration with the City of Vienna, and <u>requests</u> the State Party to adopt a moratorium on projects that involve <b>any modification of the roofscapes</b> within the property, until the study has been completed.</li> <li>• <u>Considers</u> that the current planning controls pose <b>serious and specific threats to the OUV of the property</b>, such that the property is in danger.</li> <li>• <u>Requests</u> the State Party, in consultation with the World Heritage Centre and the Advisory Bodies, to develop a set of <b>corrective measures, a timeframe</b> for their implementation, and a Desired state of conservation for <b>removal</b> of the property from the List of World Heritage in Danger (DSOCR).</li> <li>• <u>Reiterating its concern</u> that the <i>High-Rise Concept</i> abolishes exclusion zones for high-rise buildings in the Vienna urban areas, , without having applied <b>appropriate instruments of control for height, volume and urban density</b> respecting the OUV of the</li> </ul>	<p>May 2017: ICOMOS Austria, <b>Appeal for land zoning Heumarkt</b>:</p> <ul style="list-style-type: none"> <li>• Infringement of social fairness (keyword: luxury apartments)</li> <li>• Failed interpretation of the alleged “added value” of the project for Vienna [C.12 Rolle ICOMOS Österreich, IN Anlagen zur Projektdarstellung für HIA Welterbe-Projekt Heumarkt Wien]</li> <li>• 01.06.2017: Vienna City Council <b>decides the new Development Plan</b> for the area.</li> </ul>	

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41 <sup>st</sup> session of the Committee (41 COM) / Krakow, Poland	<p>property, and that the Glacis Master Plan permits the construction of buildings of a scale that would have an adverse impact on the urban form and character of the Glacis area.</p> <ul style="list-style-type: none"> <li>• <u>Reiterates its request</u> to the State Party to facilitate the preparation of revised planning rules and guidelines, which: <ol style="list-style-type: none"> <li>1. Establish parameters for the <b>urban density as well as specific standards for building height and volume</b> for the property and buffer zone,</li> <li>2. Safeguard the <b>urban morphology</b> that is an essential attribute of the property,</li> <li>3. Encourage <b>sustainable development</b> in the property and its buffer zone in <b>harmony</b> with its OUV,</li> <li>4. Require that all high-rise projects are evaluated through a <b>comprehensive Heritage Impact Assessment (HIA)</b>, prepared in accordance with the ICOMOS Guidance on HIAs for Cultural World Heritage properties, including reference to 3D visual simulations, so that the effects of the proposed development on the OUV of the property can be properly considered;</li> </ol> </li> </ul>		

UNESCO World Heritage Committee / ICOMOS		State Parties / SOC	Comment
Year / Meeting / Decision code	<p><b>UNESCO World Heritage decisions</b>  <b>[Emphasis added by the authors to identify aspects which are relevant to the assessment.]</b>  <b>Comments by the authors make the document easier to understand and are highlighted in blue</b></p>	<p>Reactions of the City of Vienna            [Sources added by the authors]</p>	
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41 <sup>st</sup> session of the Committee (41 COM) / Krakow, Poland	<p>5. Incorporate the intent of the resolution of the City Council of Vienna, dated 5 May 2017 within the <b>revised planning rules and guidelines</b>;</p> <ul style="list-style-type: none"> <li>• The minimal reduction of height by 8.7m (from 75m to 66.3m) and amended footprint of the residential component are <b>negligible compared to the total project height</b>, number of storeys and building volume.</li> <li>• This project <b>is not prevented by the resolution</b> of the City Council of Vienna dated 5 May and could proceed if the Council were to create the necessary legal basis.</li> <li>• <b>The HIA does not acknowledge the substantial adverse effects</b> that the revised project would have on the OUV of the property.</li> <li>• The <b>Karlskirche</b> is a major Baroque period work within the property. In its vicinity, there are <b>two buildings for which large extensions are planned</b>. Graphic and photographic documents submitted to date <b>do not adequately evaluate these proposed projects and their potential impact</b> on the <i>Karlskirche</i> and the surrounding urban context.</li> <li>• The OUV of the property remains in danger from lawfully designed and constructed buildings that are permitted by the existing planning controls; particularly the ‘<i>High-Rise Concept</i>’ and ‘<i>Glacis Masterplan</i>’.</li> </ul>		

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Report on the current situation concerning the state of conservation of the Historic Centre of Vienna.  31 <sup>st</sup> January	<ul style="list-style-type: none"> <li>• This three-stage process must lead to <b>an agreed set of corrective measures and an agreed DSOCR</b>, which can be adopted by the World Heritage Committee.</li> <li>• City Council of Vienna confirms its commitment <b>not to give legal approval</b> for any further high-rise development</li> <li>• Current projects and the broader historic urban context, including <b>visual axes and visual links</b>, and both <b>close and distant views</b>, are to be addressed through the three-stage process.</li> <li>• Welcome to establish a clear milestone plan for addressing the Committee’s decisions</li> </ul>	<ul style="list-style-type: none"> <li>• The situation of the <b>current urban pattern</b> in the area “Intercontinental Hotel – Ice Skating Club – Vienna Concert Hall” <b>remained unchanged</b>. That construction work will begin in spring 2020. [Dr. M. Rössler, 2018. UNESCO-World Heritage property: Historic Centre of Vienna (Austria) (C1033), SOC Report 2018]</li> <li>• The urban development situation in the <b>Karlsplatz</b> site has likewise remained the same.</li> <li>• The planned projects for the Wien Museum and the Winterthur Building have not yet been created;</li> <li>• To develop <b>a specific milestone plan based on the “roadmap” submitted by the World Heritage Centre on 23rd of November 2017 which will define the measures required to delete the World Heritage property “Historic Centre of Vienna” from the List of World Heritage in Danger.</b></li> </ul>	

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2018 Questions	<ol style="list-style-type: none"> <li>1. High-rise construction projects in Central Vienna; proposed Vienna Ice-Skating Club – Intercontinental Hotel – Vienna Konzerthaus project</li> <li>2. Lack of effectiveness of the overall governance of the property</li> <li>3. Lack of appropriateness of planning controls in the ‘High-Rise Concept 2014’ and the ‘Glacis Master Plan’</li> </ol>		
Report on the current situation concerning the state of conservation of the Historic Centre of Vienna.  31st January		<ul style="list-style-type: none"> <li>• Three stage process: <ol style="list-style-type: none"> <li>1. an expert workshop in March 2018,</li> <li>2. The preparation of HIA,</li> <li>3. Examine HIA</li> </ol> </li> <li>• The study on historic roof constructions (“Roof-Cadaster”) was completed in late summer 2017 and presented to the public on 15th of September 2017.</li> <li>• The projected extensions of the “Wien Museum” and the so called “Winterthur Building” shall also be analysed by the previously mentioned Heritage Impact Assessment.</li> </ul>	

## 14. BACKGROUND INFORMATION ON THE HERITAGE IMPACT ASSESSMENT

### 14.1 THE WORLD HERITAGE CONVENTION

*UNESCO-World Heritage* properties are protected under the *World Heritage Convention* ("Convention concerning the Protection of the World Cultural and Natural Heritage")<sup>64</sup>. The *World Heritage Convention* that took effect in 1972 is an international agreement between the states parties and the United Nations. The objective of the *World Heritage Convention* is to identify, protect and use the most important natural and cultural heritage of mankind for intercultural mediation. World Heritage properties are inscribed on the *World Heritage List* to protect them for future generations

Pursuant to the *World Heritage Convention*, the *State Parties* are responsible for the protection and sustainable development of the World Heritage properties. According to *Article 4* of the *World Heritage Convention*, "each *State Party* recognizes that the duty of ensuring the identification, protection conservation, presentation and transmission to future generations of the cultural and natural heritage referred to in *Articles 1* and *2* and situated on its territory, belongs primarily to that State".

The protection and sustainable development of the *UNESCO World Heritage* property *Historic Centre of Vienna* must therefore be ensured by the *Austrian State Party* that joined the *World Heritage Convention* in 1992. For this purpose, the internationally applicable guidelines must be observed, in particular the various charters on the implementation of the *World Heritage Convention* and the so-called *Operational Guidelines* serving to implement the *World Heritage Convention*.<sup>65</sup> The *Outstanding Universal Value* is therefore the central point of reference for all activities within the *UNESCO World Heritage* property.

<sup>64</sup> UNESCO (1972): *Convention Concerning the Protection of the World Cultural Heritage*  
<sup>65</sup> UNESCO World Heritage Centre: *The Operational Guidelines for the Implementation of the World Heritage Convention*, Paris 2017. The Operational Guidelines are updated in regular intervals. This Assessment is based on the Operational Guidelines 2017

### 14.2 OUTSTANDING UNIVERSAL VALUE (OUV)

The inscription of World Heritage properties on the *World Heritage List* depends on their *Outstanding Universal Value (OUV)*. The concept of the *Outstanding Universal Value* in the *World Heritage Convention* and its implementation stands for all *UNESCO World Heritage* properties in all regions of the planet. After inscription on the *UNESCO World Heritage List*, the *Outstanding Universal Value* is set in stone and must not be impaired.<sup>66</sup> The *Outstanding Universal Value* is therefore the central point of reference for all activities within the *UNESCO World Heritage* property.

### 14.3 SELECTION CRITERIA

Cultural and natural sites whose *Outstanding Universal Value* is acknowledged by the *World Heritage Committee* and its advisory organisations *ICOMOS International*, *IUCN* and *ICCROM* are inscribed on the *World Heritage List* using specific criteria. These criteria are defined in the internationally applicable guidelines for World Heritage properties, the *Operational Guidelines*. Six different criteria (criteria (i) – (iv)) exist for World Cultural Heritage Sites like the *Historic Centre of Vienna*. After a *State Party* to the *World Heritage Convention* has nominated a site for inscription on the *World Heritage List*, the *UNESCO World Heritage Committee* decides whether:

- at least one of these criteria applies, so that the *Outstanding Universal*

<sup>66</sup> The *Operational Guidelines* define the OUV as follows: "Outstanding Universal Value means cultural and/or natural significance which is so exceptional as to transcend national boundaries and to be of common importance for present and future generations of all humanity. As such, the permanent protection of this heritage is of the highest importance to the international community as a whole. The Committee defines the criteria for the inscription of properties on the World Heritage List." See: UNESCO World Heritage Centre: *The Operational Guidelines for the Implementation of the World Heritage Convention*, Paris 2017

Value of a site and therefore its inscription on the *UNESCO World Heritage List* is justified (*Operational Guidelines*, paragraph 77),

- any potential World Heritage property also meets the criteria of *Integrity* and *Authenticity*,
- any potential World Heritage property has an adequate system for its protection and management (*Operational Guidelines*, paragraph 78).

These above-mentioned conditional criteria are summarised in compact form for all World Heritage properties in a *Statement of Outstanding Universal Value (SoOUV)*. For any World Heritage properties that were inscribed on the *World Heritage List* without a *SoOUV* (which has been the case for *Vienna*), a so-called *Retrospective Statement of Outstanding Universal Value (RSOOUV)* is prepared. The *RSOOUV* must always be considered in compliance with the information provided in the nomination file, and cannot be applied in isolation.

Fig. 14.1: Outstanding Universal Value of UNESCO-World Heritage properties: Selection criteria, authenticity and integrity, Management (© UNESCO)

▼ Therefore the selection criteria determined in the *RSOOUV* for the World

Heritage property *Historic Centre of Vienna* are the starting point of this *Heritage Impact Assessment*, because these criteria must be maintained by all means and must not be impaired.

#### 14.4 HERITAGE IMPACT ASSESSMENTS

*Heritage Impact Assessments* have been required by the *UNESCO World Heritage Committee* and its advisory organisation *IUCN* (Natural World Heritage Sites) and *ICOMOS* (World Cultural Heritage Sites) for some years in order to evaluate and assess transformations in the World Heritage properties and consequences for the *Outstanding Universal Value*. A major reason for such requirement of *Heritage Impact Assessments* is that they explicitly take account of the particularities of the system of values of World Heritage properties, in particular the *Outstanding Universal Value*, and the Selection Criteria, respectively.

In contrast to *Strategic Environmental Assessments (SEA)* and *Environmental Impact Assessments (EIA)*, *Heritage Impact Assessments* have currently not been planned under *EU law*. The realisation of *Heritage Impact Assessments* and the implementation of the resulting recommendations is therefore done on a voluntary basis and usually falls under the responsibility of the individual *State Parties*.

*ICOMOS International* established applicable guidelines for the performance of *Heritage Impact Assessments* in World Cultural Heritage Sites, the so-called *ICOMOS Guidance on Heritage Impact Assessments for Cultural World Heritage Properties 2011*.<sup>67</sup>

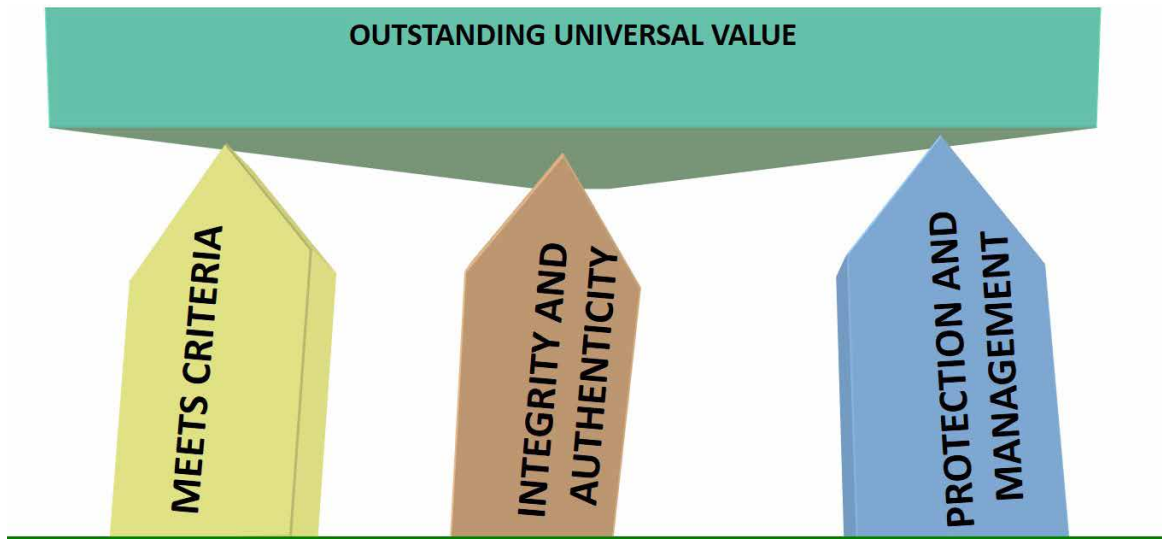


Illustration of the three pillars of Outstanding Universal Value. All three must be in place for a property to meet the requirements of the World Heritage List

<sup>67</sup> [http://openarchive.icomos.org/266/1/ICOMOS\\_Heritage\\_Impact\\_Assessment\\_2010.pdf](http://openarchive.icomos.org/266/1/ICOMOS_Heritage_Impact_Assessment_2010.pdf)

## 15. SOURCES AND OTHER INFORMATION ON THE ASSESSMENT

### 15.1 LITERATURE

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- A.1\_Auszug d. Auslobung des Wettbewerbs zum Projekt Heumarkt.
- A.3.a\_ Die Institution Wiener Eislauf-Verein (WEV).
- A.3.b\_ Hotel InterContinental Vienna: Identität und Baugeschichte.
- A.3.c Wiener Konzerthaus: Identität und Bedeutung.
- C.6.e\_ Jurybegründung Projekt Weinfeld.
- C.6.e\_Auslobung Architekturwettbewerb, Areal Hotel InterContinental Vienna, Wiener Eislaufverein und Wiener Konzerthaus. Wien, September 2013.
- C.6.e\_Vorprüfbericht zum Siegerprojekt.
- D.6\_ Vorentwurf Mai 2018
- E.6.b\_ Kurzfassung Verpflichtungen Städtebaulicher Vertrag.
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## 15.2 LINKS

- [http://openarchive.icomos.org/266/1/ICOMOS\\_Heritage\\_Impact\\_Assessment\\_2010.pdf](http://openarchive.icomos.org/266/1/ICOMOS_Heritage_Impact_Assessment_2010.pdf)
- <https://konzerthaus.at>

## 15.3 ABBREVIATIONS

**HIA:** Heritage Impact Assessment

**ICOMOS:** International Council on Monuments and Sites, Paris

**OUV:** Outstanding Universal Value

**UNESCO:** United Nations Educational, Scientific and Cultural Organization

**WHC:** UNESCO-World Heritage Centre, Paris

## 15.4 GLOSSAR

DEUTSCH	ENGLISCH
Außergewöhnlicher Universeller Wert	Outstanding Universal Value (OUV)
Authentizität	Authenticity
Beirat	Advisory Body
Die Globale Strategie	Global Strategy
Immaterielles Kulturerbe	Intangible Heritage
Integrität	Integrity
Liste des gefährdeten Erbes der Welt	List of World Heritage in Danger
Materielles Kulturerbe	Tangible Heritage
Nominierungsdossier	Nomination File
Pufferzone	Buffer Zone
Richtlinien für die Durchführung des Übereinkommens zum Schutz des Kultur- und Naturerbes der Welt	The Operational Guidelines for the Implementation of the World Heritage Convention
Tentativliste	Tentative List
UNESCO Welterbe	UNESCO World Heritage
UNESCO-Welterbekomitee	UNESCO World Heritage Committee
UNESCO Welterbekonvention	UNESCO World Heritage Convention
UNESCO Welterbeliste	UNESCO World Heritage List
UNESCO-Welterbestätte Historisches Zentrum von Wien	UNESCO World Heritage property Historic Centre of Vienna
Vertragsstaat	State Party
Welterbegebiet	World Heritage area
Welterbekriterien	Selection Criteria
Welterbestätten	World Heritage properties
Welterbeverträglichkeitsprüfung	Heritage Impact Assessment (HIA)
Welterbezentrum	World Heritage Center



