

Heritage Impact Assessment 2

Planned New Proposal 2021 for the ‘Heumarkt Neu’ Construction Project

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PART I BACKGROUND

1 Task and Objective of this Heritage Impact Assessment

1.1 Objective

This Heritage Impact Assessment has been commissioned by the *Austrian Federal Ministry for Arts, Culture, Civil Service and Sports* in cooperation with the *Austrian Federal Ministry for European and International Affairs*. The objective of this HIA is to evaluate from an independent perspective the impacts of the modified design proposal of the planned *Heumarkt Neu construction project* on the Outstanding Universal Value (OUV) of the World Heritage property *Historic Centre of Vienna*. Both positive and negative impacts are to be assessed. In case of negative impacts recommendations are to be provided how to mitigate such negative effects.

1.2 Background

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

- developments and the modernisation of historic building stock are impacting on the OUV of the property,
- the control and planning instruments of the City of Vienna do not sufficiently protect the OUV,
- the modifications of the planned Heumarkt Neu construction project do not meet the requirements and recommendations of the World Heritage Committee;

Following this decision, a first Heritage Impact Assessment (henceforth: *HIA 1*) has been carried out by *michael kloos planning and heritage consultancy* (henceforth:

mkphc) in the year 2018 and submitted to the World Heritage Centre in the year 2019. This HIA 1 led to the result that partly large and very large negative impacts have to be expected from developments inside and outside the World Heritage property *Historic Centre of Vienna*. The assessment led also to the conclusion that control and planning instruments in Vienna are not sufficient to protect the OUV of the World Heritage property. Consequently, it was recommended to modify both the planned project Heumarkt Neu project and the control and planning instruments (including compilation of a Management Plan).

Meanwhile, Vienna Municipality updated crucial control and planning instruments so as to improve the protection of the OUV of the World Heritage property. In parallel, a Management Plan was compiled. Both the amended control and planning instruments as well as the Management Plan have been approved by Vienna's city council in November 2021. Further amendments of planning and control instruments are planned to be elaborated in 2022 and adopted in 2023.

In March 2021 also an *Integrative Dialogue Process* has been started, with the goal to work intensively on an alternative proposal of the planned Heumarkt Neu construction project. This dialogue process integrated all relevant stakeholders (Project Developer & Architects, Representatives of Vienna Municipality, Representatives of the State Party) so as to support a direct and constructive communication. All parties met regularly in order to work together on the alternative proposal. Throughout the dialogue process also representatives of the World Heritage Centre and ICOMOS were informed about the ongoing activities. Though it turned out particularly difficult to meet Vienna's building regulations for already approved projects, an alternative proposal was developed and approved by all stakeholders in October 2021.

In light of these developments, this Heritage Impact Assessment (henceforth: *HIA 2*) intends to assess the positive and negative impacts of this planned new proposal for the Heumarkt Neu project (henceforth: *New Proposal Heumarkt Neu*

2021). It is also the intention of this HIA2 to provide recommendations for future steps with regard to the results of the assessment.

2 Methods

Regarding the background set out in chapter 1, this HIA 2 is based on the methods set out in HIA 1 dating from the year 2019. In general, the results of various analytical steps carried out throughout HIA 1 form the starting point for the assessment of the above-mentioned planned *New Proposal Heumarkt Neu 2021*.

2.1 Preliminary Remarks Concerning Methods of HIA 2

In general, it is important to note concerning this HIA 2 that the intention is to use the same methods as in HIA 1. However, the planned project Heumarkt Neu was modified since HIA 1 was carried out. Consequently, it will be important to explain these modifications of the former planned *Project Heumarkt Neu 2019*, as well as the reasons leading to the planned *New Proposal Heumarkt Neu 2021*. Chapter 6 of this HIA report refers to this issue. Both projects will be shown in HIA 2 (also in the visual impact assessment). ***However, it is important to note that this HIA 2 intends not to compare the impacts of both projects. Rather, the intention of HIA 2 is to provide a transparent assessment of positive and negative impacts of the planned New Proposal Heumarkt Neu 2021 on the OUV of the World Heritage property Historic Centre of Vienna.***

Since the methodological starting point of this HIA 2 report is HIA 1, including the results and recommendations set out here, the authors recommend to keep HIA 1 at hand for a better overview. References to HIA 1 will be indicated throughout HIA 2 when necessary (https://www.bmkoes.gv.at/dam/jcr:6853b892-55ee-4d1b-903a-d9ca565ede74/HIA_en.pdf)¹.

¹ Internet: Federal Ministry for Arts, Culture, Civil Service and Sports (HIA in german language: https://www.bmkoes.gv.at/dam/jcr:f8be32d0-294f-4155-bebe-a33b37a66019/HIA_de.pdf)

2.2 Outstanding Universal Value and (Key) Attributes

The OUV of the World Heritage property Historic Centre of Vienna, serving as the starting point of HIA 1, will also be used as the basis for HIA 2. Hence, the OUV, defined in the Retrospective Statement of Outstanding Universal Value (RSOUV) and the analysis of the inscription criteria of HIA 1, forms also the starting point of HIA 2 (cf. HIA 1, Ch.3, p.32).

Throughout HIA 1, also an analysis was carried out concerning the relevant (key)attributes conveying the OUV of the World Heritage property. Similarly, this analysis will also be reused for this HIA 2 to assess positive and negative impacts on the OUV of the World Heritage property of the planned *New Proposal Heumarkt Neu 2021*.

World Heritage property <i>Historic Centre of Vienna</i>	
No.	Attributes
1	<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. 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. 
MIDDLE AGES (from ca. 1137)	
Emergence of Vienna as a capital and residence city	
2	<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. Key elements related to the assessment: • <i>St. Stephen's Cathedral</i> (from 1137) 
BAROQUE (from 1683)	
Emergence of a specific Austrian Baroque culture after final defence of Ottoman attacks.	
3	<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. Key elements related to the assessment: • <i>Belvedere</i> (from 1697) • <i>Palais Schwarzenberg</i> (from 1751) 
4	<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>. Key elements related to the assessment: • <i>City views from Belvedere</i> 

Fig. 2.1: (Key) Attributes (Source: HIA 1)

2.3 Viewpoints

Throughout HIA 1, a set of relevant viewpoints and view corridors has been defined to visualise the planned *Project Heumarkt Neu 2018*. The same viewpoints will be used throughout HIA 2. However, not all of the viewpoints will be shown again. Rather, HIA 2 focuses on viewpoints assessed to be critical throughout HIA1. To provide an overview as compact as possible, only relevant viewpoints with large and very large negative impacts will be assessed again.

2.4 Data Sources

As this HIA 2 is based on the results of the various methodological steps of HIA 1 also the data applied earlier will be reused. (cf. HIA 1 / 2019, p.23.). Further relevant data for this HIA 2 was compiled during the dialogue process starting in March

World Heritage property <i>Historic Centre of Vienna</i>	
No.	Attributes
GRÜNDERZEIT (1857 – 1918)	
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	<i>Old Vienna brick format</i> serving as module dimensions of the Gründerzeit urban landscape creates specific wall thickness, room and building heights and street widths (Hans Puchhammer). <i>Vienna Building Code</i> creates strict spatial frameworks (for example for the building height). <i>Residential buildings</i> with homogeneous eaves height and facades of a mostly historicist design use closed building stock to generate coherent streetscapes. <i>Magnificent buildings</i> with public uses are higher, out of context and have historicist facades clad with natural stone to underline their significance: Key elements related to the assessment: • <i>Vienna State Opera</i> (1869) • <i>Vienna Konzerthaus</i> (1913)  
6	<i>Mixed use</i> represents the bourgeois culture emerging since 1848 in a framework of green boulevards, squares and parks: Key elements related to the assessment: • <i>Vienna Ice-Skating Club</i> (1867) • <i>Stadtpark</i> (1872) • <i>Vienna Konzerthaus</i> (1913) 
LEADING EUROPEAN MUSIC CENTRE from the Middle Ages until the 20th century	
7	<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 Key elements related to the assessment: • <i>Vienna State Opera</i> (1869) • <i>Konzerthaus</i> (1913) 

2021, especially by the offices *Murr Architekten* and *hochform*, who are in charge to plan the project Heumarkt Neu (pls compare chapter 6 of this HIA report).

In detail, the following data was delivered:

- Digital 3D model of various design alternatives
- Detailed information about the façade and program of the finally chosen alternative (*New Proposal Heumarkt Neu 2021*)
- Information about the planned modifications of the public spaces surrounding the Heumarkt Neu planning area.

2.5 Generation of Visualisations

In general, besides structural, functional and cumulative impacts, especially the assessment of the positive and negative visual impacts plays an important role throughout HIA 2. Consequently, visualisations are relevant in this context.

Based on the geo-referenced digital photographs used in HIA 1 as well the data delivered by Murr Architects, a complete 3D model was generated by the office v-cube (the same office which also worked on the visualisations of HIA 1). In so doing, also the 3D city model, provided by Vienna Municipality (MA 41) for HIA 1, was reused.

2.6 Assessment of the Impact on the OUV of the World Heritage Property

The magnitude and severity of positive and negative effects of the planned *New Proposal Heumarkt Neu 2021* on the World Heritage property Historic Centre of Vienna shall be assessed in line with the *2011 ICOMOS Guidance for Heritage Impact Assessment for Cultural World Heritage Properties*. According to the ICOMOS Guidance, impacts will be graded on a score of 'no change' to 'major change'. The latter grade indicates a very severe impairment of the OUV.

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”. Following the ICOMOS Guidance, this assessment has to be related to the key attributes of the World Heritage property Historic Centre of Vienna (the ICOMOS Guidance mentions “key components” here). The ICOMOS Guidance provides the following table for orientation:

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

IMPACT GRADING	ATTRIBUTES: BUILT HERITAGE / HISTORIC URBAN LANDSCAPE / HISTORIC LANDSCAPE/ INTANGIBLE CULTURAL HERITAGE
Major Change	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.
Moderate Change	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.
Minor Change	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.
Negligible Change	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.
No Change	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

2.7 Conclusion: Methodological Steps of HIA 2

Overall, this HIA 2 report consists off the following four parts:

PART I BACKGROUND

1. Task and objective of *HIA 2*
2. Methods of *HIA 2*

PART II ANALYSIS

3. Summary of results *HIA 1*
4. Integrative Dialogue Process: Development of *New Proposal Heumarkt Neu 2021*
5. Urban development & design concept of *New Proposal Heumarkt Neu 2021*
6. Analysis of amendments regarding planning and control instruments with regard to World Heritage in Vienna

PART III ASSESSMENTS

7. Impacts of *New Proposal Heumarkt Neu 2021*

PART IV CONCLUSIONS & RECOMMENDATIONS

8. General Conclusions
9. Recommendations

PART II ANALYSIS

3 Summary of Results HIA 1

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, stated that

- developments and the modernisation of historic building stock are impacting the OUV of the property,
- the control and planning instruments of the City of Vienna do not sufficiently protect the OUV,
- the modifications of the planned Heumarkt Neu construction project do not meet the requirements and recommendations of the World Heritage Committee.

In light these aspects, the following recommendations were provided in HIA 1:

- *Recommendation 1:* Two Years Moratorium and review of all planning measures jeopardising the Outstanding Universal Value of the World Heritage property
- *Recommendation 2:* Use the period of the moratorium to prepare a Management Plan
- *Recommendation 3:* Clarification and specification of the Retrospective Statement of Outstanding Universal Value (RSoOUV)
- *Recommendation 4:* Definition of attributes of the UNESCO World Heritage property
- *Recommendation 5:* Amendment of protection and planning instruments at federal level
- *Recommendation 6:* Adding formal protection and planning instruments at the level of the City of Vienna
- *Recommendation 7:* Adding World Heritage relevant protection and planning instruments at the level of the City of Vienna

- *Recommendation 8:* Completing and independent study on the added value of the planned Heumarkt Neu project
- *Recommendation 9:* Establishing a World Heritage Advisory Board
- *Recommendation 10:* Initiating an open, interdisciplinary dialogue on Vienna's World Heritage

Regarding the above-mentioned recommendations of both the World Heritage Committee and HIA 1 the analytical part of HIA 2 focuses on the following three aspects:

- a. Analysis of the dialogue process leading the planned *New Proposal Heumarkt Neu 2021* (Chapter 4)
- b. Description of *New Proposal Heumarkt Neu 2021* (Chapter 5)
- c. Analysis of amended planning control instruments (Chapter 6).

To provide an overview about recent World Heritage-related activities in Vienna a summary table will be provided at the end of PART II.

4 Integrative Dialogue Process

4.1 Background of Dialogue Process

As the UNESCO World Heritage Committee's decision *Decision 41 COM 7B.42* and the results of the assessment of HIA 1, a dialogue process was initiated in March 2021 to modify the concept for the planned Heumarkt Neu project. In so doing, the OUV of the World Heritage property was defined as a starting point.

The planned *Project Heumarkt Neu 2018*, based on an international competition included a 74.00 m high tower block. A first modification took place in 2016, resulting inter alia in a height reduction of the tower block to 66,3 meters. This planning status, already approved by Vienna Municipality, necessarily formed the beginning of the negotiations. A crucial idea of the dialogue process was to

integrate all relevant stakeholders in order to find a “way out” in this very difficult situation:

- Project Developer & Architects
- Representatives of Vienna Municipality
- Representatives of the State Party

All stakeholders met regularly to work together on an alternative proposal.

Date	Activity
17 March 21	Kick-Off-Meeting Steering Committee („Große Runde“) (City of Vienna, State Party, Project Development, Architects, mkphc)
22 March 2021	Workshop 1 (Architects, mkphc)
24 March 2021	Workshop 2 (Architects, mkphc)
12 March 2021	Workshop 3 (Architects, mkphc)
19 March 2021	Workshop 4 Architects, mkphc)
21 March 2021	Workshop 5 (Architects, mkphc)
22 April 2021	Online-Meeting World Heritage Centre & ICOMOS International
26 April 2021	2nd Meeting Steering Committee („Große Runde“) (City of Vienna, State Party, Project Development, Architects, mkphc)
27 April 2021	Workshop 6 (Architects, mkphc)
17 May 2021	Workshop 7 (Architects, mkphc)
17 June 2021	Workshop 8 (Architects, mkphc)
22 June 2021	3rd Meeting Steering Committee („Große Runde“) (City of Vienna, State Party, Project Development, Architects, mkphc)
27 June 2021	Workshop 9 (Architects, mkphc)
12 July 2021	Workshop 10 (Architects, mkphc)
15 July 2021	Workshop 11 (Architects, mkphc)
27. Sept. 2021	Meeting of representatives City of Vienna + State Party with representatives of World Heritage Centre & ICOMOS International
01 Oct. 2021	Meeting Representatives City of Vienna + Architects, mkphc Approval administrative authorities City of Vienna
04.Oct.2021	Workshop 12 (Architects, mkphc)
14.Oct.2021	4th Meeting Steering Committee („Große Runde“) (City of Vienna, State Party, Project Development, Architects, mkphc) Approval all stakeholders & Decision to start HIA 2

Tab. 3.1: Integrative dialogue process

4.2 Development of Alternative Proposals

The following critical factors had to be considered throughout the dialogue process:

- Impact on the OUV of the World Heritage property (especially visual impact)
- Quality of the design (position of the architecture in terms of spatial context, public spaces, façade etc.)
- Legislative regulations for adopted buildings (only very limited modifications were possible)
- Economic feasibility
- Technical and functional criteria: i.a. functional needs for inner organisation, distances between building volumes, shadow and lighting, structural engineering (Heumarkt Neu Project is planned nearby a metro tube dating from the end of the 19th century)

In total, five different alternatives were tested and evaluated with regard to these criteria. 3D visualisations of 3D mesh-models served as a basis for preliminary assessments of the visual impact of the various alternatives on the World Heritage property. All alternatives were discussed and compared in various workshops and during regular meetings with the Steering Committee. Finally, it appeared that only for Alternative 5 (“Two Slabs”) most of the criteria were met.

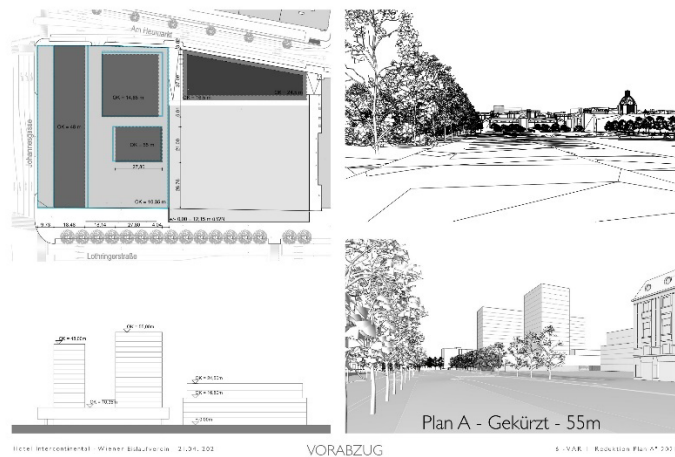


Fig. 4.1: Alternative 1: Short tower (© Murr Architekten)

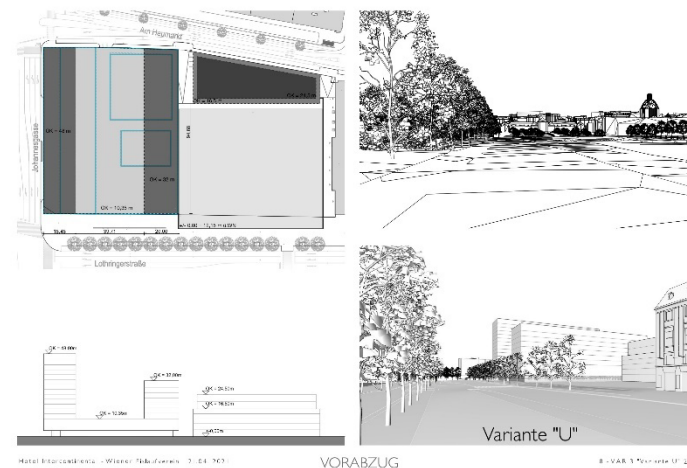


Fig. 4.3: Alternative 3: Alternative 'U' (© Murr Architekten)

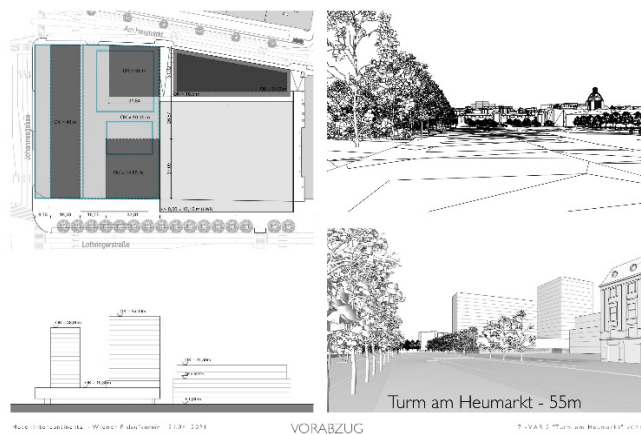


Fig. 4.2: Alternative 2: Tower at Heumarkt (© Murr Architekten)



Fig. 4.4: Alternative 4: Megastructure (© Murr Architekten)



Fig. 4.5: Alternative 5: Two Slabs (© Murr Architekten)

VORABZUG
ICV-HEUMARKT NEU - DIALOGVERFAHREN
ÜBERSICHTSMATRIX - FINALE AUSWahlVARIANTEN
Stand: 13.07.2021

Variante	Freiheiten der Entscheidung				Bewertung der Variante				Gesamtwertung			
	Form	Material	Farbe	Struktur	Architektur	Umwelt	Sozial	Wirtschaft	Architektur	Umwelt	Sozial	Wirtschaft
Variante 1	Grün	Grün	Grün	Grün	Rot	Rot	Rot	Rot	Rot	Rot	Rot	Rot
Variante 2	Grün	Grün	Grün	Grün	Rot	Rot	Rot	Rot	Rot	Rot	Rot	Rot
Variante 3	Grün	Grün	Grün	Grün	Rot	Rot	Rot	Rot	Rot	Rot	Rot	Rot
Variante 4	Grün	Grün	Grün	Grün	Rot	Rot	Rot	Rot	Rot	Rot	Rot	Rot
Variante 5	Grün	Grün	Grün	Grün	Rot	Rot	Rot	Rot	Rot	Rot	Rot	Rot

Fig. 4.6: Comparison and evaluation of alternatives (© hochform)

4.3 Building regulations for Approved Planning Proposals

Throughout the dialogue process, Vienna's building regulations for approved planning proposals turned out to be particularly challenging. According to this legislation, the envelope of approved buildings must only undergo minor changes after approvals. This meant that the arrangement, height and volume of the project could only be changed to a very limited extent. Once more it became obvious that only alternative 5 ("Two Slabs", henceforth presented here as planned *New Proposal Heumarkt Neu 2021*), could be adapted sufficiently to these particularities of Vienna's building regulations. Consequently, on 14 October 2021, approx. six months after the start of the dialogue process, all stakeholders approved this alternative and decided to start HIA 2.

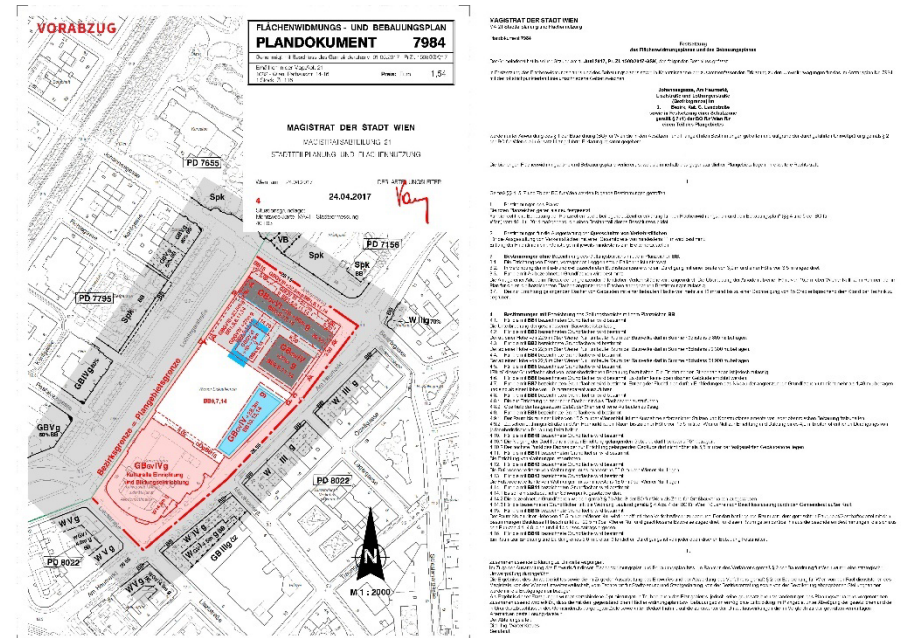
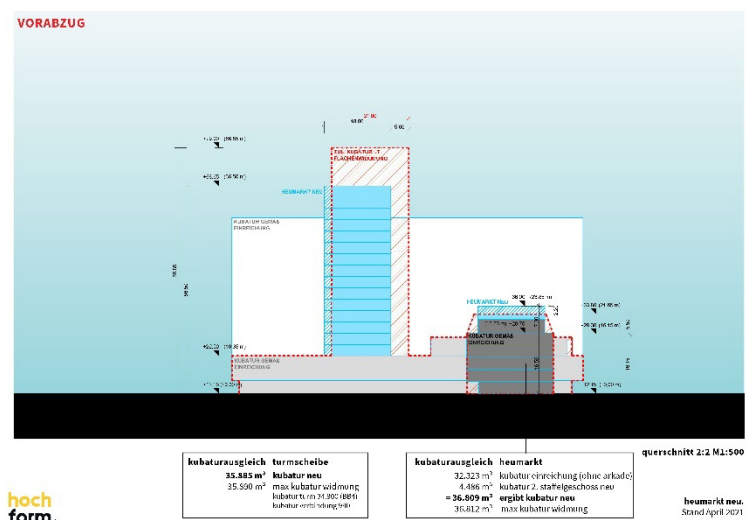
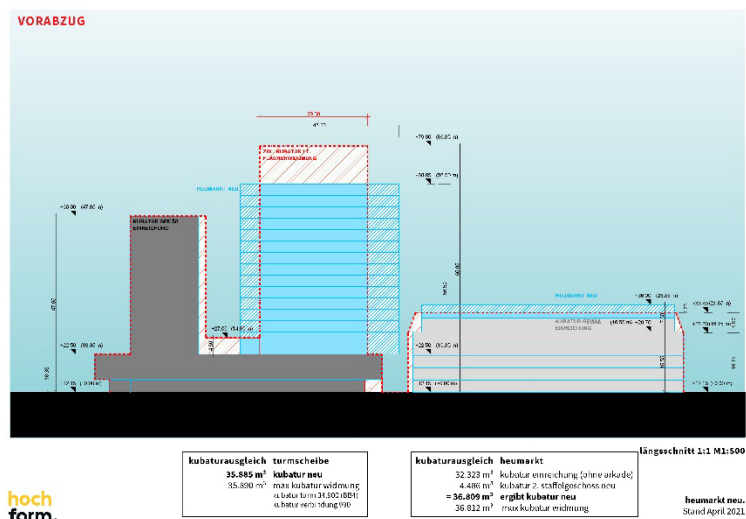


Fig. 4.7 a, b, c: Comparison of building volumes of Alternative 5 ("Two Slabs"), which was finally approved by all stakeholders (© hochform)



5 Description New Proposal Heumarkt Neu 2021

The following chapter describes the Heumarkt Area and the existing situation as well as Alternative 5 (“Two Slabs”, henceforth: planned *Proposal New Heumarkt Neu 2021*). Crucial modifications compared to *Proposal Heumarkt Neu 2018*, considered in HIA 1, will also be explained.

5.1 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 3rd district of Vienna, bordering the 1st 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 *Stadtpark* 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 school *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.

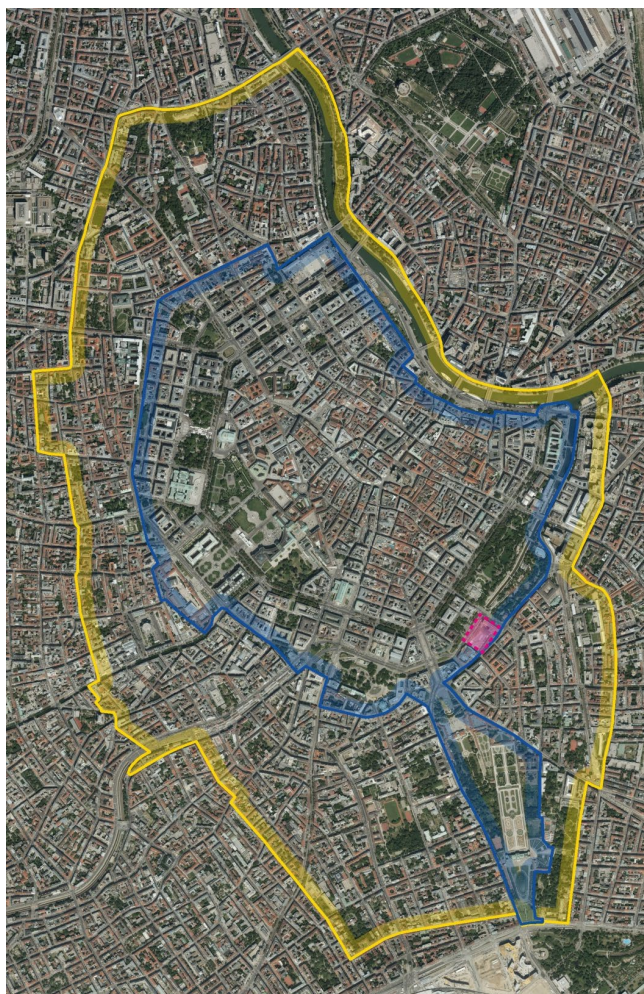


Fig. 5.1 Overview of the World Heritage property Historic Centre of Vienna, presenting the project area. Yellow = buffer zone; Blue = World Heritage area; Magenta = Heumarkt project area (© City of Vienna / graphically edited by mkphc)

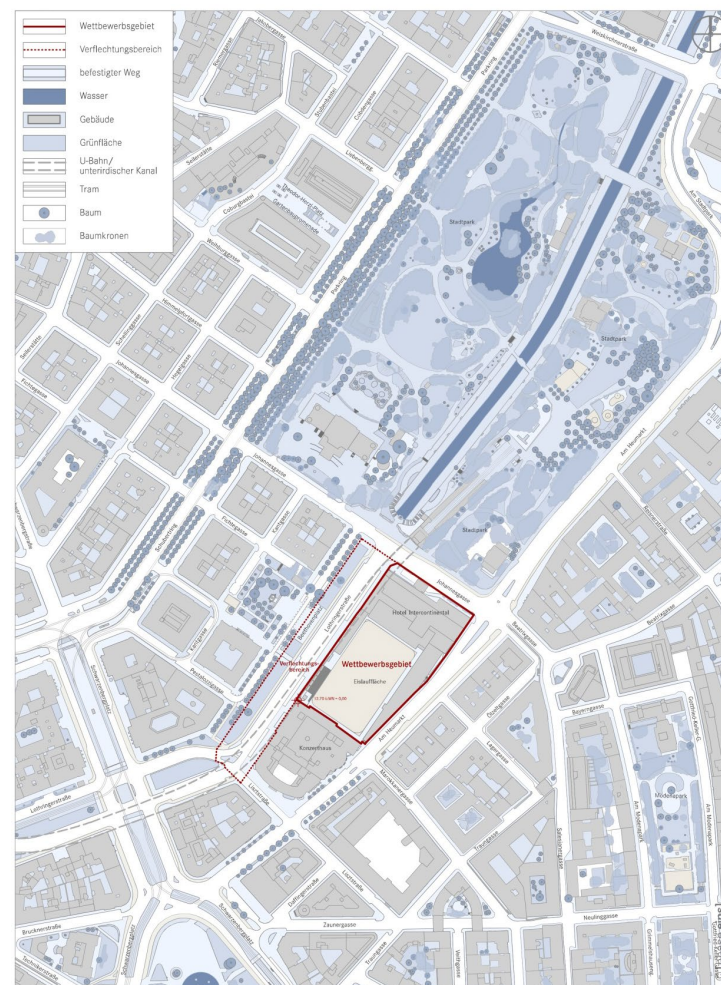


Fig. 5.2 Map of the competition area / project area (© WertInvest / [phaseeins])

5.2 Present Situation of Heumarkt Area

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.

With regard to the urban design, the area forms a link between the 1st district of the inner city and the neighbouring 3rd 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, shaded 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. 5.3: Present Situation Heumarkt-Areal (© Municipality Vienna)

5.3 Urban Development and Design Concept

The essential architectural design principle of the competition winner, which is based on an ensemble of three main elements, is also retained in the current redesign of the Heumarkt project. While the ensemble in the 2018 design consists of the arrangement of the elements base, tower and slab, the current design, however, does without the formation of a tower. Instead, it provides for a second more horizontal building volume so that the new design now comprises a base and two slabs.

The Heumarkt building, which above ground consists of a solitary building set apart from the hotel complex and the concert hall, encloses the square on its eastern side and, due to its free position, allows for an urban connection between districts 3 and 1 as well as a pedestrian crossing of the Heumarkt area.

The design of the building ensemble is closely linked to the formation of a central outdoor space of approximately 6000m² which subject to seasons will accommodate the ice skating rinks and a freely accessible public space outside the ice skating season. The various discussions on urban development provided for a relocation of Lothringerstrasse to the west and a planted boulevard as a "buffer" between the street and the square. One of the aims here was to keep the height differences between the various accesses from the surrounding streets to a minimum and to accommodate height differences as far as possible through structural measures to reduce the existing barrier effects.

To complement the ground-level open space, an urban terrace is envisioned on the roof of the hotel slab's newly planned base. This extension of the outdoor space is described in the design concept as an elevated roof garden and is intended to serve as a public space for events and as a retreat area.

5.4 Architectural Design Concept

The planned Heumarkt Neu building complex essentially consists of three geometric elements. The base is formed by a two-storey horizontal building slab. The first floor is recessed and the second floor, which houses the conference center, is cantilevered and contains an intensively planted roof garden. The building is accessed from the northeastern side facing the Stadtgarten. Here, the base plate is penetrated by a vertical building slab with hotel use, whose top is around 48m above the level of the roof garden and laterally flush with it (henceforth: hotel slab). Another horizontal building slab (henceforth: second slab), which replaces the tower of the previous design of 2017, is arranged at a 90° angle to the hotel slab on the base plate and accommodates rental apartments for

senior citizens on its upper floors. The arrangement of this second slab refers to the axis of the central risalit of the concert hall opposite and overhangs the base plate with the congress center towards the ice skating area by 6m. Here the concept provides for deep loggias facing the square with intensive greening. At a building height of around 56m above roof garden level the second slab is about 8m higher than the hotel slab.

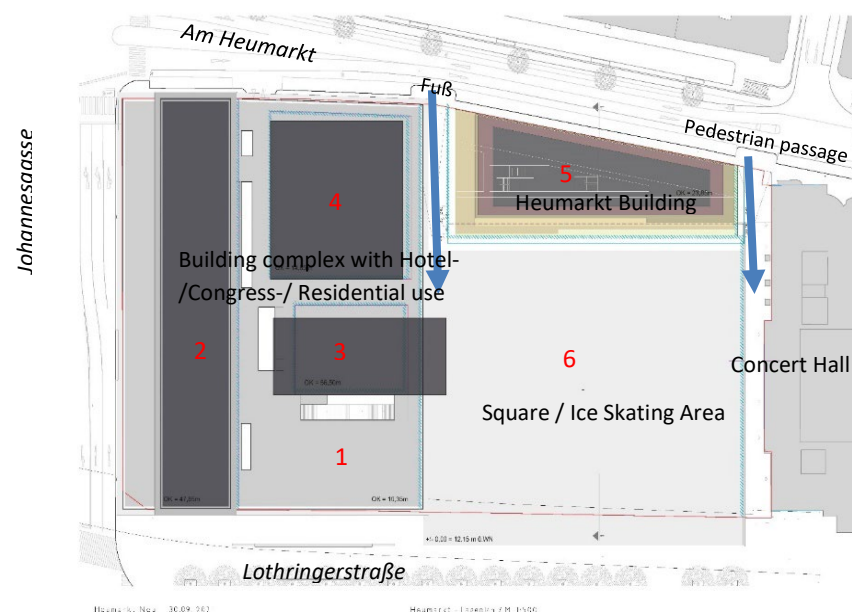


Fig. 5.4: Site plan of the current project design New Proposal Heumarkt Neu 2021. The numbers mark the individual design elements with the following uses: 1st base plate (conference use 1st floor and roof garden above); 2nd hotel slab (hotel use); 3rd second slab (rental use for senior citizens); 4th 'lantern' (light roof above conference hall); 5th Heumarkt building (use by WEV, hotel management, offices); 6th Ice skating rink (Image source: Murr Architects & Isay Weinfeld, Labelling: mkphc)

The Heumarkt building is a five-storey solitary building with a staggered storey whose building cubature is strongly derived from its surroundings. While the

trapezoidal ground plan is determined by the course of the street Am Heumarkt, the building height refers to the eaves and ridge lines of the surrounding buildings and the concert hall. Compared to the previous design planning of 2018, the storey height was increased on all floors resulting in a slight elevation of the building. In accordance with the horizontal structure of the building, the façade on the square side jumps back storey by storey and creates height references to the base, middle section and roof of the concert hall at the southern end of the building, while it mediates to the base plate of the hotel building at the northern end. The rear façade is conceptually oriented towards the historic Gründerzeit-style development along the Am Heumarkt street.

In addition to its role as a building mediating towards its surroundings, the Heumarkt building also functionally links various surrounding uses. The ground floor is mainly used by the Vienna Ice Skating Club, while the first floor also houses the hotel's administrative offices among other uses. The upper floors offer further office space for rent, as well as space for the technical infrastructure of the entire site on the staggered floor. Furthermore, underground areas are accessible from the Heumarkt building, which in addition to an ice rink also provides for a school gymnasium as well as space for an underground car park.



Fig . 5.5: Visualisations of the current 2021 project design. Left: View from the newly laid out Lothringerstraße to Heumarkt. Right: View of the Heumarkt building (© Murr Architects)

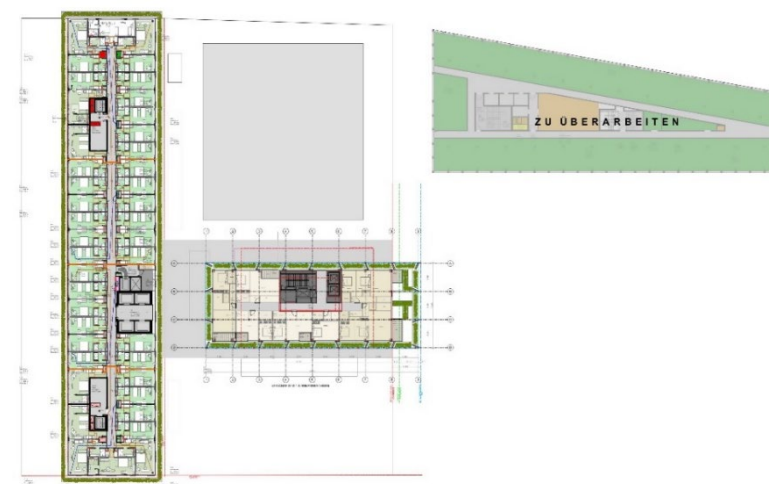


Fig. 5.6 : Standard floor plan and section of the upper floors of the current 2021 project design. The floor plan planning for the Heumarkt building has not yet been completed at this point. (© Murr Architects)



Fig. 5.7 : Standard floor plan and section of the upper floors of the current 2021 project design. The floor plan planning for the Heumarkt building has not yet been completed at this point. (© Murr Architects)

5.5 Dimensions

Compared with the previous design of 2018, the dimensions of the ensemble have changed mainly in the area of the second slab and the Heumarkt building. The building cubature of the hotel slab, its height as well as its positioning have been retained. The upper floors of the Heumarkt building are set back on three sides and have an additional stacked storey. Overall, the gross floor area of the new Heumarkt Neu 2021 project proposal has been slightly reduced compared to the previous design.

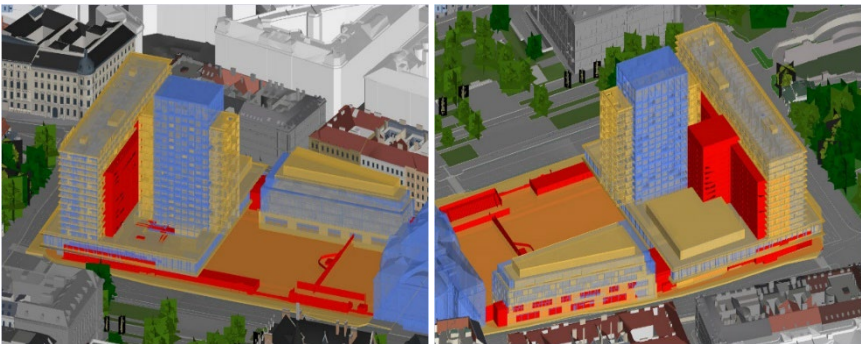


Fig. 5.8 a,b: Comparison of existing building (red) with overlay of the design from 2018 (blue) and the current new design 2021 (yellow). (Building models: Isay Weinfeld & Sebastian Murr/ Citx model: MA41 / Montage: v-cube)

The following table compares the main differences between the existing Hotel InterContinental building, the competition design, the Heumarkt Neu 2018 project (HIA1) and the latest design status from 2021², assessed in HIA 2.

² The dimensions and information were taken from the respective planning documents provided: Annex D.1_Design Competition (WertInvest), Submission Documents for Advisory Board

ICV-HEUMARKT NEU HIA-2 Dialogverfahren Adaptierung Projekt 2021 Stand Oktober 2021		oberirdische Baumasse (m³) oberhalb +12,15m (OK Lothringerstraße)	oberirdische Fläche BGF (m²) oberhalb +12,15m (OK Lothringerstraße)
Projekt 2021		Konferenzsokkel: 48.551 EG: 19.931 Hotelscheibe: 67.065 Verbindung: - 2. Scheibe: 26.376 Laterne: 5.730 Heumarkt: 36.812 GESAMT: 204.465	Konferenzsokkel: 7.140 EG: 5.614 Hotelscheibe: 23.101 Verbindung: - 2. Scheibe: 8.008 Laterne: - Heumarkt: 9.631 GESAMT: 53.494
Vergleich Flächenwidmung aktuell		Konferenzsokkel: 51.170 EG: 21.276 Hotelscheibe: 72.300 (BB3) Verbindung: 992 Turm: 34.900 (BB4) Laterne: 5.800 (BB2) Heumarkt: 36.812 GESAMT: 223.250	Konferenzsokkel: 7.310 EG: 6.351 Hotelscheibe: 25.545 Verbindung: 221 Turm: 11.088 Laterne: - Heumarkt: 10.524 GESAMT: 61.039
Vergleich Plan A / Stand Einreichung 2018		Konferenzsokkel: 48.551 EG: 19.931 Hotelscheibe: 66.632 Verbindung: 0 Turm: 32.985 Laterne: 5.730 Heumarkt: 32.438 GESAMT: 206.267	Konferenzsokkel: 7.140 EG: 5.614 Hotelscheibe: 23.101 Verbindung: 0 Turm: 10.508 Laterne: - Heumarkt: 9.631 GESAMT: 55.993
Vergleich Bestand (Fläche und Baumasse lt. Bestandswidmung nicht voll ausgeschöpft)		Konferenzsokkel: 34.150 Hotelscheibe: 54.200 WEV: 14.100 GESAMT: 102.450	Konferenzsokkel: 4.780 Hotelscheibe: 19.860 WEV: 3.690 GESAMT: 28.330

Fig. 5.9: Differences in structural dimensions between the existing Hotel InterContinental building, the competition design and the latest design status (© hochform)

Vienna 180905_ICV_Advisory Board (Murr Architekten), Status 3D Model 2018 (Murr Architekten), Information on the New Planning 2021 (Murr Architects)

The absolute height dimensions of the second slab are 56,5 m (=68,55 above Vienna Zero), versus 66.30 m (=78.35 above Vienna Zero) of the proposal Heumarkt Neu 2018.

5.6 Façade and Texture

While the various building volumes of the new design show similarities in their materiality, they also have recognisable distinguishing features due to the design of the respective façade families. Thus, the overall concept for all building parts of the Heumarkt Neu project envisages a façade made of artificial stone, which is visually similar to terrazzo.

The building masses of the three geometrically arranged main elements of the planned Heumarkt Neu building complex (base slab, hotel disc and second disc) can be easily differentiated, especially from a distance, as their grid-like façade structures are clearly distinguishable from each other.

The facade of the Heumarkt building is characterised by a higher proportion of closed wall surfaces, and is oriented towards the surrounding urban structure and its Wilhelminian-style buildings, especially on the rear side.

Compared to the design planning for *Heumarkt Neu 2018*, the current plan provides for an essential change as the current planning envisages intensive facade greening as a key design feature for the entire project.

5.7 Detailed Description of Façade

In detail, the facades can be described as follows³:

Hotel slab: The facade of the hotel slab is structured horizontally according to the storey heights of the building. The 2nd facade level, which is about 1.3 m lower, is structured by closed artificial stone elements. Vertical sun protection elements are

placed in front of the glass surfaces. The façade is greened by deep planting areas (plants of different growth heights and colours).

Second slab: The facade of the second slab resembles a honeycomb structure and corresponds to the scale of the residential units of 35 - 80m² housed in this building. Vertical sunshade elements are placed in front of the large glass windows. On this building again facade greening occurs via deep planting areas.

Base plate: The facade of the base plate housing the conference centre is planted with perennial climbing plants, thus giving the impression of a continuous green curtain.

Heumarkt building: The Heumarkt building is strongly oriented towards the building lines of the surrounding buildings. The façade in particular incorporates the horizontal cornice bands of the historic Gründerzeit buildings into its design. A higher proportion of closed wall surfaces with horizontally arranged window formats and planned building planting are characteristic of this facade.

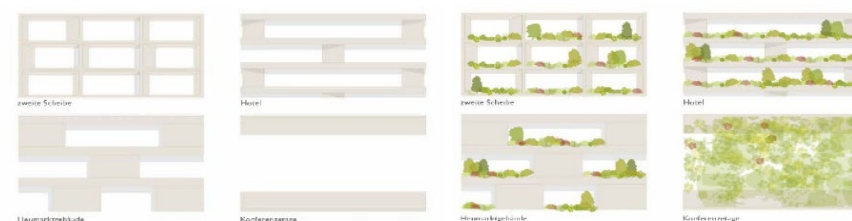


Fig. 5.10: Concept of the different facade families. Left: Facade structure without greening, right: Facade structure with greening. (© Murr Architects)

³ Source: Facade description by Murr Architects planners. As of: 08.12.2021
michael kloos planning and heritage consultancy

6 Amendment of Planning Control Instruments

6.1 Management Plan

Between summer 2019 and autumn 2021 the City of Vienna compiled a new Management Plan. Basic objectives of the Management Plan are

- Amendment and sharpening of protection instruments and procedures with regard to identified issues and deficits
- Generation of mandatory mechanisms for communication and cooperation between various stakeholders involved in the World Heritage Management
- Definition of efficient processes to point as early as possible on potential conflicts between preservation and development
- Securing architectonic and urban qualities with regard to transformations in the city centre and the buffer zone
- Arrangement of agendas concerning coordination and communication related to World Heritage and concretion of tasks
- Support of scientific documentation and identification of historic building fabric as well as public and green spaces
- Measures for awareness-raising to strengthen the consciousness about World Heritage and stimulation of open and interdisciplinary dialogue

As a starting point of these objectives, the Management Plan identifies attributes related to the Retrospective Statement of Outstanding Universal Value of the World Heritage property.

With regard to control and planning instruments and especially to high-rise developments the Management Plan defines the following objectives:

- **STEP 2025 specialist concept for high-rise buildings and in the master plan with reference to high-rise exclusion zones**

The Management Plan specifies as follows: "The STEP 2025 specialist concept for high-rise buildings and the Glacis master plan for the purpose of clarification refer to the exclusion of high-rise buildings". This clarification will be made in the course of 2022 in the run-up to the intended amendment of the Vienna Building Code in 2023.

- **Assessment of high-rise developments**

Furthermore, the Management Plan defines that the World Heritage Site attributes will be included in the City of Vienna's assessment routines in connection with high-rise building projects. Vienna steps up its evaluation rules for the sake of further specifying its handling of high-rise buildings in connection with the World Heritage Site.

In detail, the Management Plan specifies as follows:

- **Specifying the world-relevant views**

In accordance with the logic of the existing analytical toolkit, the City of Vienna identifies viewpoints, panoramic views, view targets and view corridors with special significance for the World Heritage Site.

- **Consideration of World Heritage attributes in the assessment**

In the above areas of consideration, the protection of World Heritage attributes plays a central role in the assessment of the impact of potential high-rise projects on the World Heritage Site.

- **Visibility analyses with reference to World Heritage attributes**

In the visibility analyses and visualisations to be provided by project applicants, reference has to be made to the attributes worthy of protection.

- **Early involvement of the advisory board**

Urban planning focuses on an early (and prior to the zoning procedure) evaluation of building heights and cubature by the *Advisory Board for Urban Planning, Urban Design and World Heritage* of projects with relevance for World Heritage status. The Advisory Board accompanies the quality assurance process.

The Management Plan is the result of a multi-part work process over a period of about two years (summer 2019 to autumn 2021). Different dialogue formats were used for information exchange, reflection, discussion, and consultation. The intensive participation of different groups of stakeholders provided a broad and differentiated view on this complex subject area contributing to a common understanding of how to deal with the World Heritage property.

In detail, the following stakeholders and experts accompanied the compilation of the Management Plan:

- **Reflection group for supporting a broad process within Vienna's City Government**

The management of the World Heritage property falls within the competence of various business groups of the Vienna City and Provincial Government. Accordingly, the proposed measures were coordinated in several reflection and exploratory loops with the primarily affected city counsellors of the three business groups a) Innovation, Urban Planning and Mobility, b) Housing, Housing Construction, Urban Renewal and

Women and c) Culture and Science for efficient and effective applicability in the future.

- **Sounding Board: International expertise and new perspectives gained during preparation**

A World Heritage Sounding Board, composed of experts with international and national experience, accompanied the creation process with critical reflection on the content. During the meetings, the members discussed the requirements and possibilities of optimised future management with the respective representatives of the City of Vienna and were also available for in-depth bilateral discussions. The Sounding Board meetings were chaired by the First President of Vienna's City Parliament and was also in charge of political coordination.

- **Consultations with the city administration and the political district parliaments**

Direct practical successful protection and development essentially depend on the cooperation of different stakeholder groups composed of owners, planners, the administration and the population. In this process the districts (district representatives) and the planning and official administration play key roles in the information, negotiation, approval, and execution of specific implementation projects. Throughout the project, continuous consultations on the operational management were held with the municipal departments involved. The districts, especially the 1st district, which has the biggest share of the World Heritage property, were also involved in the process.

- **Discussion with the scientific community, the specialised public, and stakeholders**

The discourse with experts from science, planning, culture, business, interest groups, and initiatives took place in bilateral talks. In addition,

the Büro für Baukulturerbe (Office for Architectural Heritage), commissioned with the scientific supervision of the management plan, at the end of 2020 organised six interdisciplinary workshops with external experts on defined fields of action. The workshops both debated the proposals for further measures for the Management Plan from a scientific point of view and produced assessments of Vienna's expected future approach to its World Heritage property.

- **Informing the professional public and raising awareness for the World Heritage property in Vienna's population**

On the occasion of the double anniversary year 2021 (25 years of Schönbrunn as a World Heritage property and 20 years of the Vienna's Historic City Centre as a World Heritage property), the following formats were implemented: in a media cooperation with the renowned Viennese daily newspaper Die Presse, an 84-page magazine *Welterbe Wien* (Vienna World Heritage) was published in February 2021, reaching an audience of over 100,000 readers. In a public panel discussion on the topic of urban development in the World Heritage property organised with the Concordia Press Club via livestream, on 25 March 2021 experts discussed how to reconcile preservation, change, and diversity in dynamic metropolises. On 6th May 2021 a political symposium was organised in the ballroom of the Vienna City Hall in accordance with Vienna's City Constitution assembling politicians, the professional public, interest groups, UNESCO, ICOMOS and members of the World Heritage Sounding Board for a comprehensive reflection on the elaborated management plan. A livestream allowed the general public to participate in the symposium.

6.2 Vienna Building Code and other World Heritage related planning instruments

According to a decision of Vienna's City Council, adopted in its session of 24 November 2021, the Vienna Building Code defines now protection of the World Heritage status as an objective. Vienna's Building Code is amended to the effect of also including the following objective for the production and amendment of zoning plans and development plans (§1 Building Code for Vienna): "Protection and preservation of UNESCO World Heritage Sites in their outstanding universal value". The intention is to ensure the preservation of the local townscape in future for the benefit of World Heritage status and to strengthen the protection of buildings worthy of preservation.

In addition, further adaptations of Vienna's Building Code based on the adoption of the Management Plan by Vienna's City Council on 24.11.2021 foresee the following material and legal adaptations, which will be elaborated in the course of 2022 and adopted by Vienna's City Council in the intended amendment of the Vienna Building Code in 2023:

- **The Expert Advisory Board as a political advisory body supplemented by World Heritage expertise**

The adoption of the Management Plan by political bodies stipulates the expansion of the tasks of the existing Advisory Board for Urban Planning and Design (Section 3 of the Building Code for Vienna) by the World Heritage Site Agenda. The Advisory Board is a body acting without any political influence and is composed of experts from different disciplines. The members of the Advisory Board act on an honorary basis. The term of office is 3 years. The Building Code for Vienna regulates the composition and tasks of the Advisory Board. It e.g. provides for a mandatory expert opinion on drafts of the zoning and development plan prior to the political decision. However, the Advisory Board is also consulted on questions of urban design in the course of the building permit procedure by the

responsible department (MA 19 - Architecture and Urban Design) for all building projects in the Site. Specific plans provide to expand this committee to include an expert with World Heritage expertise. Adding the “World Heritage” agenda to the tasks and staff of the Advisory Board creates synergies and represents an efficient form of integrating World Heritage into routine procedures.

- **World Heritage as a criterion for designating ensemble protection zones**

Further specific measures add attributes with relevance for World Cultural Heritage status to the assessment criteria for the designation of protection zones for the protection of ensembles worthy of preservation (§ 7 of the Building Code for Vienna) on the basis of the Management Plan. The aim is to protect the World Heritage property in a more targeted manner. Under the Old Town Conservation Amendment passed in 1972, the City of Vienna can designate protection zones independently of the protection of monuments and thus protect ensembles worthy of preservation from demolition or deformation. The protection zones are displayed in the zoning and development plan and include areas characterised by a distinctive townscape. All construction projects within protection zones must prove in visual harmony with the local townscape in terms of their newly designed external appearance.

- **World Heritage and its relevance for the local townscape**

Another significant change in the Building Code relates to the assessment of the impact on the local townscape. Section 85 of the Building Code for Vienna (Exterior Design of Buildings) currently states "The exterior of buildings must be of a shape, scale, material and colour that does not interfere with the uniform design of the local townscape". In the future, the attributes of the World Heritage property described in the Management Plan will also be used for the assessment. This will provide

the authority with an additional tool for improved protection of the World Heritage property.

6.3 Amendment of Protection and Planning Instruments at Federal Level

Additionally, also on the national level amendments were made concerning the Monumental Preservation Act which is now integrating the World Heritage Convention. The newly adopted target- and performance agreement between the Federal Ministry for Arts, Culture, Civil Service and Sport and the Federal Monuments Authority integrates now World Heritage into its performances and it is mentioned here that monuments in World Heritage areas have to be considered with an adequate priority (goal 2). This refers to all Austrian World Heritage properties.

6.4 Conclusion: Recent World Heritage-Related Activities in Vienna

In conclusion, recent activities related to the protection and sustainable development of Vienna's World Heritage properties and the recommendations of HIA 1 can be summarised as follows:

HIA 1_Regcommndation No.	Who	Measures	Date / State
01: Two Years Moratorium and review of all planning measures jeopardising the Outstanding Universal Value of the World Heritage property	City of Vienna	Planned Project Heumarkt Neu 2018 on hold / Development of planned <i>New Proposal Heumarkt Neu 2021</i> in an Integrative Dialogue Process (March 2021 until October 2021)	2019 – 2021
02: Use the period of the moratorium to prepare a Management Plan	City of Vienna	Compilation of a Management Plan under integration of a “Reflection Group” within Vienna’s city government, a “World Heritage Sounding Board” composed of experts with international experience, as well as different stakeholder groups	Summer 2019 – Autumn 2021. Adopted by Vienna City Council on 24 November 2021
03: Recommendation 3: Clarification and specification of the Retrospective Statement of Outstanding Universal Value (RSoOUV)	City of Vienna	To avoid misunderstandings a new German Translation of the Retrospective Statement of Outstanding Universal Value was compiled and used as a starting point for the Management Plan	2019 - 2021
04: Definition of attributes of the UNESCO World Heritage property	City of Vienna	Attributes have been identified and used as starting point for the new Management Plan	Summer 2019 – Autumn 2021
05: Amendment of protection and planning instruments at federal level	Republic of Austria	Amendment of Austrian Monumental Preservation Act	2021, Target- and performance agreement between the Federal Ministry for Arts, Culture, Civil Service and Sport and the Federal Monuments Authority
06: Adding formal protection and planning instruments at the level of the City of Vienna	City of Vienna	Vienna Building Code defines protection of the World Heritage status as an objective	Adopted by Viennese City Council 24 November 2021
	City of Vienna	Further planned adaptations of Vienna’s Building Code based on the adoption of the Management Plan: - Expert Advisory Board as a political advisory body will be supplemented by World Heritage expertise - World Heritage as a criterion for designating ensemble protection zones - World Heritage and its relevance for the local townscape will be integrated (to be assessed with regard of the attributes of the World Heritage property)	Planned to be elaborated in the course of 2022 and adopted by Vienna’s City Council in 2023

07: Adding World Heritage relevant general protection and planning instruments at the level of the City of Vienna	City of Vienna	STEP 2025 specialist concept for high-rise buildings and the master plan with reference to high-rise exclusion zones: - Management Plan specifies that STEP 2025 specialist concept for high-rise buildings and Glacis Master Plan exclude high-rise buildings	Planned to be elaborated in the course of 2022 and adopted by Vienna's City Council in 2023
	City of Vienna	Management Plan defines that that World Heritage attributes will be included in the City's assessment routines in connection with high-rise projects: - City of Vienna will specify World Heritage relevant views (viewpoints, panoramic views with targets and view corridors) - World Heritage attributes will play a central role in the assessment of the impact of high-rise projects and project applicants have to refer to these attributes throughout visibility analyses - Early involvement of the advisory board	Management Plan adopted by Vienna City Council on 24 November 2021
08: Completing and independent study on the added value of the planned Heumarkt Neu project	City of Vienna	Study on added value of Heumarkt Neu project was compiled	Summer 2019 – Autumn 2021
09: Establishing a World Heritage Advisory Board	City of Vienna	Management Plan defines that Expert Advisory Board will be supplemented by World Heritage expertise	Planned to be elaborated in the course of 2022 and adopted by Vienna's City Council in 2023
10: Initiating an open, interdisciplinary dialogue on Vienna's World Heritage	City of Vienna	Management Plan was compiled under integration of relevant stakeholders and public participation. Several awareness-raising measures during the last years (pls compare p. 24-24 of this HIA report).	2019 – 2021

Tab. 6.1: Activities of City of Vienna related to World Heritage related to recommendations of HIA 1

PART III ASSESSMENT

7 Impacts of the planned *New Proposal Heumarkt Neu 2021* Project on the OUV of the World Heritage property

7.1 Grading

In the following, the impacts of the planned *New Proposal Heumarkt Neu 2021* on the OUV of the World Heritage property will be assessed.

Regarding the inscription criteria mentioned in the *Retrospective Statement of Outstanding Universal Value* (cf. Chapter 3, HIA 1), the *Attributes* defined in HIA 1 (cf. Chapter 9, HIA 1), as well as the framework set out in the *ICOMOS Guidance for Heritage Impact Assessments for Cultural World Heritage Properties*, the following aspects will be assessed:

1. Visual Impact
2. Functional Impact
3. Structural Impact (direct physical impacts)
4. Cumulative Impact

The present *New Proposal Heumarkt Neu 2021* differs mainly concerning its architectural design from the earlier design *Heumarkt 2017* (HIA 1). It also shows differences concerning the composition and building volume. Hence, main focus of the investigation is the visual impact. However, as also functional, structural and cumulative impacts play an important role, also these aspects will be considered.

7.2 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 OUV of the World Heritage property *Historic Centre of Vienna*.

The assessment will be graded according to the attributes identified in HIA 1. Irrelevant attributes will be indicated in the assessment tables and will not be integrated in the assessment.

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:

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

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

7.3 Viewpoints relevant to the assessment

In the following, the consequences of the New Proposal *Heumarkt Neu 2021* on the OUV of the World Heritage Site *Historic Center of Vienna* will be reviewed. As a consequence, the evaluation focuses on visualizing the project in Vienna's historic urban space. Since it is usually perceived when moving (pedestrian or road traffic), the visualizations show single images from relevant viewpoints within the urban space. In addition, a visualization 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 aerial view below shows the documented viewpoints and view corridors. Considering the preceding analysis, the assessment of the impacts of the project Heumarkt Neu on the OUV 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 analysis carried out in the HIA 1 (Chapter 7, Chapter 8) visualisations were created in the following places:

Visual category 1:

Viewpoints with cultural heritage significance in high-altitude areas

- S: St Stephen's Cathedral (S)

Visual category 2:

Image sequences from a pedestrian perspective

- E: Belvedere gardens (E2, E4, E6, E8)
- F: Albertina (F1)
- G: Stadtpark (G1, G2)

Visual category 3:

Video sequences from a driver's perspective bus/ train / car

- H: Lothringerstraße (H)
- I: Am Heumarkt 1 (I1)

It is important to notice that not all viewpoints of HIA 1 will be displayed, as this HIA 2 concentrates on visualisations of visual relationships which have been graded as *large* or *very large negative* in HIA 1.

7.4 Documentation of the Visualisations

The documentation always shows an overview map, a photo of the current situation, the previous visualisation from HIA 1 and the new visualisation showing the *New Proposal Heumarkt Neu 2021*. The textual description of the current situation as well as the evaluation of the previous proposal assessed in 2019 are quoted again here from HIA 1. This is followed by the assessment of the *New Proposal Heumarkt Neu 2021*.





S – Stephansdom

current state





#

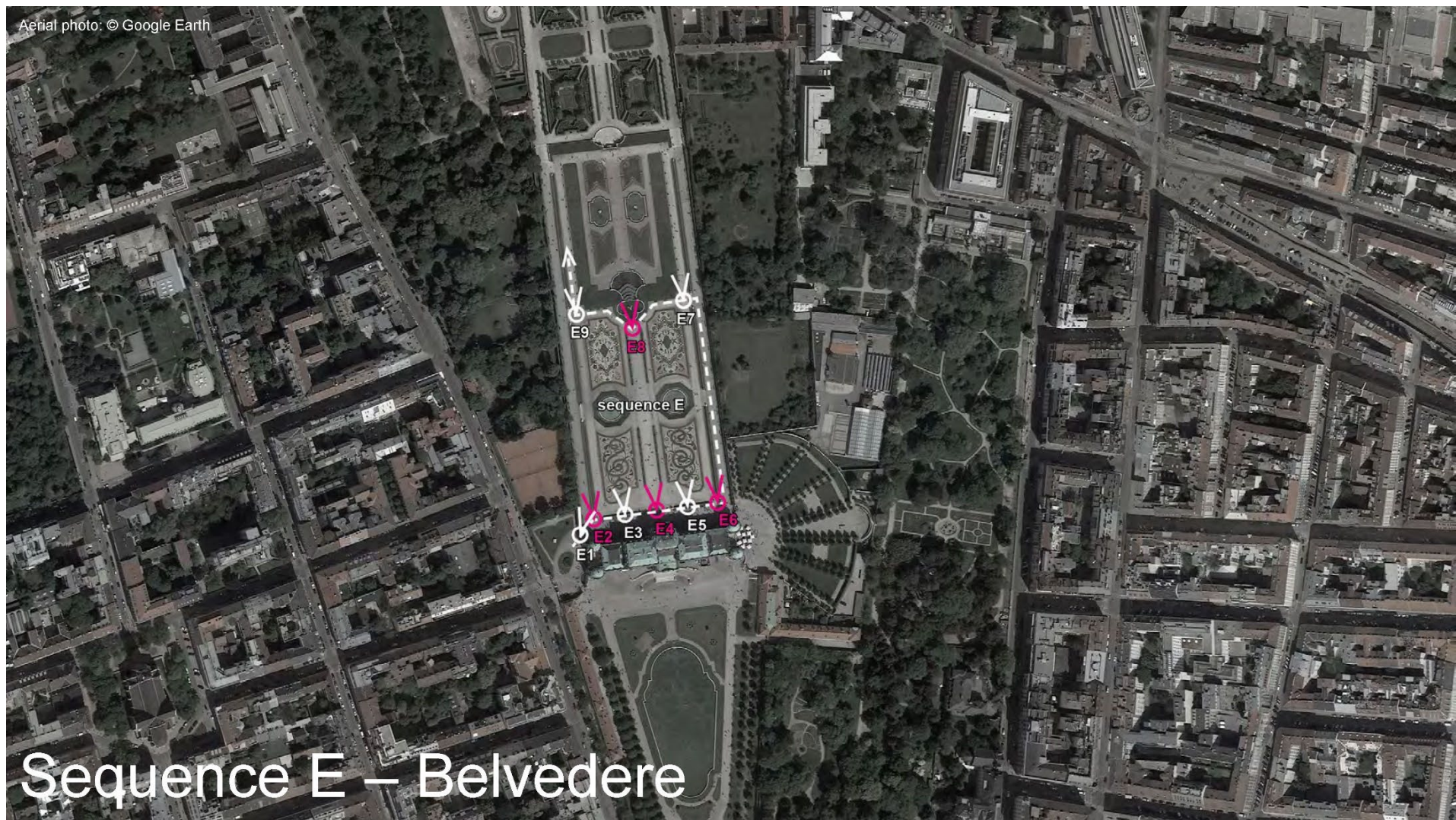


Situation: St. Stephen's Cathedral is not only Vienna's symbolic and visual centre of Vienna, but it is also frequented by many visitors. The panorama shows the view of Vienna's cityscape from the Eastern side of the Cathedral. The existing major negative impacts of the historic skyline caused by various 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.

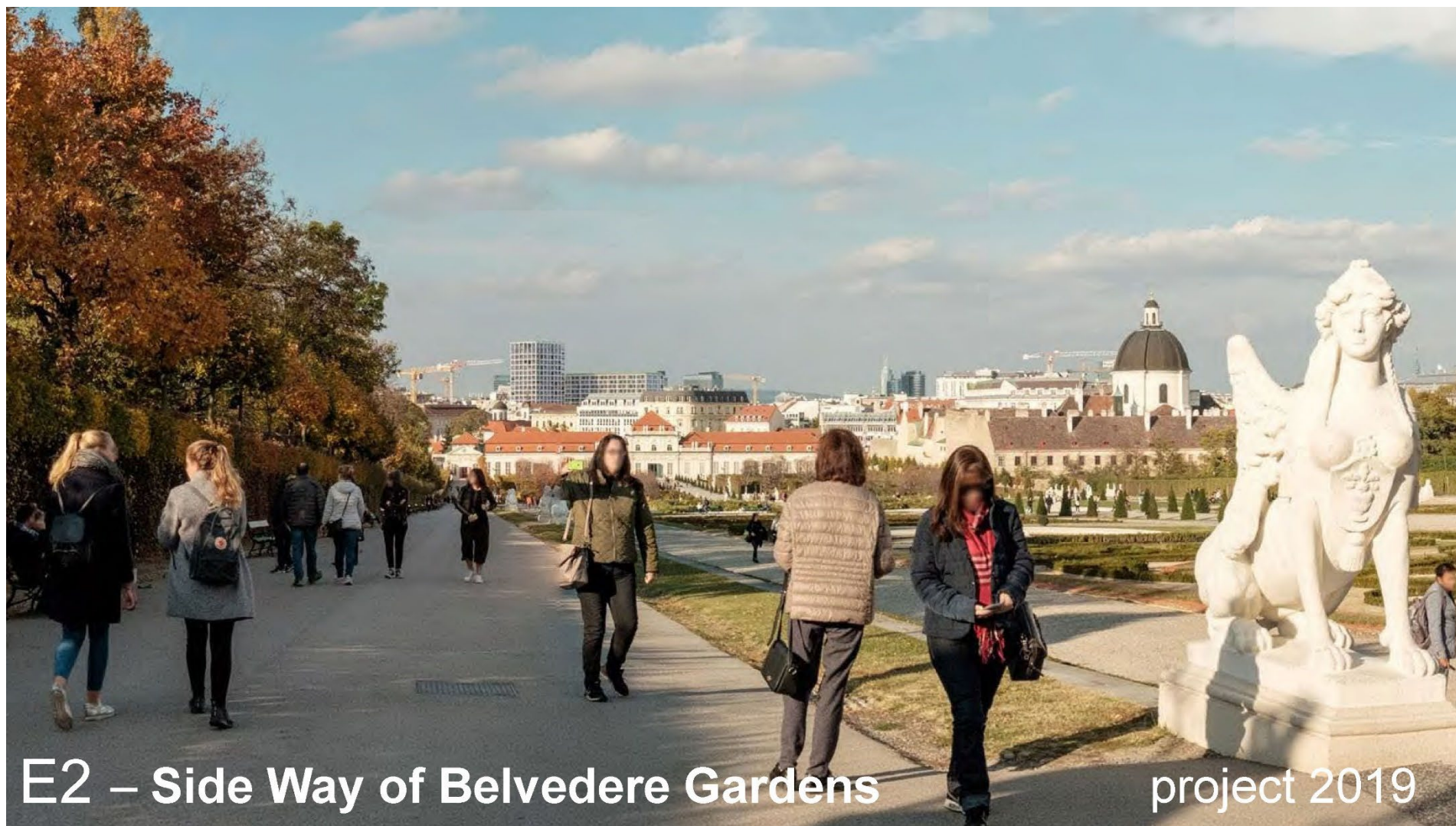
Assessment proposal 2019: The planned Heumarkt Neu project would be completely visible, but the building will not dominate the historic skyline because of the many negative impacts that already exist. The impacts can still be classified as "major".

Assessment new proposal 2021: The planned project would be clearly visible, but it will not dominate the historic skyline. The impact is assessed as 'moderate-negative'.

No	Attributes	Current State	Project 2019	Proposal New 2021
1	Continuous exchange of values	moderate (-3)	large (-4)	moderate (-3)
2	Monocentric urban structure	irrelevant	irrelevant	Irrelevant
3	Axiale Baroque Gardens	irrelevant	irrelevant	Irrelevant
4	Baroque visual connections	irrelevant	irrelevant	Irrelevant
5	Consistent design of streetscapes	irrelevant	irrelevant	Irrelevant
6	Mixed use	irrelevant	irrelevant	Irrelevant
7	Leading European Music Centre	irrelevant	irrelevant	irrelevant
TOTAL		moderate (-3)	large (-4)	moderate (-3)

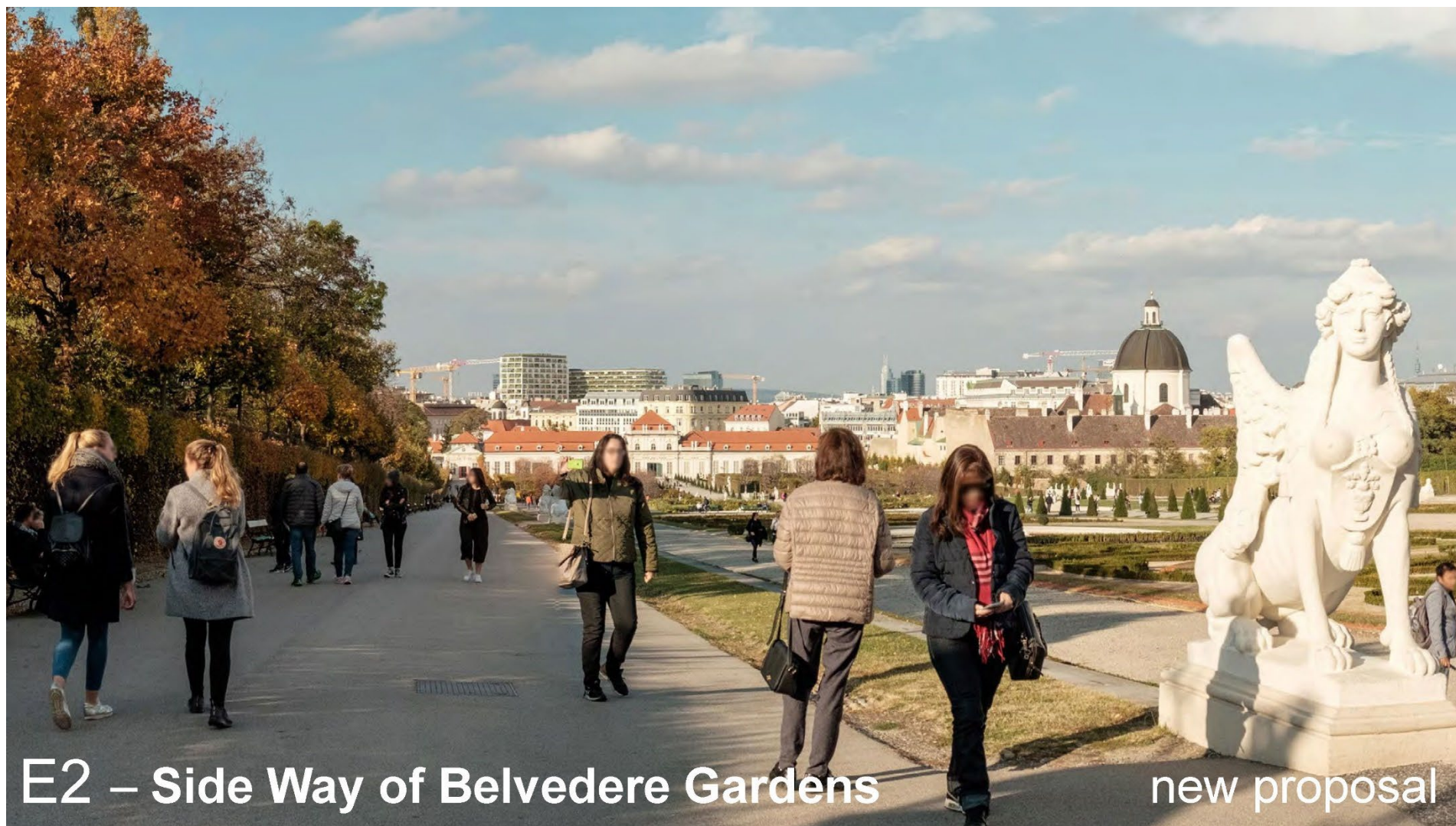






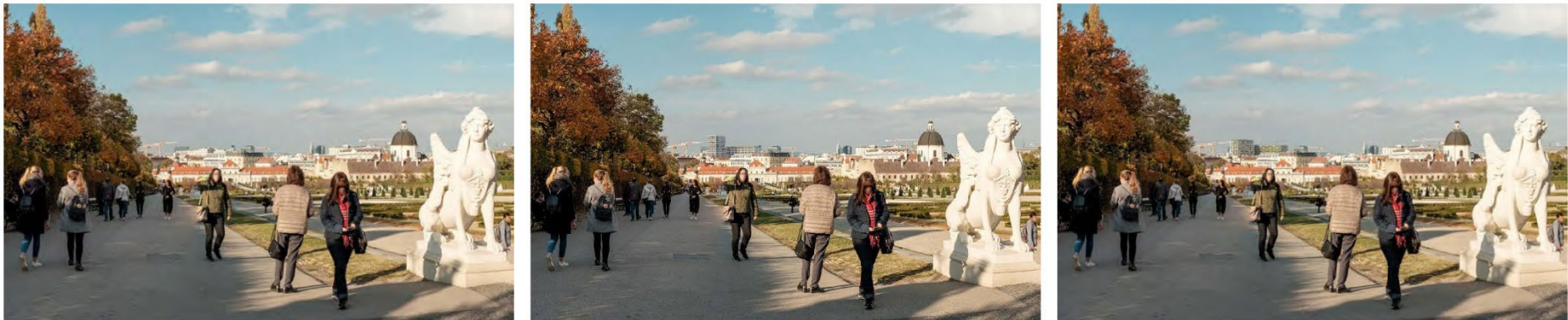
E2 – Side Way of Belvedere Gardens

project 2019



E2 – Side Way of Belvedere Gardens

new proposal

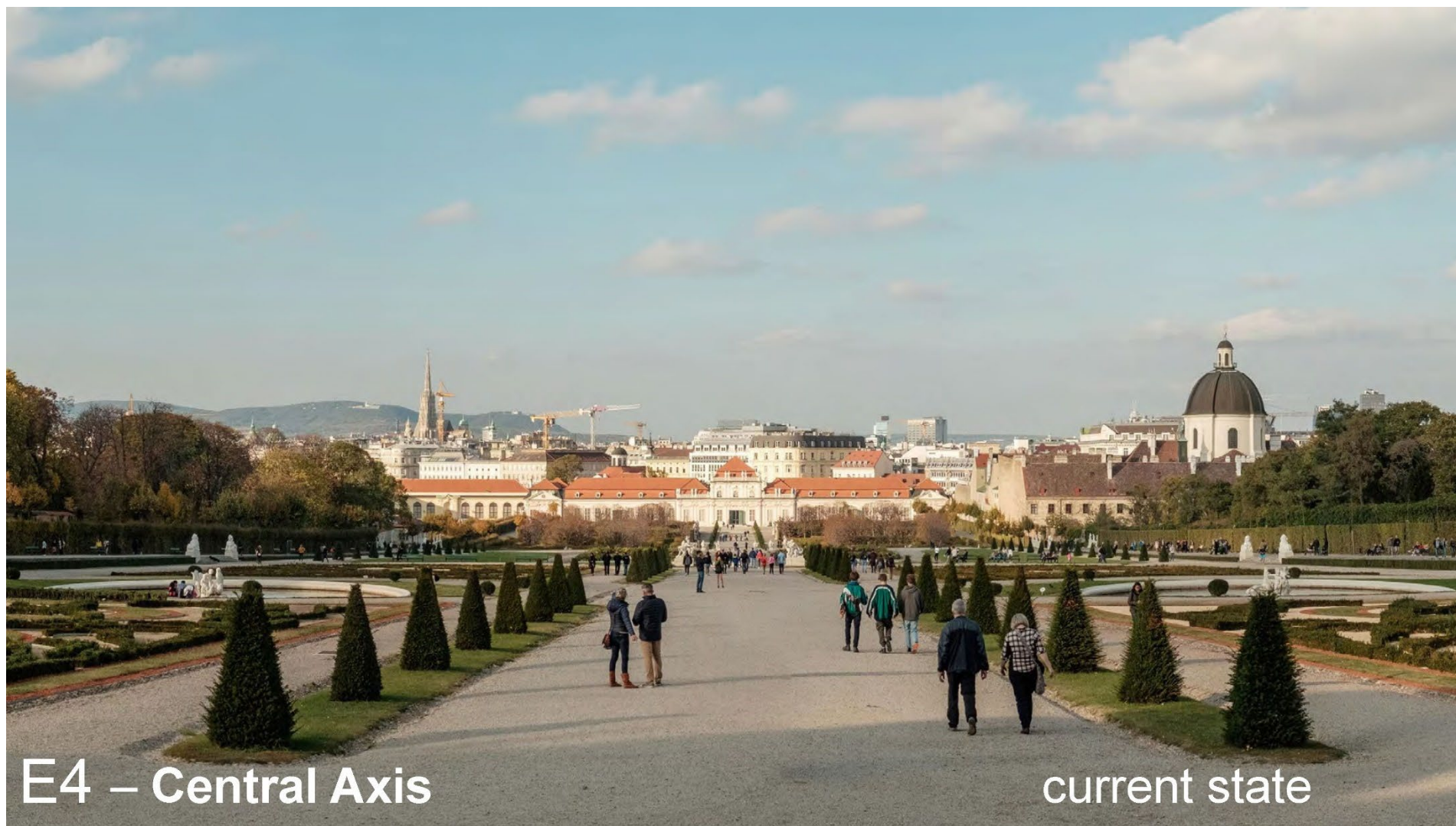


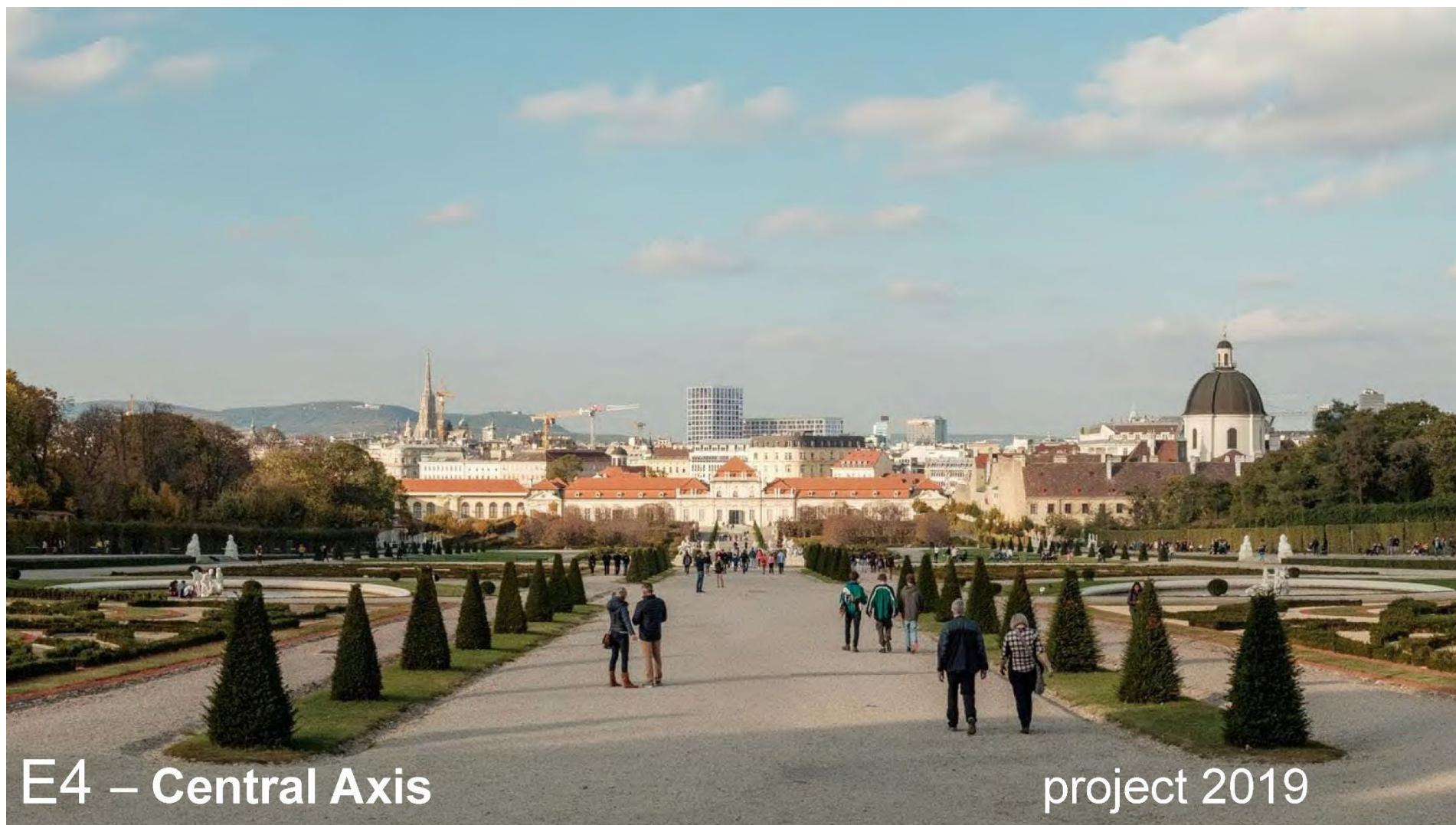
Situation: Viewpoint E2 shows the entrance to the western side way of the Belvedere gardens. The view of Vienna's historic city centre is characterised by the well-known sphinx sculpture in the foreground and the cupola of the Salesian Convent and the Lower Belvedere in the background. The tower of St. 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.

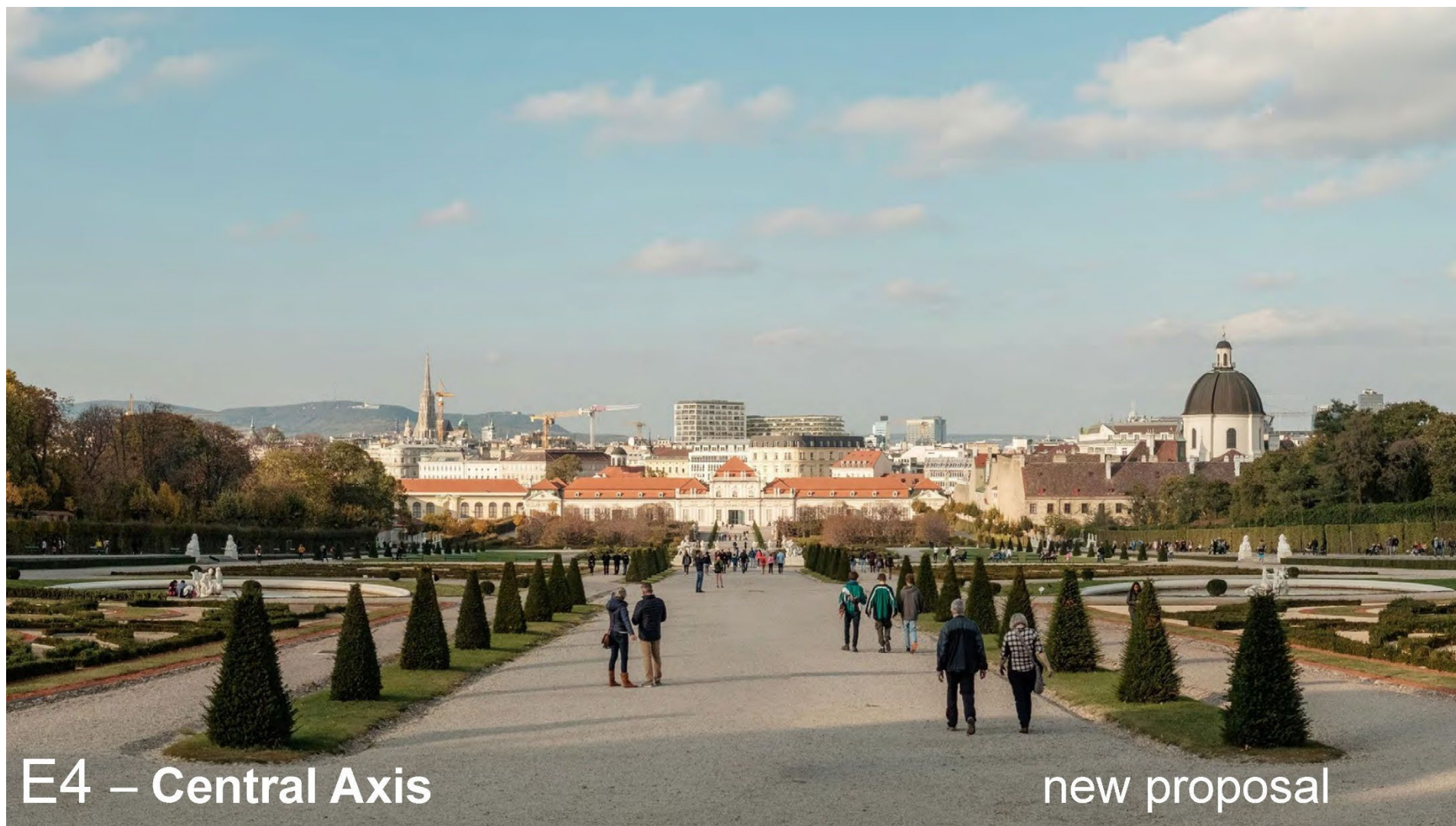
Assessment proposal 2019: The planned Heumarkt Neu project appears as a new dominant high point next to the cupola of the Salesian Convent at the end of the western side way. As a result of this dominance, the historical components of the city skyline are greatly influenced, and their everyday perception is drastically changed. All in all, these changes can be assessed as major-negative.

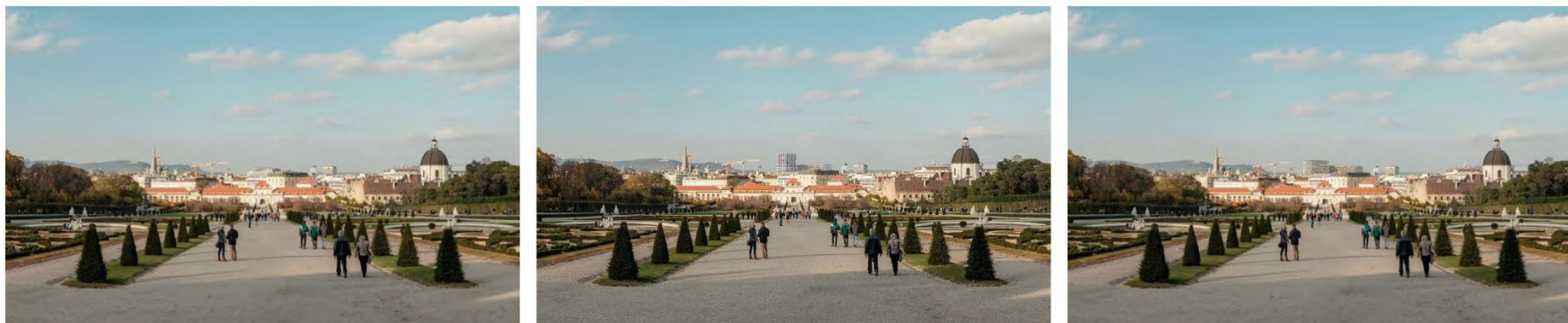
Assessment new proposal 2021 (OUV): The planned project is clearly visible. Due to its volume and green facade structure the planned project forms a contrast with regard to its context, but it does not dominate the dome of the Salesian Convent. Nevertheless, a large part of the historic city silhouette is covered by the project. The impacts on the OUV and attributes is assessed as "moderate – large negative".

No	Attributes	Current State	Project 2019	Proposal New 2021
1	Continuous exchange of values	minor (-2)	large (-4)	large (-4)
2	Monocentric urban structure	minor (-2)	moderate (-3)	moderate (-3)
3	Axiale Baroque Gardens	minor (-2)	large (-4)	moderate (-3)
4	Baroque visual connections	minor (-2)	large (-4)	large (-4)
5	Consistent design of streetscapes	irrelevant	irrelevant	irrelevant
6	Mixed use	irrelevant	irrelevant	irrelevant
7	Leading European Music Centre	irrelevant	irrelevant	irrelevant
TOTAL		minor (-2)	large (-4)	moderate - large (-3,5)







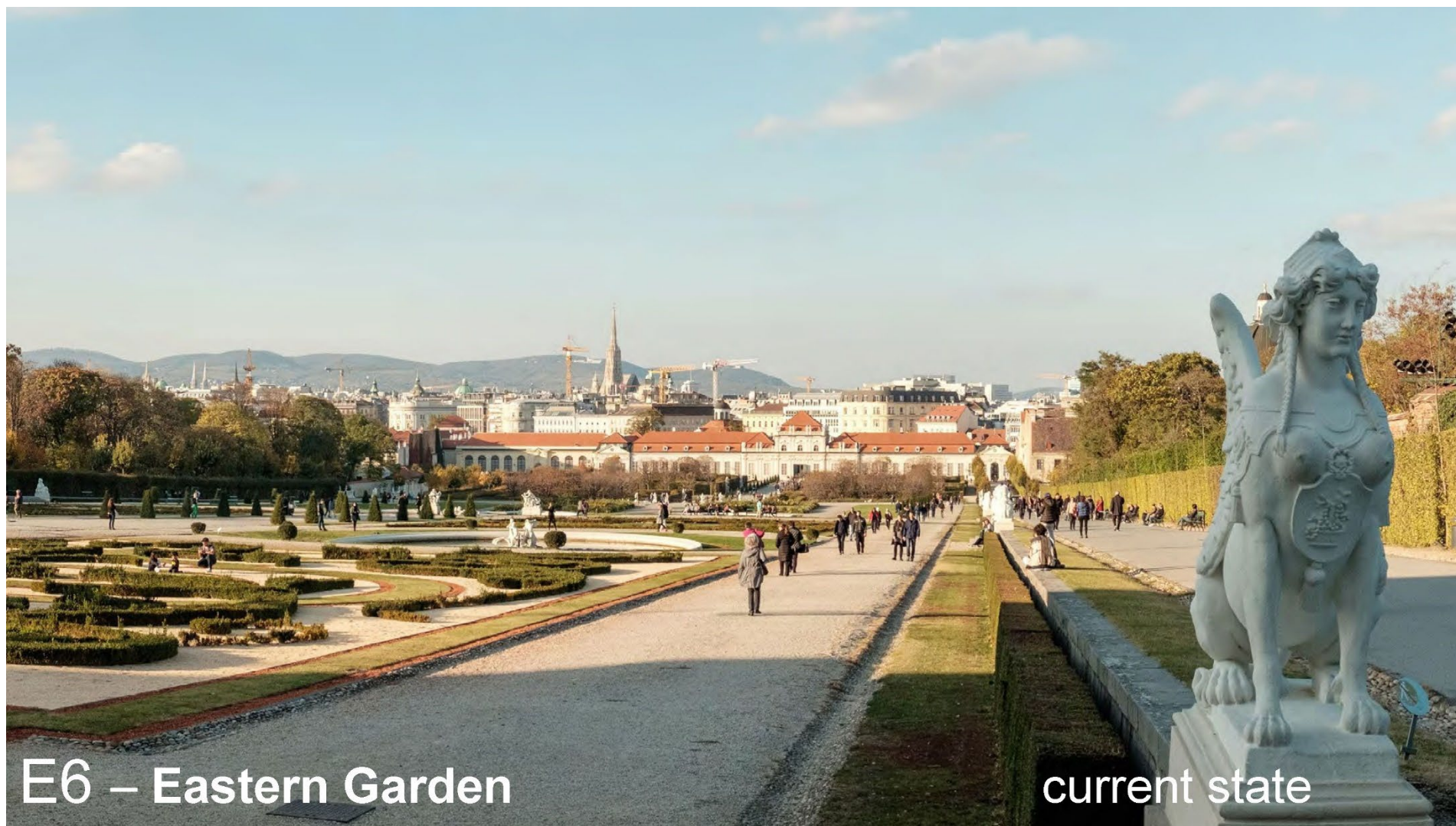


Situation: The view of the historic city centre from the central axis of the Belvedere gardens is representative of Vienna's Baroque development. St. Stephen's Church is clearly visible. Significant qualitative negative effects already exist as a result of the high-rise developments in the area of the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

Assessment proposal 2019: 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".

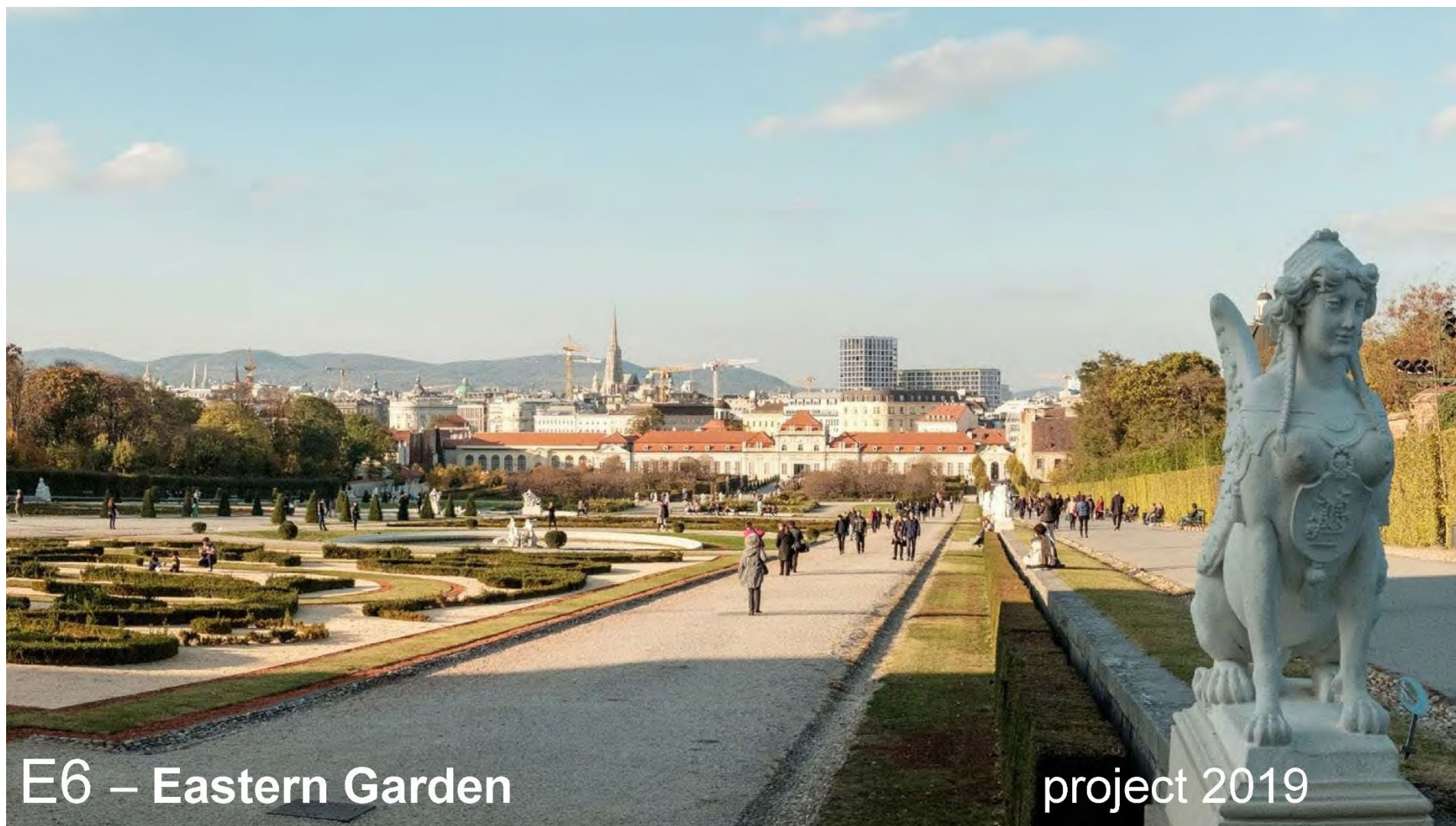
Assessment new proposal 2021 (OUV): The project appears as a "new" end of the axial Belvedere gardens. The height of the second slab exceeds in size the surrounding buildings, but it does not dominate St. Stephen's Cathedral, as the height is not exceeding the spire of the dome. Hence, the planned building stands not in concurrence to St. Stephen's Cathedral. Due to its horizontal shape, the planned building covers large parts of the historic silhouette of Vienna's historic silhouette. The impacts on OUV and attributes have to be assessed as "large – negative".

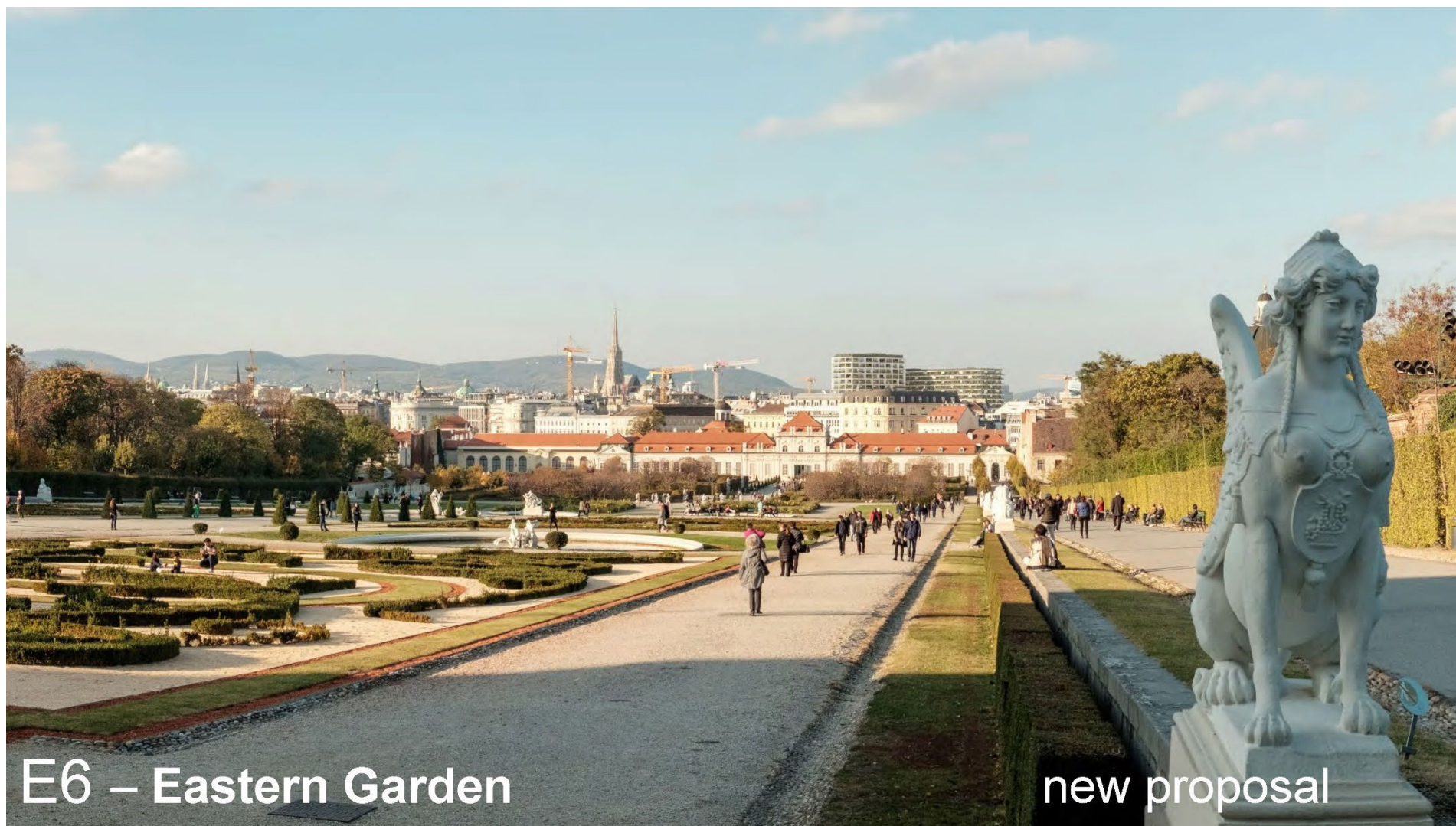
No	Attributes	Current State	Project 2019	Proposal New 2021
1	Continuous exchange of values	large (-4)	severe (-5)	large (-4)
2	Monocentric urban structure	moderate (-3)	severe (-5)	large (-4)
3	Axial Baroque Gardens	moderate (-3)	severe (-5)	large (-4)
4	Baroque visual connections	large (-4)	severe (-5)	severe (-4)
5	Consistent design of streetscapes	irrelevant	irrelevant	irrelevant
6	Mixed use	irrelevant	irrelevant	irrelevant
7	Leading European Music Centre	irrelevant	irrelevant	irrelevant
TOTAL		moderate-large (-3,5)	severe (-5)	large (-4,25)



E6 – Eastern Garden

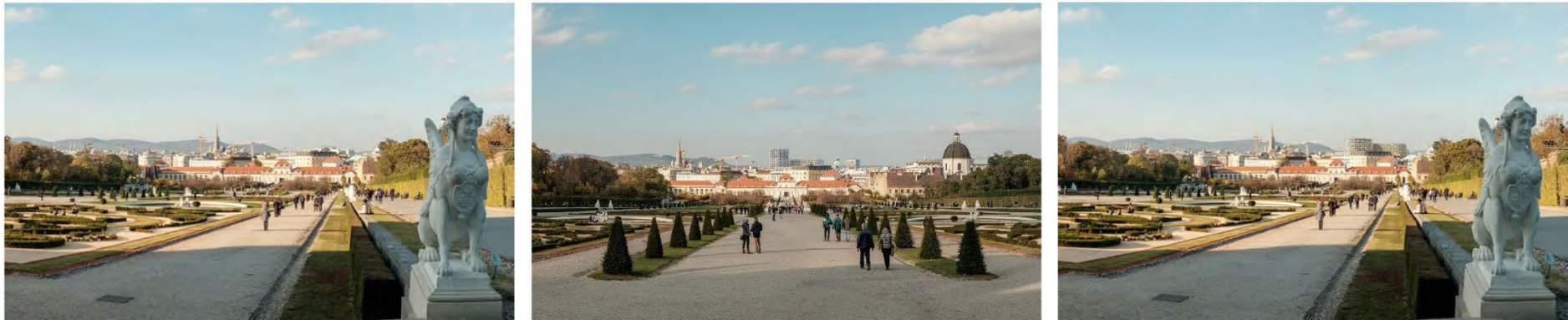
current state





E6 – Eastern Garden

new proposal



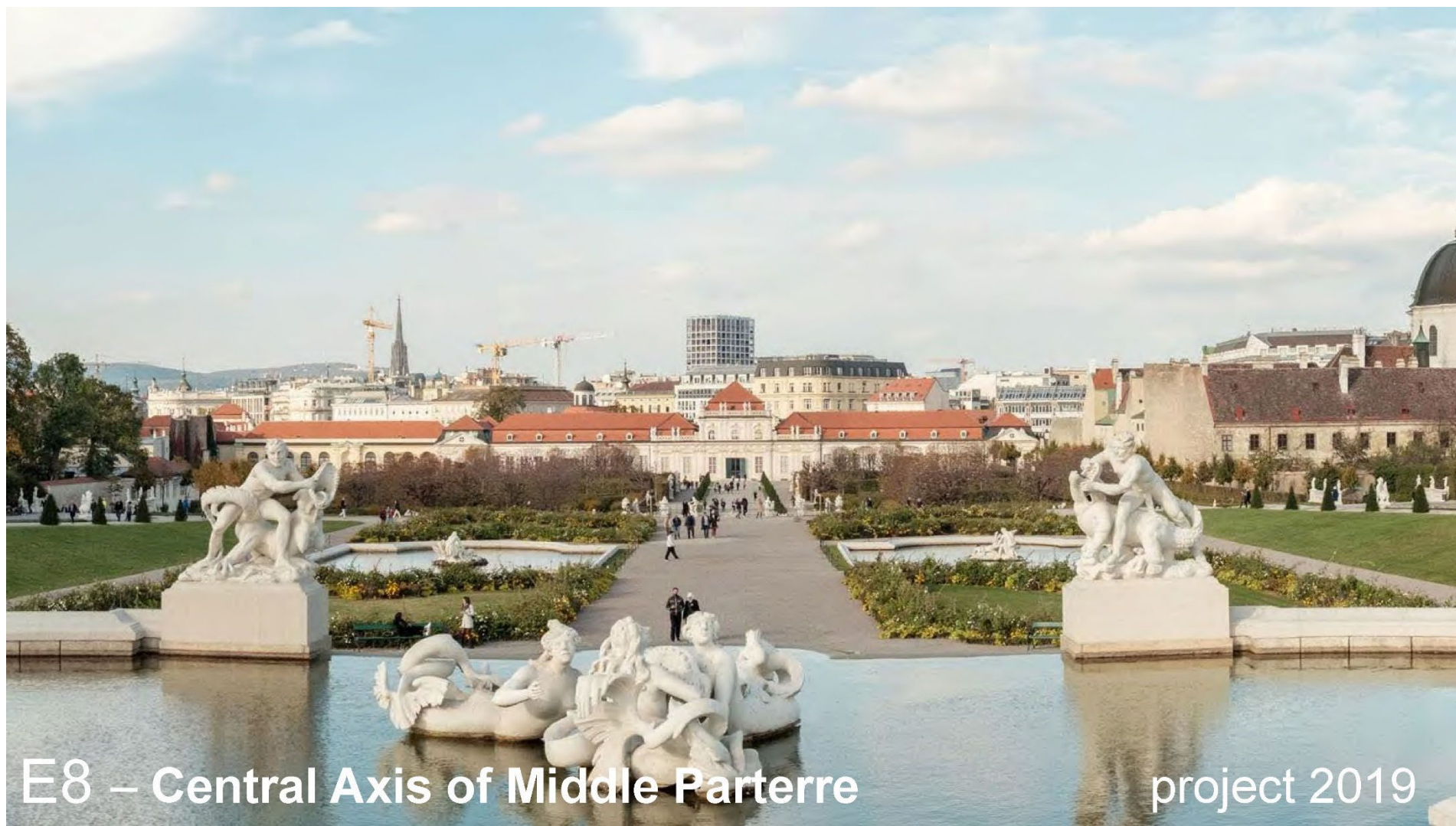
Situation: Seen from the eastern Belvedere gardens, the historic skyline of Vienna's city centre seems relatively intact. The high-rise developments in the area of the Danube Canal / Leopoldstadt are largely concealed by the historical buildings. St. Stephen's Church is still the dominant element of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

Assessment proposal 2019: 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".

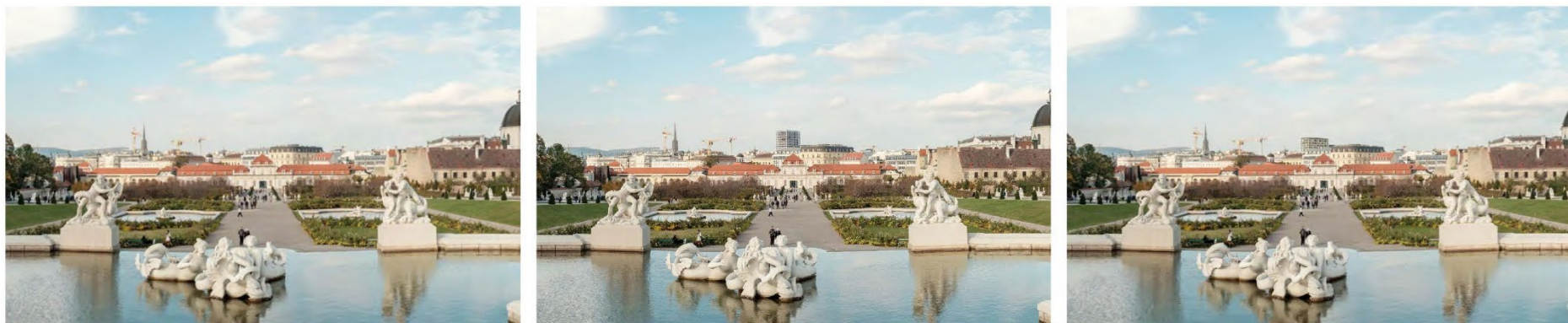
Assessment new proposal 2021 (OUV): Due to the height of the viewpoint the planned project is clearly visible and appears at the end of the Belvedere garden. The view to St. Stephen's Cathedral in front of the typical mountainous background is not concealed, but the building volume dominates due to its horizontal shape large parts of the historic city silhouette. The impact on OUV and attributes is assessed as "large negative".

No	Attributes	Current State	Project 2019	Proposal New 2021
1	Continuous exchange of values	large (-4)	severe (-5)	large (-4)
2	Monocentric urban structure	moderate (-3)	severe (-5)	large (-4)
3	Axiale Baroque Gardens	moderate (-3)	severe (-5)	large (-4)
4	Baroque visual connections	large (-4)	severe (-5)	large (-4)
5	Consistent design of streetscapes	irrelevant	irrelevant	irrelevant
6	Mixed use	irrelevant	irrelevant	irrelevant
7	Leading European Music Centre	irrelevant	irrelevant	irrelevant
TOTAL		moderate-large (-3/-4)	severe (-5)	large (-4)









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 proposal 2019: 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".

Assessment new proposal 2021: The planned second slab is clearly visible above the rooftops of the historic city centre. This aggravates to "read" Vienna's monocentric urban structure, but there are no direct constraints concerning existing visual relationships to St. Stephen's Cathedral. The impact on OUV and attributes is assessed as "moderate/large-negative".

No	Attributes	Current State	Project 2019	Proposal New 2021
1	Continuous exchange of values	minor (-2)	severe (-5)	moderate (-3)
2	Monocentric urban structure	minor (-2)	severe (-5)	large (-4)
3	Axiale Baroque Gardens	minor (-2)	severe (-5)	large (-4)
4	Baroque visual connections	minor (-2)	severe (-5)	moderate (-3)
5	Consistent design of streetscapes	irrelevant	irrelevant	Irrelevant
6	Mixed use	irrelevant	irrelevant	Irrelevant
7	Leading European Musique Centre	irrelevant	irrelevant	Irrelevant
TOTAL		minor (-2)	severe (-5)	moderate-large (-3.5)

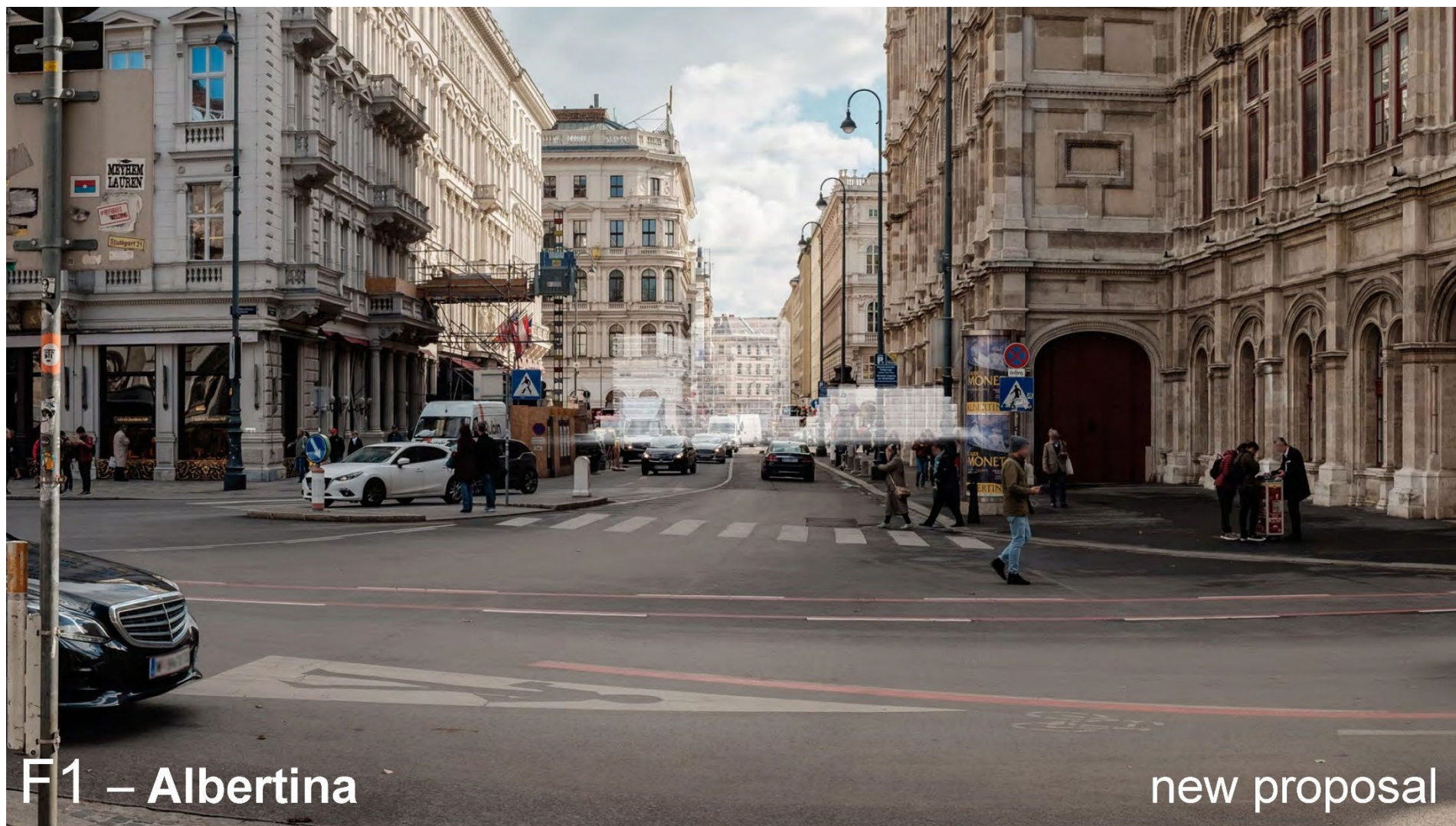






F1 – Albertina

project 2019



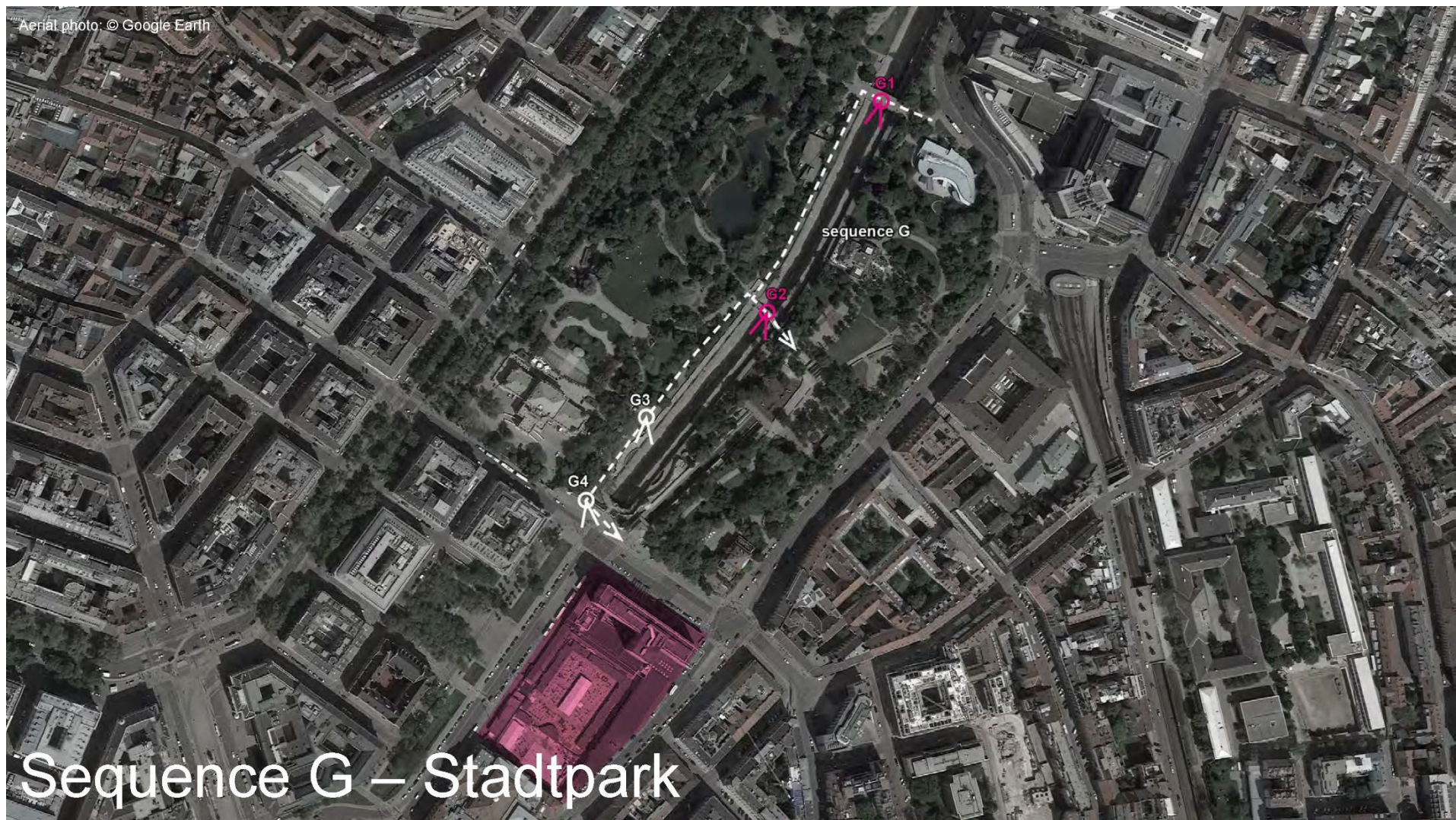


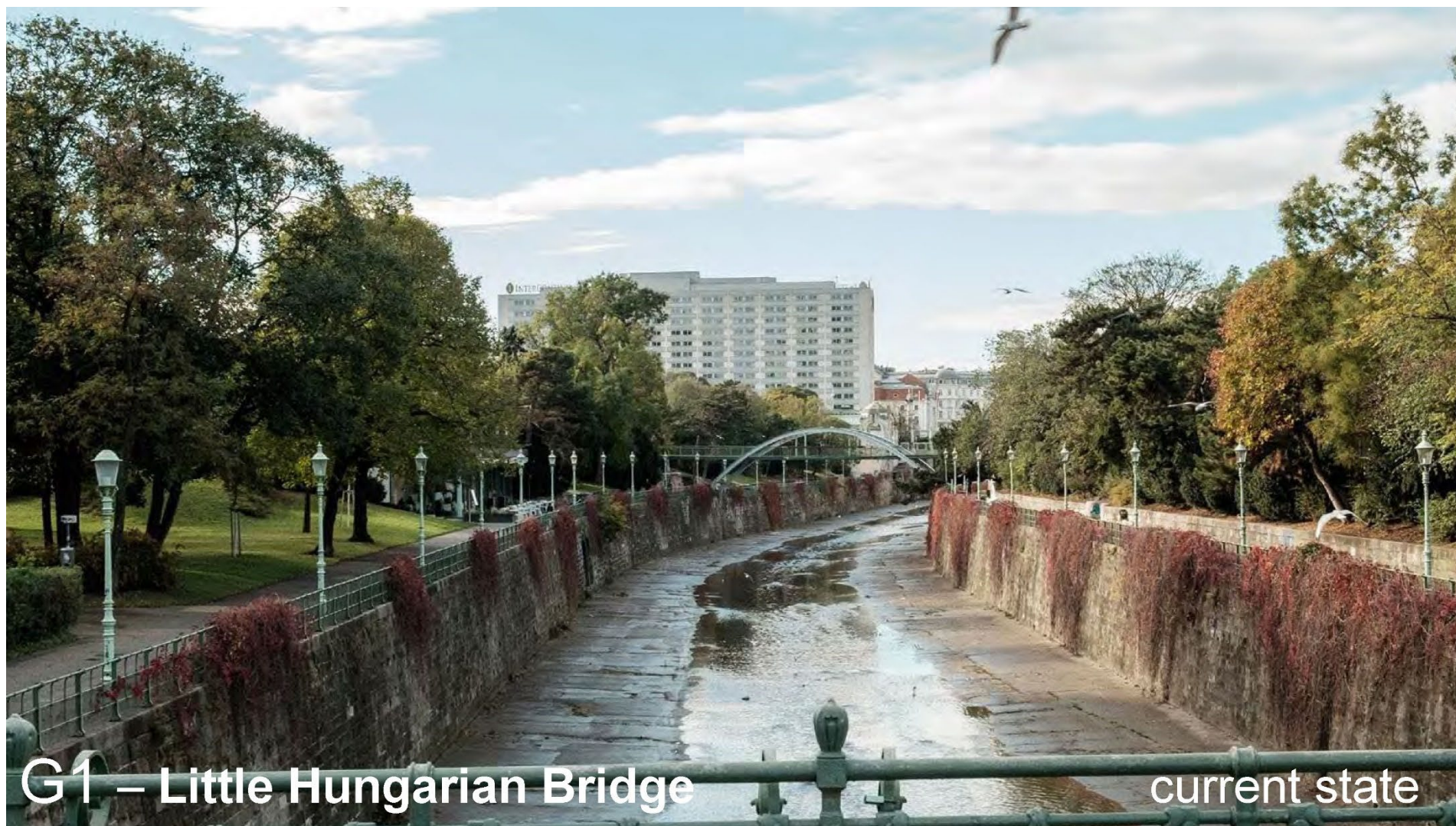
Situation: The viewpoint at Albertinaplatz provides a typical view of the Gründerzeit-style Ringstraße ensemble, which also has a high degree of recognition due to the immediate proximity to the Vienna State Opera and the Albertina Museum. The uniform appearance of the Gründerzeit-style closed development 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 with a colored overlay of the planned new building.

Assessment proposal 2019: 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”.

Assessment proposal 2019: The planned building would not be visible. The impact is assessed as “neutral“ (no impairment).

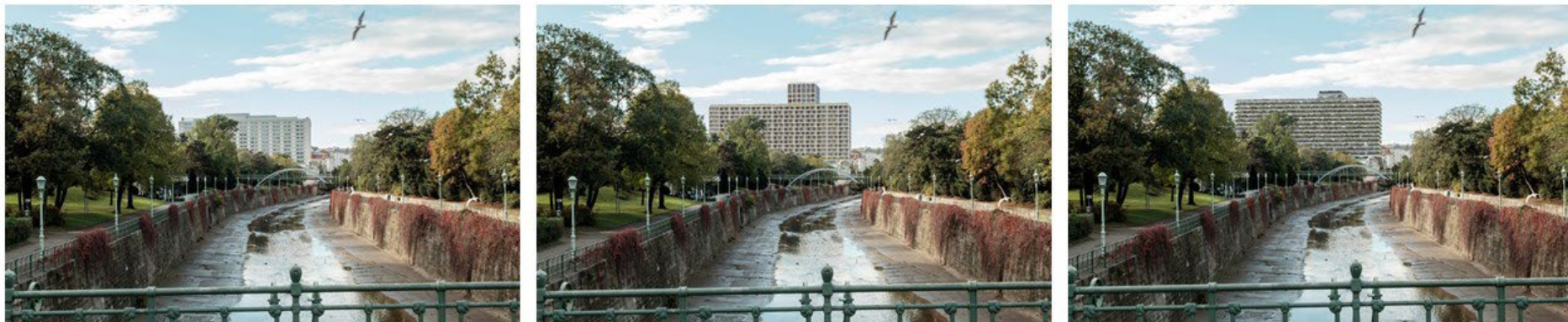
No	Attributes	Current State	Project 2019	Proposal New 2021
1	Continuous exchange of values	no impairment	minor-moderate (-2,5)	no impairment
2	Monocentric urban structure	irrelevant	irrelevant	irrelevant
3	Axiale Baroque Gardens	irrelevant	irrelevant	irrelevant
4	Baroque visual connections	irrelevant	irrelevant	irrelevant
5	Consistent design of streetscapes	no impairment	minor-moderate (-2,5)	no impairment
6	Mixed use	no impairment	irrelevant	no impairment
7	Leading European Musique Centre	no impairment	irrelevant	no impairment
TOTAL		no impairment	minor-moderate (-2,5)	no impairment







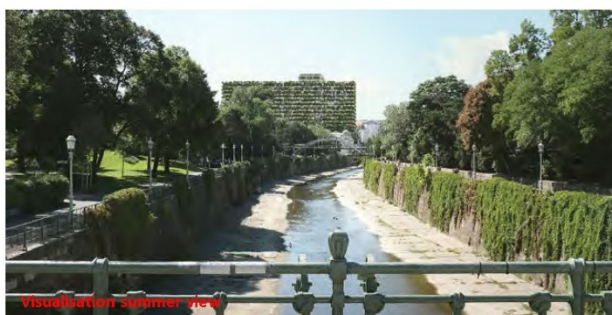




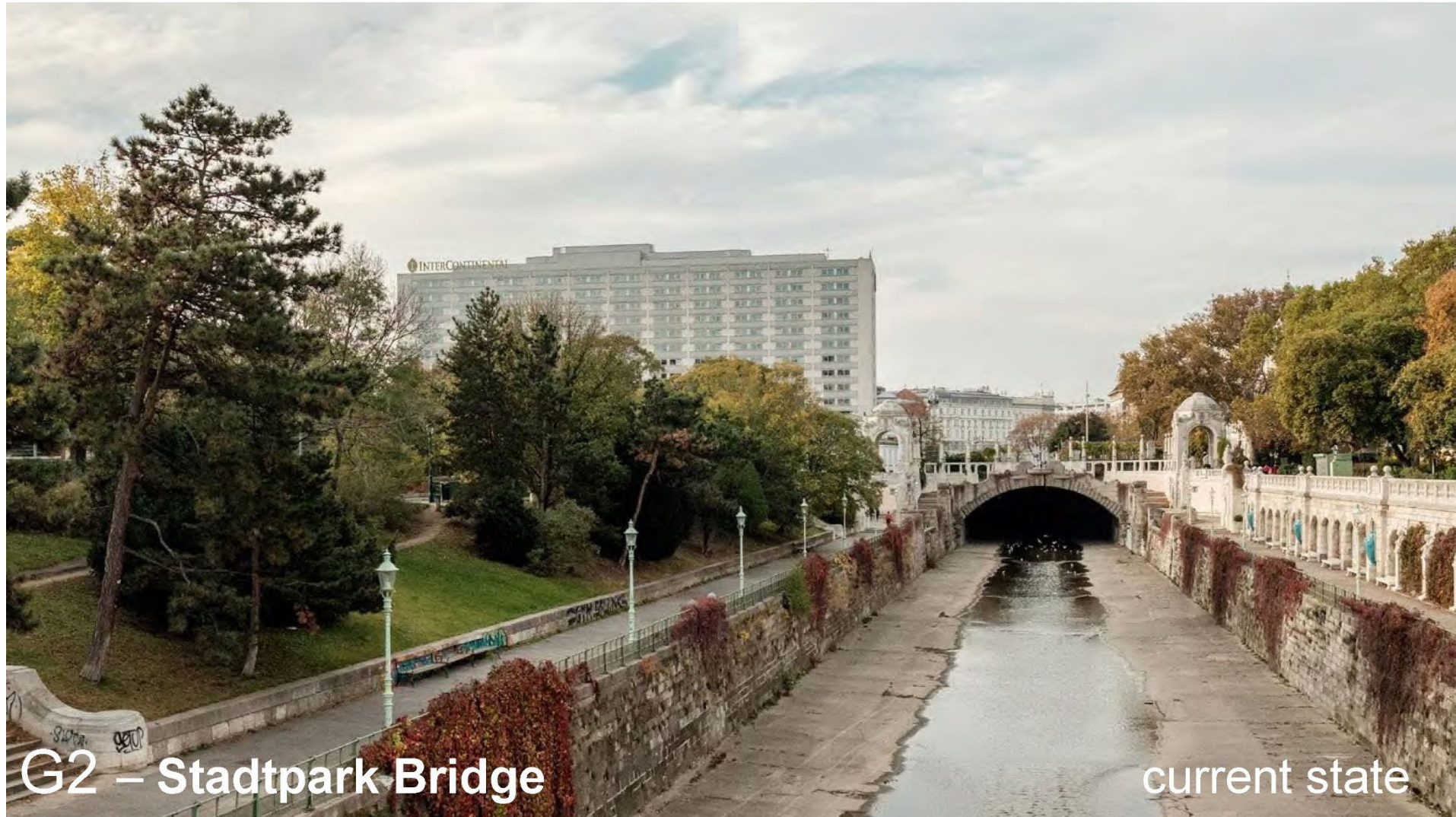
Situation: Little Hungarian Bridge serves as a link between districts 1 and 3 and is relatively busy. From here, you can look through the Stadtpark across Wien River into the direction of the Heumarkt Area. Due to its large scale, the slab-shaped structure of the existing Intercontinental Hotel is very 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.

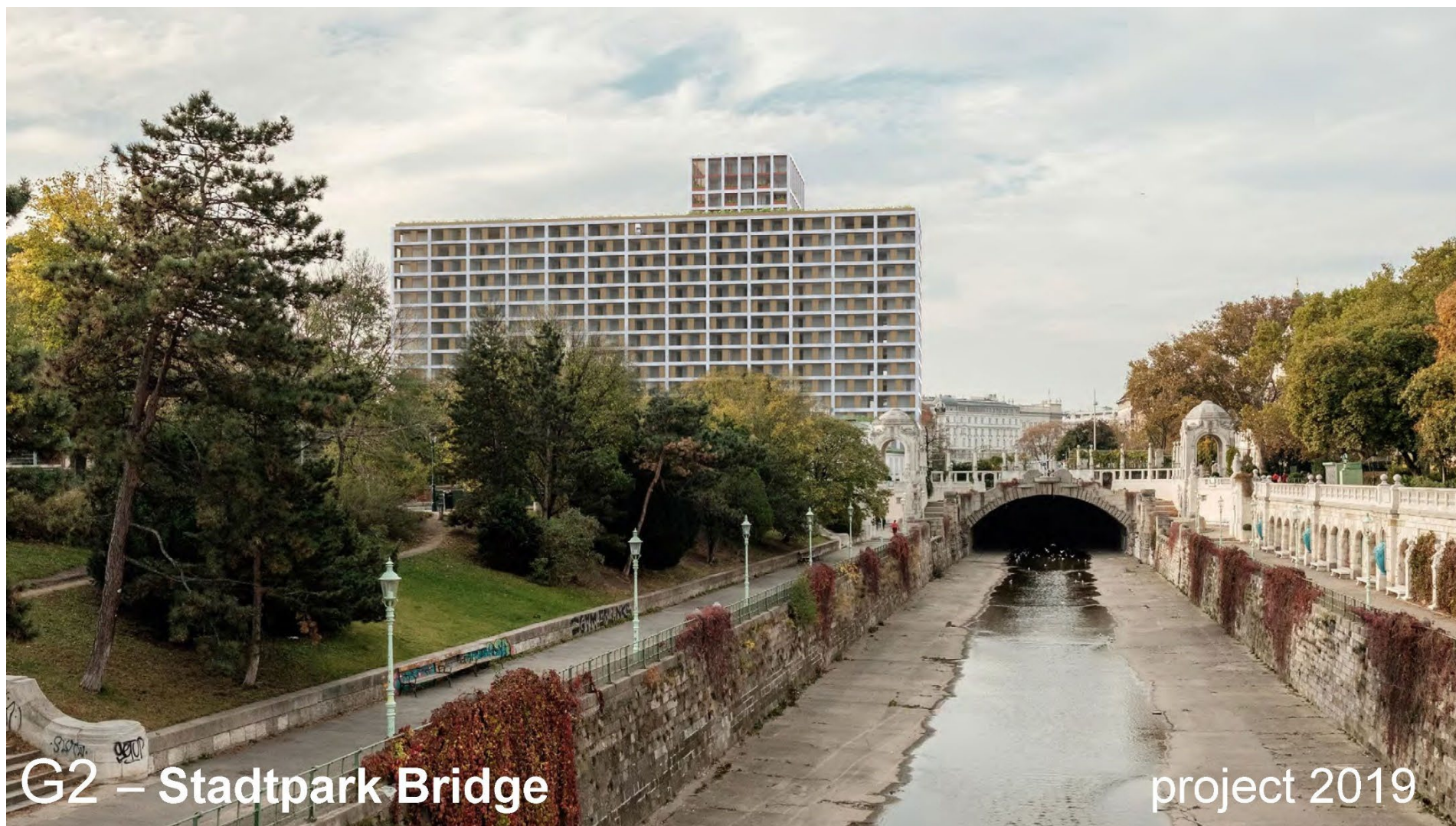
Assessment proposal 2019: Due to the greater height and length of its side wing and the larger tower of the new building, the planned Heumarkt Neu project appears even more dominant than the present buildings of the Heumarkt Area. The distinction between the Stadtpark and the Ringstraße ensemble becomes even more prominent, and therefore the impacts have to be assessed as “severely negative”.

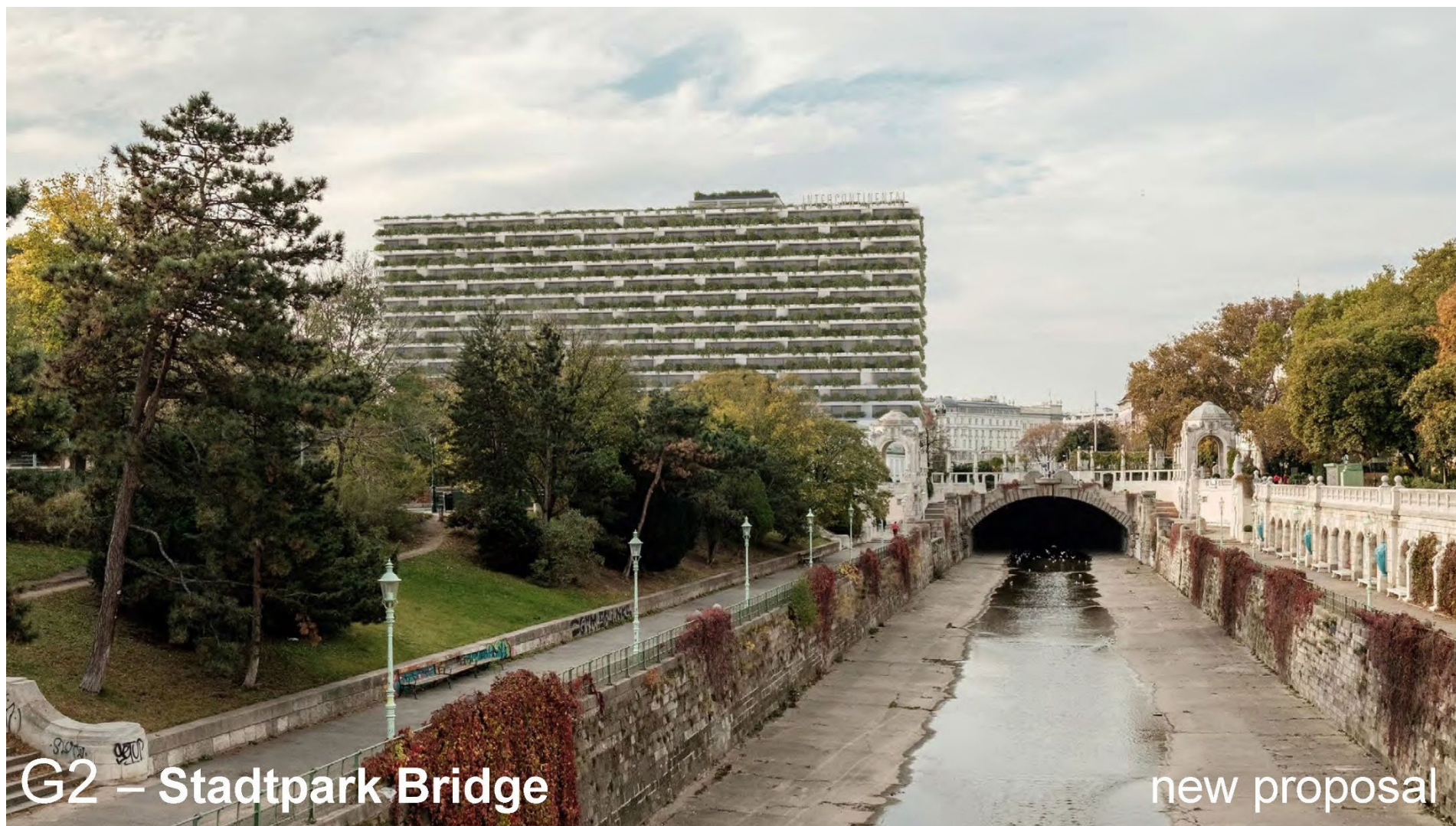
Assessment proposal 2021: Due to its height and length the building clearly appears as a new endpoint of the park and the visual relationship to the Concerthouse and Ringstraße (Circular Road) is partly concealed. The planned second slab is barely visible. Due to its green facade, the planned building is embedded into the context of the park. The impacts on OUV and attributes are assessed as “large-negative”.



No	Attributes	Current State	Project 2019	Proposal New 2021
1	Continuous exchange of values	large (-4)	severe (-5)	large (-4)
2	Monocentric urban structure	irrelevant	irrelevant	Irrelevant
3	Axiale Baroque Gardens	irrelevant	irrelevant	Irrelevant
4	Baroque visual connections	irrelevant	irrelevant	Irrelevant
5	Consistent design of streetscapes	large (-4)	severe (-5)	moderate (-3)
6	Mixed use	irrelevant	irrelevant	Irrelevant
7	Leading European Musique Centre	large (-4)	large (-4)	large (-4)
TOTAL		large (-4)	severe (-5)	large (-3,6)









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 proposal 2019: 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'

Assessment proposal 2021: Due to its height and length the building clearly appears as a new endpoint of the park and the visual relationship to the Concerthouse and Ringstraße (Circular Road) is partly concealed. The planned second slab is barely visible. Due to its green facade, the planned building is integrated into the context of the park. The impacts on OUV and attributes are assessed as “large-negative”.

Summer View
(© Murr Architekten)



No	Attributes	Current State	Project 2019	Proposal New 2021
1	Continuous exchange of values	large (-4)	severe (-5)	large (-4)
2	Monocentric urban structure	irrelevant	irrelevant	Irrelevant
3	Axiale Baroque Gardens	irrelevant	irrelevant	Irrelevant
4	Baroque visual connections	irrelevant	irrelevant	Irrelevant
5	Consistent design of streetscapes	large (-4)	severe (-5)	moderate (-3)
6	Mixed use	irrelevant	irrelevant	Irrelevant
7	Leading European Music Centre	large (-4)	large (-4)	large (-4)
TOTAL		large (-4)	severe (-5)	large (-3,6)











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 H2: At the level of Schwarzenberplatz, the existing Inter-Continental 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 proposal 2019: 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.

Assessment new proposal 2021: Due to its height, the second slab of planned project forms a new element which clearly exceeds the traditional building heights. The horizontal shape of the second slab corresponds with the existing buildings. The planned green facade softens the contrast to the ensemble of the Ringstraße, as the building is embedded into the green character of the road. The impacts on OUV and attributes are assessed as “moderate-large-negative”. Due to the planned new functions, the better accessibility of the Heumarkt Area and the planned upgrading of the public spaces, impacts on the attributes “mixed use” and “Leading European Music Centre” are assessed as “major positive”.

Summer View
(© Murr Architekten)



No	Attributes	Current State	Project 2019		Proposal New 2021	
1	Continuous exchange of values	large (-4)	severe (-5)		moderate (-3)	
2	Monocentric urban structure	irrelevant	irrelevant		irrelevant	
3	Axiale Baroque Gardens	irrelevant	irrelevant		irrelevant	
4	Baroque visual connections	irrelevant	irrelevant		irrelevant	
5	Consistent design of streetscapes	large (-4)	severe (-5)		large (-4)	
6	Mixed use	large (-4)	major (+4)		major (+4)	
7	Leading European Music Centre	large (-4)	major (+4)		major (+4)	
TOTAL		large (-4)	severe (-5)	major (+4)	mod. - large	major (+4)









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 proposal 2019: This negative effect is corrected by the building of the planned Heumarkt Neu project along the street planned between Konzerthaus 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 Konzerthaus and the newly planned building of the Heumarkt Neu project shows weaknesses with regard to its design quality.

Assessment new proposal 2021: The planned building height is in line with the height of both the Konzerthaus and the residential buildings on the opposite site of the street (District 3). The green facade adapts to the existing green structures, as well as newly planned trees in the street Am Heumarkt. Only due to the higher building part the impact on “Continuous change of values” and “Consistent design of streetscapes” the impact is assessed as “minor-negative”. Attributes such as “Mixed use” and “Leading European Music Centre” are expected to benefit from the planned development due to offered new functions on the groundfloor as well as the upgrading of the neighbourhood in general. This is assessed as “major-positive”.

No	Attributes	Current State	Project 2019	Proposal New 2021
1	Continuous exchange of values	large (-4)	moderate (-3)	moderate (-3)
2	Monocentric urban structure	irrelevant	irrelevant	irrelevant
3	Axiale Baroque Gardens	irrelevant	irrelevant	irrelevant
4	Baroque visual connections	irrelevant	irrelevant	irrelevant
5	Consistent design of streetscapes	large (-4)	moderate (-3)	minor (-2)
6	Mixed use	large (-4)	major (+4)	major (+4)
7	Leading European Music Centre	large (-4)	major (+4)	major (+4)
TOTAL		large (-4)	moderate (-3)	major (+4)

7.5 Summary of Visual Impacts with regard to Key Attributes

Attribute “Continuous interchange of values”

Despite the transformation of the planned tower (*Planned Project Heumarkt Neu 2018*) into a second slab with a more horizontal appearance (*New Proposal Heumarkt Neu 2021*), the planned project is still considerably higher than traditional Gründerzeit buildings in Vienna. Hence, it cannot be considered to support the attribute “Continuous interchange of values” and **moderate-large** negative impacts will appear.

Attribute “Monocentric urban structure”

The planned *New Proposal Heumarkt Neu 2021* will be clearly visible from higher viewpoints. However, it stands not in concurrence to Vienna’s monocentric urban structure, which is especially expressed by St. Stephen’s Cathedral as a landmark marking the historic centre of Vienna. The attribute “Monocentric urban structure” will be affected to a **moderate-large** negative extent, but the attribute can still be experienced and understood especially from higher viewpoints.

Attributes “Axiale baroque gardens” and ,Baroque visual connections”

With a height of 56,5 metres above groundlevel, the planned *New Proposal Heumarkt Neu 2021* still exceeds Vienna’s traditional building heights considerably. Especially seen from higher viewpoints, **large** negative impacts with regard to the attributes “Baroque visual connections” and “Axiale Baroque Gardens” will appear.

Attribute “Consistent design of streetscapes”

From lower viewpoints and from the inner city of Vienna (Albertina) the *New Proposal Heumarkt Neu 2021* will not be visible anymore (**no impairment**). Mainly due to the redesign of the elevation into a “green façade”, the building will be

despite its scale relatively well adapted to its urban context. Thus, seen from Lothringer Straße and from the Stadtpark, **moderate-large** negative impacts will appear. Seen from the street Am Heumarkt, the scale of the planned *New Proposal Heumarkt Neu 2021* is well adapted to the size of the surrounding buildings. Only due to the higher parts of the new proposal, impacts are assessed as **minor negative**.

Attributes “Mixed use” and “Leading European Music Centre”

The planned *New Proposal Heumarkt Neu 2021* will generally improve rather than impair immediate close-by-views to the Heumarkt, especially seen from the street Am Heumarkt and from Lothringer Straße. Due to its integration with regard to size and scale the appearance of the Heumarkt, which is neglected at present, will be upgraded considerably. Similarly, due to the planned functions of the planned *New Proposal Heumarkt Neu 2021* (mixed uses: Ice Skating Club, congress centre, hotel, residential houses for elderly), as well as due to the improved accessibility of the Heumarkt square, functional relationships, also currently neglected, will be improved. Thus, especially the attributes “Mixed use” and “Leading European Music Centre” will benefit considerably (**major positive**).

The following table provides an overview about the results of HIA 2:

No.	Viewpoints	Current State	Project 2019	New Proposal 2021		
a.)	Visual category 1: Viewpoints with cultural heritage significance in high altitude areas					
01	Viewpoint S: St. Stephen's Cathedral	moderate (-3)	large (-4)	moderate (-3)		
b.)	Visual category 2: Image sequences from a pedestrian's perspective					
	Viewpoints E: Belvedere gardens					
02	Viewpoint E2	minor (-2)	large (-4)	moderate - large (-3,5)		
03	Viewpoint E4	moderate- large (-3,5)	severe (-5)	large (-4,25)		
04	Viewpoint E6	moderate- large (-3,5)	severe (-5)	large (-4)		
05	Viewpoint E8	minor (-2)	severe (-5)	moderate - large (-3,5)		
	Viewpoints F: Albertina					
06	Viewpoint F1	no impairment	minor - moderate (-2,5)	no impairment		
	Viewpoints G: Stadtpark					
07	Viewpoint G1	large (-4)	severe (-5)	large (-3,6)		
08	Viewpoint G2	large (-4)	severe (-5)	large (-3,6)		
c.)	Visual category 3: Image sequences from a driver's perspective Bus / train / car					
09	Viewpoint H: Lothringerstraße	large (-4)	severe (-5)	major (+4)	mod. - large (-3,5)	major (+4)
10	Viewpoint I: Am Heumarkt 1	large (-4)	moderate (-3)	major (+4)	minor - mod. (-2,5)	major (+4)

Tab. 7.1: Summary of the visual impacts

7.6 Functional Impact

Similar to the statements in HIA 1, the planned *New Proposal Heumarkt Neu 2021* will cause positive functional impacts, especially with regard to its immediate environment:

- 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 and a public roof terrace provide new public spaces.
- In general, the high design/architectural ambition of both the project and the surrounding public spaces promotes the urbanistic upgrading of the Heumarkt Area which is urgently needed.

7.7 Structural Impact

No negative structural impacts are expected at the moment.

7.8 Cumulative Impact

Due to the changes of Vienna's building act (Bauordnung für Wien), as well as further amendments of existing building regulations which were explained in Chapter 6 and adopted by Vienna Municipality in November 2021 or planned to be adopted in the coming years, new developments can no longer be considered without assessing their impact on the OUV of Vienna's World Heritage properties. Besides, the City of Vienna adopted a new Management Plan on 24 November 2021 which clearly relates Vienna's urban development to the preservation of the OUV of Vienna's World Heritage properties. The Management Plan also defines that Vienna's advisory body for urban development will be extended by an expert for

World Heritage. Hence, the legislative changes are also extended to the governance level. Due to these changes on legislative and governance level it is likely that a case like Heumarkt Neu cannot recur.

TEIL IV FINAL CONCLUSIONS AND RECOMMENDATIONS

8 General Conclusions

Background: In general, it should be noted that the planned *Project Heumarkt Neu 2018* assessed 2019 in HIA 1 is based on an international competition which didn't consider the OUV of Vienna's World Heritage property *Historic City of Vienna* properly. This competition resulted in a 74.00-metre high tower block and subsequently in the decision of the World Heritage Committee to list the property as World Heritage in Danger (Decision 41 COM 7B.42). When HIA 2 started in 2021, the planned building in its status of 2018 was already approved by Vienna Municipality. This building permit is valid up until now meaning that construction activities could be started on this legal basis.

Dialogue Process: In light of this situation, a dialogue process integrating all relevant stakeholders (Project Developer & Architects, Representatives of Vienna Municipality, and Representatives of the State Party) has been started in March 2021. All stakeholders met regularly in order to work together on an alternative proposal with less negative impacts on the OUV of the World Heritage property. Throughout the dialogue process, Vienna's building regulations for approved projects turned out to be particularly challenging. According to Vienna's legislation, the envelope of approved buildings must only undergo minor changes after approvals. This meant that the height and the volume of the project could only be changed to a very limited extent. In addition, other critical factors (quality of the design, inner organisation, structural engineering) had to be considered besides the impact on OUV. Out of five investigated alternative designs only the

presented planned *New Proposal Heumarkt Neu 2021* could be adapted sufficiently to these particularities of Vienna's legislation. Consequently, this proposal was adopted by all stakeholders in October 2021 and it was decided to start the HIA 2 process on this basis.

Impacts on OUV and Attributes (visual, functional, structural integrity):

Regarding this background, it was the central goal of the dialogue process to replace the planned tower (Planned Project Heumarkt Neu 2017) by a second slab with a more horizontal appearance (New Proposal Heumarkt Neu 2021). Despite these transformations and due to economic reasons, the *New Proposal Heumarkt Neu 2021* is still considerably higher than traditional Gründerzeit buildings in Vienna. Hence, the building will still be clearly visible from higher viewpoints and it cannot be considered to support the attribute "Continuous interchange of values". However, the general appearance of the building does not appear any longer as a tower block. Thus, it stands no longer in direct concurrence to St. Stephen's Cathedral marking the historic centre of Vienna, and Vienna's monocentric city structure can still be experienced and understood especially from higher viewpoints. Especially viewpoints located at Vienna's inner city will benefit from the lower shape of *New Proposal Heumarkt Neu 2021* and will only be affected to a limited extent.

With regard to its functional and structural impact the *New Proposal Heumarkt Neu 2021* improves functional relationships in its surroundings (especially mixed uses and accessibility of public spaces), thus causing major positive impacts. No structural impacts are expected.

Cumulative Impacts: Both the legislative and the government framework have been adapted to the necessity to upkeep the OUV of the World Heritage property. Due to changes of Vienna's building act (Bauordnung für Wien), adopted in November 2021, new developments can no longer be considered without assessing their impact on the OUV of Vienna's World Heritage properties. Besides,

Vienna Municipality adopted a new Management Plan which clearly relates Vienna's urban development to the preservation of the OUV of Vienna's World Heritage properties. Vienna's advisory body for urban development will be extended by an expert for World Heritage. Due to these changes it is likely that a case like *Heumarkt Neu* cannot recur.

Additionally, also on the national level amendments were made concerning the target- and performance agreement between the Federal Ministry of Arts, Culture, Civil Service and Sport and the Federal Monuments Authority, which integrates now World Heritage into its performances. It is mentioned here that monuments in World Heritage areas have to be considered with an adequate priority (goal 2). This refers to all Austrian World Heritage properties.

Awareness-Raising and public information: Vienna's authorities took considerable effort during the recent two years to inform the public about its World Heritage properties. In contrast to the years of Vienna's "World Heritage History" until its inclusion on the List of World Heritage in Danger in 2017, it can be stated that now there is much more awareness for the World Heritage properties localised in Vienna; especially at upper levels of Vienna's administration.

Final conclusions: It was the central goal of the dialogue process initiated in March 2021 to elaborate a concept for the Heumarkt Neu construction project which takes the OUV of the World Heritage property as starting point. The planned *Project Heumarkt Neu 2018* was based on an international competition including a 74.00 m high tower block. A first modification took place in 2016, resulting inter alia in a height reduction of the Municipality, necessarily formed the beginning of the negotiations. Regarding this complicated background, the *New Proposal Heumarkt Neu 2021* should not be seen as a "solution". Rather, it should be seen as an approach to find a compromise which intends to suggest a "way out" in a very difficult situation which was characterised by a very limited latitude to develop alternatives.

9 Recommendations

With regard to the results of HIA 2 the following recommendations point especially on the mitigation of negative impacts:

9.1 Recommendation 1: Thorough Development of Façade Concept

To further mitigate the negative impact of the planned *New Proposal Heumarkt Neu 2021*, it is urgently recommended to thoroughly develop further the concept of the “green façade” especially of the higher parts of the planned building. In this regard, it should be noticed that especially views from upper viewpoints should be impaired as little as possible. Therefore, it is recommended to put the utmost attention on this issue. Visualisations of various façade concepts especially from these higher viewpoints should serve as a means to find out which façade concept generates the optimum results in this respect.

9.2 Recommendation 2: Thorough Development of interface between planned *Heumarkt Neu Project* and public spaces

To support the positive impact of the planned Heumarkt Neu project on its immediate environment it is strongly recommended to develop the lower parts of the building, especially the base plate and the Heumarkt Building, with utmost attention. In this regard it should be noticed that especially the quality of the interface between these lower parts of the planned building and the public spaces will be critical concerning mutual functional relationships and accessibility of the Heumarkt area. The planned Heumarkt Building should also clearly reflect the character of the historic buildings in its surroundings.

9.3 Recommendation 3: Intensive Communication throughout Development Process

It is also recommended to carry on the communication activities started during the dialogue process so as to avoid misunderstandings and to support a maximum quality of the planned project. In this regard, also the World Heritage Centre and ICOMOS should be regularly informed about the development of the project and crucial steps related thereby.

TEIL VI APPENDIX

10 Background Information and Sources

10.1 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"⁴). The World Heritage Convention that took effect in 1972 is an international agreement between the *State 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".

⁴ UNESCO (1972): *Convention Concerning the Protection of the World Cultural Heritage*

⁵ 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.

⁶ 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
michael kloos planning and heritage consultancy

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.⁵ Based on the Austrian legal situation, it must therefore be ensured that the internationally applicable requirements of the *Operational Guidelines* are implemented.

10.2 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.⁶ The *Outstanding Universal Value* is therefore the central point of reference for all activities within the UNESCO World Heritage property.

10.3 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

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

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 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 so-called *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* (RSOUV) is prepared. The RSOUV must always be considered in compliance with the information provided in the nomination file, and cannot be applied in isolation.

Therefore the selection criteria determined in the RSOUV 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.

⁷ http://openarchive.icomos.org/266/1/ICOMOS_Heritage_Impact_Assessment_2010.pdf

10.4 Heritage Impact Assessment

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*⁷.

10.5 Literature / Sources

ICOMOS (2011): *Guidance on Heritage Impact Assessments for Cultural World Heritage Properties*

UNESCO (1972): *Convention Concerning the Protection of World Cultural Heritage*

UNESCO (2019): *Operational Guidelines for the implementation of the World Heritage Convention*

10.6 Abbreviations

HIA: Heritage Impact Assessment

ICOMOS: International Council of Monuments and Sites

OUV: Outstanding Universal Value

RSOUV: Retrospective Statement of Outstanding Universal Value

UNESCO: United Nations Educational, Scientific and Cultural Organization

WHC: UNESCO-World Heritage Centre, Paris

10.7 Glossary DE/EN

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
Kulturerbe-Verträglichkeitsprüfung (KVP)	Heritage Impact Assessment (HIA)
Welterbezentrum	World Heritage Center