



REPORT ON THE JOINT HIGH LEVEL UNESCO WORLD HERITAGE CENTRE ICOMOS
ADVISORY MISSION TO

THE HISTORIC CENTRE OF VIENNA, AUSTRIA [1033];

FROM 11 TO 15 NOVEMBER 2018



United Nations
Educational, Scientific and
Cultural Organization



World
Heritage
Convention



This page is intentionally left blank.

TABLE OF CONTENTS

ACKNOWLEDGEMENTS	III
MESSAGE FROM MR ERNESTO OTTONE RAMÍREZ, ASSISTANT DIRECTOR GENERAL FOR CULTURE, UNESCO.....	V
MESSAGE FROM MR TOSHIYUKI KONO, PRESIDENT OF ICOMOS INTERNATIONAL	VI
EXECUTIVE SUMMARY AND LIST OF RECOMMENDATIONS.....	VII
1 BACKGROUND TO THE MISSION.....	1
1.1 INTRODUCTION	1
1.2 INSCRIPTION HISTORY	2
1.3 CRITERIA AND OUTSTANDING UNIVERSAL VALUE.....	2
1.4 RETROSPECTIVE STATEMENT OF OUTSTANDING UNIVERSAL VALUE	2
1.5 EXAMINATION OF THE STATE OF CONSERVATION OF THE HISTORIC CENTRE OF VIENNA WORLD HERITAGE PROPERTY BY THE WORLD HERITAGE COMMITTEE	5
1.6 JUSTIFICATION OF THE MISSION.....	6
2 FINDINGS AND RECOMMENDATIONS IN RESPONSE TO THE TERMS OF REFERENCE.....	7
2.1 TERMS OF REFERENCE FOR THE MISSION	7
2.2 ASSESSMENT OF THE OVERALL DEVELOPMENT OF THE PROPERTY SINCE INSCRIPTION ON THE LIST OF WORLD HERITAGE.....	7
2.2.1 ASSESSMENT OF THE VISUAL INTEGRITY AND AUTHENTICITY OF THE APPEARANCE OF THE URBAN MORPHOLOGY OF THE PROPERTY IN ITS CURRENT STATUS COMPARED TO ITS APPEARANCE AT THE TIME OF INSCRIPTION (AGAINST THE BACKDROP OF THE RSOUV AS ADOPTED IN 2016)	9
2.2.2 ASSESSMENT OF THE INTEGRITY OF VIEWS FROM WITHIN KEY PLACES OF THE PROPERTY, AS ATTRIBUTES OF OUV	10
2.3 ASSESSMENT OF CURRENT AND RECENT DEVELOPMENT PROJECTS (SPECIFICALLY KARLSPLATZ AREA AND SCHWARZENBERG GARDEN) AND THEIR STATUS THAT HAVE BEEN OR SHALL BE CARRIED OUT WITHIN THE WORLD HERITAGE PROPERTY OR IN ITS BUFFER ZONE AND WIDER SETTING, AND ANALYSIS OF THEIR IMPACT, BOTH INDIVIDUALLY AND CUMULATIVELY ON OUTSTANDING UNIVERSAL VALUE	12
2.3.1 THE KARLSPLATZ RE-DEVELOPMENT AREA (INCLUDING THE WIEN MUSEUM AND WINTERTHUR BUILDING)	12
2.3.2 THE SCHWARZENBERG GARDEN	15
2.4 ASSESSMENT OF THE CURRENT AND RECENT HIGH-RISE CONSTRUCTIONS AND THEIR STATUS THAT HAVE BEEN OR SHALL BE CARRIED OUT WITHIN THE WORLD HERITAGE PROPERTY OR IN ITS BUFFER ZONE AND WIDER SETTING, AND ANALYSE THEIR IMPACT, BOTH INDIVIDUALLY AND CUMULATIVELY ON OUTSTANDING UNIVERSAL VALUE.....	30
2.4.1 ASSESSMENT OF THE IMPACT OF THE INTERCONTINENTAL HOTEL / ICE SKATING CLUB / KONZERTHAUS AREA (“HEUMARKT NEU”) PROJECT IN A HOLISTIC VIEW.....	31

2.4.2	ASSESSMENT OF THE POTENTIAL AND ITS DEGREE TO NEGATIVELY IMPACT THE ATTRIBUTES UNDERLYING THE OUV OF THE WORLD HERITAGE PROPERTY AND THUS TO CONTRIBUTE TO THE QUESTION IF THE PROJECT WOULD THREATEN THE CONSERVATION AND VALUE OF THE PROPERTY TO AN EXTENT THAT WOULD LEAD TO THE LOSS OF OUV .	34
2.5	ASSESSMENT OF CURRENT DEVELOPMENTS OF THE ROOF SCAPE WITHIN THE PROPERTY AGAINST THE BACKDROP OF THE STUDY ON HISTORIC ROOF CONSTRUCTIONS AND THE RESULTING ACKNOWLEDGEMENTS	38
2.6	ASSESSMENT OF RECENT CHANGES TO THE PLANNING CONTROLS, AS WELL AS THE EFFECTIVENESS OF THE CURRENT MANAGEMENT SYSTEM OF THE PROPERTY (AGAINST THE BACKGROUND OF CONCERNS EXPRESSED BY THE 2012 AND 2015 MISSIONS AS WELL AS OF THE CURRENT STATE OF CONSERVATION)	40
2.7	RECOMMENDATIONS FOR THE DEVELOPMENT OF A SET OF CORRECTIVE MEASURES, A TIMEFRAME FOR THEIR IMPLEMENTATION AND A DESIRED STATE OF CONSERVATION FOR REMOVAL OF THE PROPERTY FROM THE LIST OF WORLD HERITAGE IN DANGER (DSOCR), THAT WILL TAKE STOCK OF THE DECISIONS, NAMELY 41 COM 7B.42 AND 42 COM 7A.5.	42
3	<u>CONCLUSION AND RECOMMENDATIONS.....</u>	44
3.1	SUMMARY OF FINDINGS	44
3.1.1	THE THREE-PHASE PROCESS	44
3.1.2	ADDITIONAL PROJECT SPECIFIC CONCLUSIONS AND RECOMMENDATIONS.....	47
3.1.3	OTHER CONCLUSIONS AND RECOMMENDATIONS RELATING TO THE TERMS OF REFERENCE.....	49

This page is intentionally left blank.

ACKNOWLEDGEMENTS

The 2018 joint UNESCO World Heritage Centre and ICOMOS Advisory Mission would like to extend its thanks to the Federal Republic of Austria for the invitation to offer advice on the management of the Historic Centre of Vienna World Heritage property. The Mission is grateful for the open and congenial reception it received.

The Mission is also greatly appreciative of the continued presence and support of representatives of the City and State of Vienna and the Federal Government of Austria. The mission acknowledges, with gratitude the contributions of Ernst Woller, President of the State Parliament of Vienna; Renate Schierhuber, Press Officer of President Woller; Christoph Bazil Head of Department for Cultural Heritage and Art Restitution, Federal Chancellery; Peter Brezovszky, Head of UNESCO Unit, Federal Ministry for Europe, Integration and Foreign Affairs; Claudia Reinprecht, Ambassador Permanent Delegation of Austria to UNESCO; Rudolf Zunke, World Heritage Manager Historic Centre of Vienna; Ruth Pröckl, Head of Unit for World Heritage, Federal Chancellery of Austria, and; Florian Meixner, Program Specialist for World Heritage and Protection of Cultural Property, Austrian National Commission for UNESCO.

The Mission is exceptionally thankful to both Minister Karin Kneissl, Minister for Europe, Integration and Foreign Affairs, and Chancellery Minister Gerbot Blümel, Chancellery Minister for the EU, Arts, Culture and Media, for engaging with the mission and providing valuable insights into the challenges faced by the Historic Centre of Vienna World Heritage property.

The Mission was welcomed and supported by Mayor Michael Ludwig, Mayor and Governor of Vienna and by Maria Vassilakou, Deputy Mayor and Deputy Governor, Executive City Councillor for Urban Planning, Traffic & Transport, Climate Protection, Energy Planning and Public Participation. The Mission thanks them and acknowledges their valuable contribution. The Director of Planning of the City of Vienna, Thomas Madreiter, further supported the mission.

The Mission was further privileged to be accompanied through much of its programme by the President of ICOMOS Austria, Prof Caroline Jäger-Klein, assisted by Irmengard Mayer.

The Mission had the opportunity to engage a range of stakeholders, from civil society actors, to local government officials, investors and academics. Our thanks to all stakeholders for their structured, candid, open and vigorous engagement.

The Mission team wishes to express its heartfelt thanks to all involved in the planning and execution of the complex and fast-paced mission programme.

This page is intentionally left blank.

Summary of the Message from Mr Ernesto Ottone Ramírez, Assistant Director General for Culture, UNESCO

The UNESCO Assistant-Director General for Culture, Mr Ernesto Ottone, was a member of the advisory mission together with the President of ICOMOS International, Mr Toshiyuki Kono. Mr Ottone's presence in the team was a testimony of the importance UNESCO, as Secretariat of the 1972 Convention, attaches to a close and efficient dialogue with the State Party, especially when responding to the challenges of conservation of world heritage properties inscribed on the List in Danger. According to paragraph 190 of the Operational Guidelines, inclusion on the List of World Heritage in Danger triggers a new phase, during which intensified monitoring by the World Heritage Committee takes place.

During the mission, and one year after the start of the reinforced dialogue, the Assistant Director-General for Culture acknowledged the commitment of all stakeholders, the Federal chancellery, the City of Vienna and the Austrian civil society, into the three stages process and their dedication to ensure achieving concrete results. He reaffirmed that the main objective of World Heritage Convention is not about identifying world heritage but about its protection in the context of a sustainable development. He also underlined that when tensions between conservation and development arise, the willing of reaching a compromise must guide choices and decisions, which considers all legitimate interests, but ensure the sustainability of the World Heritage Convention common values.

Message from Mr Toshiyuki Kono, President of ICOMOS International

Delivered at the occasion of the welcome of the 2018 joint UNESCO World Heritage Centre/ICOMOS Advisory Mission to the Historic Centre of Vienna World Heritage property, 12 November 2018.

Excellencies, Ladies and gentlemen,

It is my great honour and pleasure to be here today.

As of today, the World Heritage List contains 845 Cultural, 209 Natural and 38 Mixed sites in 167 countries. The list reflects the different cultural values of the world, screened by the uniform threshold of “Outstanding Universal Value”. Creating such a universal threshold is the innovative specificity of the World Heritage Convention. Since the matters on cultural heritage had traditionally been handled by each jurisdiction, independently. A specificity of the World Heritage Convention is that the Convention created a unique scheme to contribute to humanity by combining due respect to scientific views and political initiatives to internationally cooperate for the protection of important cultural sites.

When we focus on “cities” in the context of World Heritage, historical cities were already included in the first batch of the World Cultural sites inscribed in 1978, i.e. Quito in Ecuador and Krakow in Poland. The focus of these sites was architecture. Since then, the Convention inspired many thinkers and practitioners to develop new heritage concepts and categories.

This mission is a timely and important opportunity from the viewpoint of SDGs 2030. SDGs 2030 was adopted by the United Nations in 2015. Its target 11.4. requests States Parties of the United Nations to protect cultural and natural heritage for the purpose of urban sustainability. At its first high level meeting held last July in NYC, however, it became clear that the importance of heritage in urban context was not yet widely recognized by many leaders. Hence, the success of this mission would be considered as providing powerful advocacy for the SDGs 2030.

I do express my sincere gratitude to the leaders of Vienna for your initiative.

EXECUTIVE SUMMARY AND LIST OF RECOMMENDATIONS

The Mission was tasked with an extensive directive, contained in the Terms of Reference for the Mission. The Mission Recommendations follow these Terms of Reference.

- 1) Assess the overall development of the property since inscription on the list of World Heritage, in particular:**
 - a. assess the visual integrity and authenticity of the appearance of the urban morphology of the property in its current status compared to its appearance at the time of inscription (against the backdrop of the RSOUV as adopted in 2016)**

The Mission concludes that more should be done to balance the economic pressures on the development of the property with the State Party's commitment to the protection of the Outstanding Universal Value (OUV) of the property and that better tools are required to steer urban development. The Mission - in full knowledge that the World Heritage Committee has already expressed its conclusion regarding the level that urban development since inscription has had cumulative impacts on the OUV of the property and that this has reached a critical level¹ - concludes that:

1. The state of conservation of the fabric of the property has in general benefitted from the City of Vienna's monuments repair fund and the economic growth of the City of Vienna. This is especially evident in the facades of the buildings in the medieval core of the property.
2. This economic growth has had a marked impact on the visual and urban setting of the property, specifically its monocentric urban structure.
3. This economic growth has further also impacted negatively on the physical fabric of the property, through inappropriate adaptive re-use projects, expressed most visibly in roof conversions and extensions, most visible in Gründerzeit buildings, but expected to have impacted the interiors of the built fabric as well.
4. A process of continued monitoring and evaluation, linked to a clearly structured Management Plan, is essential to track the overall development of the property.
5. The application of criterion (vi) to the OUV of the property continues to be justified in the opinion of the Mission. The tangible and intangible attributes that contribute to this aspect of the OUV could be further developed. Active engagement with these attributes should form an integral part of a new management plan and be reflected in a new balanced management structure.

- b. assess the integrity of views from within key places of the property, as attributes of OUV**

1. The property may, on first impressions, seem to have retained the integrity and authenticity of the urban morphology, but on closer inspection, the Mission concludes that the cumulative effects of changes to the built fabric and the larger urban setting has eroded the integrity and authenticity of the urban morphology of the property.
2. New developments have the potential to repair past negative impacts, but these require a strong OUV-focussed urban conservation and development policy. The danger of new developments is that, despite their conforming to the current guidelines such as the Step 2025 High Rise Vision, they do not address the immediate urban morphology adequately to ensure a harmonisation with the important extant fabric. The Step 2025 High Rise Vision remains too vague on specific requirements for new-build or remodelling of buildings below 35 metres in height. The architecture of new-build should be carefully developed to

¹ 40 COM 7B.49.

harmonise, not be of an outstanding individualism.

3. The Viennese Parliament Decision of May 2018 limiting high-rise is an addendum to the Step 25 High Rise Concept excluding new approvals for high-rise developments in the inner city and the areas of the Glacis Master Plan. In this, high-rise is described as any building taller than 35 metres (conforming to the Viennese Building Regulations). The division of the guidelines for high-rise and low-rise at 35 metres does not adequately address the specifics of individual places in the property. The Mission concludes that more careful regulations are required that look at the specific context of a building. The aim should not be to limit height but to harmonise any new construction with the immediate and larger context. This requires a dynamic and site-specific approach. The State Party is recommended to reassess these height limitations.
4. The Mission recommends that no construction projects be approved that may impact the integrity of characteristics of the key views, view-cones and vedutas before these have been identified and understood.
5. The State Party should commission a thorough and exhaustive study to be undertaken to identify key places, views, view-cones and vedutas within the property, from the property outwards, and from outside the property inwards, as attributes of the OUV. This study should include fieldwork-identification and 3-D modelling.
6. The Mission recommends that, once identified, the characteristics of the key views, view-cones and vedutas be described and a description of their ideal condition be developed as guide to steer future development.
7. These key characteristics of the key views, view-cones and vedutas of key places, views, view-cones and vedutas should be protected through policy, to ensure their maintenance.

2) Assess current and recent development projects (specifically Karlsplatz Area and Schwarzenberg Garden) and their status that have been or shall be carried out within the World Heritage Property or in its buffer zone and wider setting, and analyse their impact, both individually and cumulatively on Outstanding Universal Value

Karlsplatz Area

The Mission advises that the design for the museum and park have developed in a very positive direction and recommends that a full Heritage Impact Assessment (HIA) is no longer required. The Mission advises that final design drawings for the Wien Museum, especially the entrance pavilion, should be submitted to the UNESCO World Heritage Centre as soon as possible for a final technical review before the project is implemented. Outstanding issues are:

1. final detail confirmation of the materiality of the new upward extension of the museum;
2. the finalisation of the entrance design and the landscape design between the Winterthur building and the Karlskirche, before the landscape project is implemented to accommodate the Winterthur cut-back and top-up in future.

Schwarzenberg Garden

The Mission noted during its visit that the Palace and Gardens present a large conservation challenges. The Mission acknowledges that the Palace and Gardens form an integrated ensemble, but that at present no integrated spatial conservation and development vision for it exists. At the same time ambitious development projects are in the pipeline, all of them possible through zoning-and development plan decisions that date from c. 2004. The Mission noted the

degraded character of the upper terrace on which the Belvedere Stöckl restaurant project is to be implemented and concluded that the long-term negative impact of the tennis club with its tennis courts can only be addressed through a long-term vision for the Gardens as a whole.

The Mission has taken note of the Technical Review submitted in January 2019 in the course of the preparation of this report, which noted that *the various developments at the Schwarzenberg Palace and Gardens could have the potential to have a negative impact on the Outstanding Universal Value of the World Heritage property, the Historic City of Vienna*, and therefore the Mission encourages the State Party to consider its findings and recommendations, including:

1. With reference to Paragraph 110 of the *Operational Guidelines*, the effects of the Belvedere Stöckl redevelopment project and the other projects currently being executed or planned for the near future should be assessed through an HIA process before they are approved and/or implemented and, if a negative impact is identified, mitigation measures be developed to offset or compensate these identified impacts. For those projects already under way or recently executed, post-construction mitigation could offer a means to offset the negative impacts of the project, if any are established that are not adequately compensated by the positive impacts of each project or the larger redevelopment of the Schwarzenberg Palace and Gardens.
 2. Until such time as the heritage and visual impacts of the Belvedere Stöckl project and others have been cumulatively assessed and established, all further construction/site clearance/excavation/demolition/alterations at the Schwarzenberg Palace and Gardens should be halted
 3. Additional legislative protection of the Schwarzenberg Gardens would contribute to the maintenance of the Outstanding Universal Value of the Historic Centre of Vienna World Heritage property and the State Party should therefore investigate the options available to achieve this.
- 3) Assess current and recent high-rise constructions and their status that have been or shall be carried out within the World Heritage Property or in its buffer zone and wider setting, and analyse their impact, both individually and cumulatively on Outstanding Universal Value; specifically:**
- a. **Assess the impact of the Intercontinental Hotel / Ice Skating Club / Konzerthaus Area (“Heumarkt Neu”) project in a holistic view**
 - b. **Assess the potential and its degree to negatively impact the attributes underlying the OUV of the World Heritage property and thus to contribute to the question if the project would threaten the conservation and value of the property to an extent that would lead to the loss of OUV**

The Mission is of the opinion that current and recent high-rise developments have cumulatively had an eroding effect on the urban attributes of the property that contribute to the application of criterion (iv). Great care is therefore needed in the further integrated development of the city.

Vienna is a dynamic, living, growing city. The larger urban setting of the Historic Centre of Vienna has and should continue to evolve. The Mission recommends that in order to do so in a responsive manner it is essential that:

1. The attributes that contribute to the OUV of the Historic Centre of Vienna World Heritage property be carefully analysed and defined.
2. The attributes that are identified address all three criteria applied to the OUV of the property.
3. The identification, localisation, description and mapping of tangible and intangible attributes be undertaken before the completion of a Management Plan because a new Management Plan should aim to allow for the sustainable future of the city while maintaining and developing these attributes of the OUV of the property.

With regard to the Intercontinental Hotel / Ice Skating Club / Konzerthaus Area (“Heumarkt Neu”) specifically, the Mission concluded that:

1. The Heumarkt city block can be redeveloped and that a redevelopment can lead to an improvement of the urban quality of the property and improve the quality of life of the inhabitants of Vienna.
2. However, the proposed Heumarkt Neu project, as it currently stands, will have a high negative impact on the OUV of the property, predominantly as the result of its major negative visual impact on the property. The project conclusively threatens the conservation and value of the property.
3. The implementation of the Heumarkt Neu project in its current form would destroy a view that is a crucial component of the OUV of the property and might therefore lead to important loss of historical authenticity and of cultural significance.
4. The implementation of the project in its current form would further highlight the threats posed to the OUV of the property by inappropriate controls, and an ineffective management system, and would invalidate the conclusions of the three-phase process, proposed by the State Party itself. This may lead to the conclusion that the OUV of the property cannot be conserved sustainably into the future and will continue to degrade, making the continued inclusion of the property on the World Heritage List untenable.
5. The Mission assessed the HIA to be a very high-quality, well-researched and evidence-based document. The Mission finds the conclusions and recommendations to be well-founded, highly relevant and urgently applicable. The HIA provides conclusive evidence for the impact of the proposed development on the OUV of the property.

The Mission recommends that:

1. The State Party adopts the specific recommendations of the Heritage Impact Assessment (HIA) on the Intercontinental Hotel / Ice Skating Club / Konzerthaus Area (“Heumarkt Neu”) project in full (Michael Kloos Planning and Heritage Consultancy, 2019. Heritage Impact Assessment Heumarkt Neu building project and development of the World Heritage property Historic Centre of Vienna. [28 January 2019]), including:
 - a. *Two years’ moratorium for all planning measures jeopardising the Outstanding Universal Value of the World Heritage property Historic Centre of Vienna:*
 - *Suspending any other planning measures for the planned Heumarkt Neu project, including any building application, for the next two years.*
 - *Using this period to explore possible World Heritage compatible alternatives for the current Heumarkt Neu project, taking account as far as possible of the above-*

mentioned positive aspects of the current project.

- Preparing World Heritage compatible alternatives based on the existing Glacis Master Plan, taking account of the historical urban context, and focus on reducing the negative effects.

[The Mission acknowledges in relation to the above recommendation that it is the State Party's prerogative to determine what options are available to implement the above moratorium recommendations, particularly in the case of the approvals that are already in place for the Intercontinental Hotel / Ice Skating Club / Konzerthaus Area (Heumarkt Neu) project].

2. The State Party provide the full use information of the project, including the projected function of the high-rise component to the World Heritage Centre,
3. Further to recommendation no. 8 of the HIA, the Mission recommends that the State Party use the Contingent Valuation Method (CVM) to:
 - a. define qualitatively and quantitatively the socio-cultural and economic benefits resulting from the Heumarkt Neu Project;
 - b. quantify the intangible cultural values represented by the World Heritage status of the property Historic Centre of Vienna;
 - c. consider the benefits versus the loss of intangible cultural values such as the World Heritage status resulting from high-rise projects negatively impacting on the OUV of the property.
4. The State Party follow mitigation practice:
 - a. Avoid impact: The Federal Government, as signatory to the Convention, should enter into negotiations with the developer to further develop mitigation measures for the project to avoid the impact.
 - b. Mitigate: develop mitigation measures for the entire project to reduce the unavoidable remaining negative impact.

4) Assess current developments of the roof scape within the property against the backdrop of the study on historic roof constructions and the resulting acknowledgements

The rooftop conversions of the recent past have altered the urban morphology of the property. The roof cadastre, commissioned by the State Party, is a thorough study and presents a detailed picture of the status of the roof structures of the Historic Centre of Vienna. The large number of roof conversions of buildings in the property, including those from the Gründerzeit, means that the material and architectural integrity and authenticity of the property is under threat, but also that the urban morphology of the property, which depends largely on the property's Gründerzeit built heritage fabric, has been affected. This has had a notable impact on the visual integrity and authenticity of the appearance of the urban morphology of the property.

The Mission recommends that:

1. The roof cadastre needs to be extended to include steel and composite roof constructions.
2. The conclusions of the roof cadastre on the value of structures should not be based only on age and rarity of typology, but should be extended to the streetscape and urban morphology that results from the roof scape and its historic authenticity.
3. The conclusions of the roof cadastre need to be put into policy and included in a new Management Plan for the property.

4. In order to maintain the material authenticity of Grunderzeit buildings as attributes of the OUV of the property, the remaining 15% of unaffected Grunderzeit-period roofs, as identified in the roof cadastre, urgently need to be protected.
5. Further investigations should be undertaken on the current material and architectural authenticity of the property, following which recommendations on the further protection of the architectural heritage of the property need to be developed and enacted.
6. The State Party should reassess the regulations for rooftop conversions and extensions. It would be advisable to implement a moratorium on rooftop conversions until such a time as appropriate tools and approvals processes have been developed to harmonise these proposed conversions with their urban morphological context (and in accordance with the principle of the 2017 World Heritage Committee Decision on the property).

5) Assess recent changes to the planning controls, as well as the effectiveness of the current management system of the property (against the background of concerns expressed by the 2012 and 2015 missions as well as of the current state of conservation)

The Mission concludes that the management of the property has been lacking since inscription, largely due to the failure to implement the Management Plan. The current planning instruments do not take the conservation of the OUV of the property as a point of departure, but rather seek to find opportunities for development, without adequately defining the tolerances for change against the maintenance of OUV, or the measures for assessment of impact.

The Mission recommends the State Party to take urgent action to repair the continuous failure in management of the property, not only as an urgent measure, but also in response to the request of the World Heritage Committee to develop corrective measures for removal of the property from the List of World Heritage in Danger.

The Mission recommends:

1. A thorough assessment of the management structure of the property be undertaken on city and national level, under the auspices of the focal point for World Heritage in Austria, the Ministry for EU, Arts, Culture and Media,.
2. A new management structure be developed, with:
 - a. representation of the Federal Government as signatory to the World Heritage Convention in the decision-making process of the new management structure;
 - b. a division for monitoring, evaluation and reporting;
 - c. creation of an independent Advisory Expert panel, the members of which should not be directly affected by developments in the city, to be selected by the City of Vienna and confirmed and appointed by the Federal Government, and also include one representative from the Federal government. This advisory body should meet on a needs basis, review all and any projects that may have an impact on the OUV of the property, and also steer the development and periodically review the implementation of the Management Plan, definition of attributes, vedutas, perspectives and vistas, etc. This body should have the power to review projects, indicate if the projects will have a negative impact on the OUV of the property, and provide a binding recommendation to the city as regards approvals, or indicate if a project needs to be submitted to the World Heritage Centre for review under the provisions of Paragraph 172 of the *Operational Guidelines*.
3. The State Party should reassess the current urban development frameworks from the

perspective of the need to maintain and develop the attributes that together define the OUV of the property, and augment the urban development tools and frameworks where needed, and include criteria for evaluation of impact and the inclusion of impact assessment processes.

6) Review all documents available at the time of the mission, as requested by the Committee in its decisions.

The mission completed this task.

7) Contribute to the development of a set of corrective measures, a timeframe for their implementation and a Desired State of Conservation for removal of the property from the List of World Heritage in Danger (DSOCR), that will take stock of the decisions, namely 41 COM 7B.42 and 42 COM 7A.5.

Discussions with the State Party lead to the following recommendations:

- 1) The State Party should, in collaboration with ICOMOS Austria, make an immediate start on the development of a new Management Plan for the property. This process should include:
 - a. A review of the existing, not actualised, Management Plan;
 - b. A review of the current state of conservation of the property as seen against a projected state of conservation of the property, had the Management Plan been implemented in 2002;
 - c. Preceding the drafting of a Management Plan, the State Party, in collaboration with stakeholders such as ICOMOS Austria, will define the attributes that together support the OUV of the property.
- 2) The State Party should analyse all previous Committee Decisions and mission reports before starting to develop the Desired State of Conservation for removal of the property from the List of World Heritage in Danger (DSOCR) and corrective measures.
- 3) The State Party indicated that the Viennese Building regulations could be adapted to include World Heritage status as an informant in planning processes. This should be undertaken as a matter of urgency.
- 4) A mechanism needs to be developed to allow for the protection of historic parks and landscapes within the property.
- 5) The Mission recommends that the State Party include World Heritage status as a protected category in the national Federal Monuments legislation.

Other general recommendations and conclusions

1. The Mission regards the independent 2018 *Heritage Impact Assessment Heumarkt Neu building project and development of the World Heritage property Historic Centre of Vienna* HIA as being of a very high quality. It is a thorough, well-researched and evidence-based document. The HIA provides conclusive evidence for the impact of the proposed development on the OUV of the property and has developed a thorough set of recommendations on steps to be taken to avoid such an occurrence. The Mission finds the conclusions and recommendations to be well-founded, highly relevant and urgently applicable.
2. The Mission recommends the State Party implement all the recommendations of the 2018 HIA (Michael Kloos Planning and Heritage Consultancy, 2019. *Heritage Impact*

Assessment Heumarkt Neu building project and development of the World Heritage property Historic Centre of Vienna. [28 January 2019]).

3. Development of the state of conservation of the property since inscription, including its urban morphology
 - a. The state of conservation of the fabric of the property has in general benefitted from the City of Vienna's monuments repair fund and the economic growth of the City of Vienna. This is especially evident in the facades of the buildings in the medieval core of the property.
 - b. This economic growth has had a marked impact on the visual and urban setting of the property, specifically its monocentric urban structure.
 - c. This economic growth has further also impacted negatively on the physical fabric of the property, through inappropriate adaptive re-use projects, expressed most visibly in roof conversions and extensions, most visible in Gründerzeit buildings, but expected to have impacted the interiors of the built fabric as well.
 - d. The application of criterion (vi) to the OUV of the property as a centre for music continues to be justified in the opinion of the Mission. The tangible and intangible attributes that contribute to this could further benefit through a structured advancement, steered by a Management Plan and balanced management structure.
 - e. The cumulative effects of changes to the built fabric and the larger urban setting have eroded the integrity and authenticity of the urban morphology of the property.
 - f. The Step 2025 High Rise Vision remains too vague on specific requirements for new-build or remodelling of buildings below 35 metres in height. The architecture of new-build should be carefully developed to harmonise, not be of an outstanding individualism.
 - g. The Mission concludes that more careful regulations than the existing are required that look at the specific context of a building. The aim should not be to limit height but to harmonise any new construction with the immediate and larger context. This requires a dynamic and site-specific approach. The division of the guidelines for high-rise and low-rise at 35 metres does not adequately address the specifics of individual places in the property.

4. Management system, structures and management plan
 - a. The management system and structures for the property are inadequate, and have led to an erosion of the OUV of the property since its inscription. Urgent action should be undertaken to address the deficiencies in management systems, and the structures that implement them, and be based on a Management Plan that positions the protection and development of the OUV of the property as its central concern.
 - b. A process of continued monitoring and evaluation, linked to a clearly structured Management Plan, is essential to track the overall development of the property.
 - c. Collaboration with stakeholders and third-party institutions can provide great benefit to the management and appropriate sustainable development of the property.

This page is intentionally left blank.

1 BACKGROUND TO THE MISSION

1.1 Introduction

The Government of Austria requested an Advisory Mission² to the Historic Centre of Vienna World Heritage property, in order to advise it on a series of management issues and development proposals, as outlined in the agreed Terms of Reference.

The Terms of Reference for the Mission were proposed by the Government of Austria and agreed on after recommendations of the UNESCO World Heritage Centre and ICOMOS [Annex A1].

The Advisory Mission was carried out from 11–15 November 2018. The Mission was privileged to be accompanied by a high-level delegation, including the Assistant Director General for Culture / UNESCO, Mr Ernesto Ottone Ramirez and the President of ICOMOS International, Mr Toshiyuki Kono.

The Mission was continuously accompanied by a delegation representing the State Party: President of the Provincial Parliament of Vienna, Mr Ernst Woller; Press Officer of President Woller, Mrs Renate Schierhuber; Head of Department for Cultural Heritage and Art Restitution, Federal Chancellery, Mr. Christoph Bazil; Head of UNESCO Unit, Federal Ministry for Europe, Integration and Foreign Affairs, Mr Peter Brezovszky; Ambassador Permanent Delegation of Austria to UNESCO, Mrs Claudia Reinprecht; World Heritage Manager Historic Centre of Vienna, Mr Rudolf Zunke, and; the Head of Unit for Cultural World Heritage, Federal Chancellery of Austria, Mrs Ruth Proeckl.

The 2018 Advisory Mission is the third step of the three-phase process proposed by the State Party to assess and address the Heumarkt Neu project, one of the factors that led to the inclusion of the property on the List of World Heritage in Danger in 2017.³ This process proposed a clear road map to address the concerns raised regarding the Heumarkt Neu project and the state of conservation of the property in general, especially the perceived problems regarding the management thereof.

The three-phase process was proposed by the Federal Republic of Austria and confirmed on 25 June 2018 in Manama during the 42nd session of the World Heritage Committee.

This process consists of:

1. an independent expert workshop, on invitation of the Federal Chancellery, on 14 and 15 March 2018. The aim of this workshop was:

² “The Advisory missions are not part of the strict statutory and mandatory processes, as they are voluntarily initiated by States Parties and depend on the considerations and judgement of the States Parties requesting them. Advisory missions are to be understood as missions providing expert advice to a State Party on specific matters. They can concern provision of “upstream” support and advice on identification of sites, tentative lists or nomination of sites for inscription on the World Heritage List or alternatively, they can relate to the state of conservation of properties and provide advice in evaluating possible impact of a major development project on the Outstanding Universal Value of the property, advice in the preparation/revision of a management plan, or in the progress achieved in the implementation of specific mitigation measures, etc. The terms of reference of Advisory missions are proposed by the State Party itself, and consolidated in consultation with the World Heritage Centre and the relevant Advisory Bod(ies) or other organization. The entire costs of Advisory missions are borne by the State Party inviting the mission, except where the State Party is eligible for relevant International Assistance or funding from the new budget line for Advisory missions approved by Decision 38 COM 12.” UNESCO, 2017. Operational Guidelines for the Implementation of the World Heritage Convention. Paris: UNESCO, p. 14 [footnote 2]

³ 41 COM 7B.42

- *to undertake an effort at mediation in order to create the possibility of an independent approach to the matter in co-operation with internationally renowned experts and detached from past procedures,*
- *to analyse the current situation in the context of a moderated workshop, with special attention paid to the developments and projects criticised in the Decisions of the World Heritage Committee,*
- *to draw on recommendations of the international experts as a basis for possible solutions to preserve the OUV as well as for specific questions to be discussed in depth within the scope of the HIA.*⁴

2. An independent Heritage Impact Assessment (HIA) on the proposed Heumarkt Neu project;
3. A joint UNESCO / ICOMOS Advisory Mission to the property, (being the Mission which resulted in this report).

The results of the three-phase process are intended to lead to a report on the state of conservation of the property, prepared by the State Party, with a view to submitting the DSOCR.

1.2 Inscription history

The Historic City of Vienna World Heritage property was inscribed on the World Heritage List in 2001 at the 25th session of the World Heritage Committee, (Helsinki, 2001).

A Retrospective Statement of Outstanding Universal Value was adopted by the World Heritage Committee at the 40th session of the World Heritage Committee (Istanbul/UNESCO, 2016).

The property was entered onto the List of World Heritage in Danger at the 41st session of the World Heritage Committee (Kraków, 2017).

1.3 Criteria and Outstanding Universal Value

Criterion (ii): to exhibit an important interchange of human values, over a span of time or within a cultural area of the world, on developments in architecture or technology, monumental arts, town-planning or landscape design;

Criterion (iv): to be an outstanding example of a type of building, architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history;

Criterion (vi): to be directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of outstanding universal significance.

1.4 Retrospective Statement of Outstanding Universal Value

A Retrospective Statement of Outstanding Universal Value (SOUV) for the property was adopted by the World Heritage Committee at its 40th session (40 COM 8E.Rev, Istanbul/UNESCO,2016). This SOUV is used as the basis for the evaluation, analysis and findings of this present Mission.

Brief synthesis

⁴ Expert Workshop – Historic Centre of Vienna 14-15 March 2018 Report on Results.

Vienna, situated on the Danube River in the eastern part of Austria, developed from early Celtic and Roman settlements into a medieval and Baroque city, eventually becoming the capital of the Austro-Hungarian Empire. It played an essential role as the leading European music centre, hosting major personalities in the development of music from the 16th to the 20th centuries, particularly Viennese Classicism and Romanticism, consolidating Vienna's reputation as the 'musical capital' of Europe. Vienna is also rich in architectural ensembles, particularly Baroque mansions and gardens as well as the late 19th-century Ringstrasse ensemble lined with grand buildings, monuments, and parks. The property consists of the city's medieval core (based on the Roman settlement), the principal Baroque ensembles with their axial layouts, and the Gründerzeit constructions from the beginning of the modern period.

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

In 1683, Vienna became the capital of the Habsburg Empire and developed rapidly, becoming an impressive Baroque city. The Baroque character was expressed particularly in the large palace layouts such as the Belvedere Palace and garden ensemble. A growing number of new palaces were built by noble families, many existing medieval buildings, churches, and convents were altered and given Baroque features, and additions were made to representative administrative buildings. Several historic Viennese buildings are now associated with the residences of important personalities such as Mozart, Beethoven, and Schubert, when the city played an essential role as a leading European centre for music.

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

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

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

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

Integrity

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

Authenticity

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

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

Protection and management requirements

About 75% of the property is in private ownership, 18% is publicly owned, and 7% is owned by the Roman Catholic Church. Various legal instruments at both federal and municipal/provincial levels protect the Historic Centre of Vienna and its buffer zone. These include the Federal Monument Protection Act (Federal Law Gazette No. 533/1923, the most recent amendment entering into force on 1 January 2000), and the municipal Building Code, with its Amendment on Old Town Conservation (Vienna Law Gazette No. 16/1972). Parts of Vienna fall under the regulations of the Vienna Nature Conservation Act (from 1998). Other legal instruments, such as the Garages Act and the Tree Preservation Act, are also relevant.

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

Sustaining the attributes that support the Outstanding Universal Value, authenticity, and integrity of the property over time will require addressing the challenges related to development pressures, visual impacts, and modernization of the historic fabric that arise within the context of urban development in a prosperous capital city. Such challenges led to the adoption in 2005 of the internationally recognised “Vienna Memorandum” on managing historic urban landscapes. Since then, planning authorities in Vienna have paid particular attention to new, sustainable, appropriate conservation policies. As a result, the Urban Development Plan was revised in line with the stipulations of the Memorandum. Efforts should be continued to ensure the coherence of new developments with the Outstanding Universal Value of the Historic Centre of Vienna, especially of high-rise buildings outside the buffer zone.

1.5 Examination of the State of Conservation of the Historic Centre of Vienna World Heritage property by the World Heritage Committee

The World Heritage Committee has recorded decisions on the Historic Centre of Vienna World Heritage property through four reports on the state of conservation (State of Conservation Report) at its annual meetings in 2002, 2003, 2004, 2008, 2009, 2010, 2011, 2013, 2015, 20-16, 2017 and 2018. These State of Conservation reports were informed by a UNESCO World Heritage Centre mission in 2002, and an ICOMOS Expert Mission in the same year, a joint UNESCO-ICOMOS Reactive Monitoring Mission in 2012 and an ICOMOS Reactive Monitoring Mission in 2015 (the latter two also addressed the Palace and Gardens of Schönbrunn World Heritage property).

All these reports can be found at <https://whc.unesco.org/en/list/1033/documents/>.

For the sake of brevity, only the two most recent Committee Decisions are summarised below to provide context to this report.

World Heritage Committee Decision 2017

At its 41st session (Kraków, 2017), the World Heritage Committee decided to inscribe the Historic Centre of Vienna (Austria) on the List of World Heritage in Danger because it considered the then-current planning controls to pose serious and specific threats to the OUV of the property, such that the property was deemed to be in danger. The Committee noted the critical level of urban development reached since inscription and its cumulative impacts on the OUV of the property; that the changes made to the proposed Vienna Ice-Skating Club – Intercontinental Hotel – Vienna Konzerthaus project do not comply with the previous requests of the Committee; and requested that a further revised design be provided to the World Heritage Centre for review by the Advisory Bodies, before any decisions are made regarding its implementation. It welcomed the study on the historic roof constructions of the property and requested a moratorium be adopted on projects that involve any modification of the roof scapes and reiterated its concern that the [Step 2025] High Rise Concept did not provide the appropriate instruments of control for height, and its concern regarding the Glacis Master Plan. The Committee reiterated its request to the State Party to facilitate the preparation of revised planning rules and guidelines and reiterated the clear criteria for these set at its 40th session (40 COM 7B.49):

These include adapted and new guidelines and planning rules that were required to:

- a) *Establish parameters for the urban density as well as specific standards for building height and volume for the property and buffer zone,*
- b) *Safeguard the urban morphology that is an essential attribute of the property,*
- c) *Encourage sustainable development in the property and its buffer zone in harmony with its OUV,*
- d) *Require that all high-rise projects are evaluated through a comprehensive Heritage Impact*

Assessment (HIA), prepared in accordance with the ICOMOS Guidance on HIAs for Cultural World Heritage properties, including reference to 3D visual simulations, so that the effects of the proposed development on the OUV of the property can be properly considered;

At the 41st session of the World Heritage Committee, the Committee additionally requested that the State Party incorporate the intent of the resolution of the City Council of Vienna, dated 5 May 2017, within the revised planning rules and guidelines. Added to the above, the Committee in its Decision also addressed specific planned projects, including those planned at the Karlsplatz, and invited the State Party to develop a set of corrective measures, a timeframe for their implementation, and a Desired State of Conservation for Removal of the property from the List of World Heritage in Danger (DSOCR), in consultation with the World Heritage Centre and the Advisory Bodies.

World Heritage Committee Decision 2018

The Decision adopted at the 42nd session of the World Heritage Committee (Manama, 2018) recalled the Committee's expressed concern relating to the critical level of urban development reached since inscription and its cumulative impacts on the OUV of the property and the need for new tools to guide the development process towards sustainable development that protects the attributes of the OUV; noted with concern the legal approval given for the "Intercontinental Hotel – Ice Skating Club – Vienna Concert Hall" project in view of the fact that the Committee had previously advised that this project in its current form would adversely affect the OUV of the property and,; requested the State Party to halt any further approvals for high-rise projects and halt the implementation of already-approved projects until such time as the DSOCR and set of corrective measures were agreed on by the Committee.

1.6 Justification of the Mission

This joint UNESCO/ICOMOS Advisory Mission was requested by the Federal Republic of Austria. The Terms of Reference for the Mission are appended to this report as Annex A1.

Also see:

Annex A2: Composition of the Mission team

2 FINDINGS AND RECOMMENDATIONS IN RESPONSE TO THE TERMS OF REFERENCE

2.1 Terms of Reference for the Mission

The findings and recommendations of the Advisory Mission are discussed below, based on the Terms of Reference of the Mission (Annex A1).

This report is structured following the Terms of Reference for the mission.

2.2 Assessment of the overall development of the property since inscription on the list of World Heritage

Background

The Historic City of Vienna was inscribed on the World Heritage List in 2001. Its state of conservation has since been assessed in multiple State of Conservation Reports, in 2002, 2003, 2004, 2008, 2009, 2010, 2011, 2013, 2015, 2016, 2017 and 2018.

Urban development was already impacting the identified OUV of the property when the nomination dossier for the Historic Centre of Vienna was under consideration. Notably the Nomination Dossier identifies **economic pressures** as the *greatest danger to the historic city centre*.⁵

In its decision to inscribe the Historic Centre of Vienna on the World Heritage List (25 COM), the World Heritage Committee *recommended that special attention be given to continuous monitoring and control of any changes to the morphology of the historic building stock*.⁶

Discussion

The State Party has undertaken various steps to improve the state of conservation of the property, including through urban renewal projects in the city centre, pedestrianisation of streets, restoration of the building stock of the property, and continuing stimulation of the strong musical tradition of the city (which continues to support the application of criterion (vi) to the OUV of the property). The city's Old City Preservation Fund has been particularly effective in ensuring an improvement in the state of conservation of especially the centre of the property.

These are all positive developments, including the pedestrianisation of streets in the inner city, where economic activity has benefitted the state of conservation of building stock. At the same time, the Mission observed that much of the commercial space in the inner city shopping streets was occupied by international chains and brands, which have very specific space and signage requirements. The Mission cautions against the potential of destruction of important interior ensembles and elements in the process of adaptive re-use of buildings for new commercial purposes which could impact on the architectural qualities that support the application of criteria (ii) and (iv) to the OUV of the property.

⁵ Republic of Austria and Wehdorn, M, 2000. The Historic Centre of Vienna. Nomination for inscription on the World Heritage List. Vienna: Bundesdenkmalamt p. 48.

⁶ WHC-01/CONF.208/24, p. 41.

The erosion of the Gründerzeit fabric of the city is notable and is evidenced by the large numbers of roof conversions and extensions that have been undertaken since inscription in 2001 (criteria (ii) and (iv); also see 2.5 below). This is a trend that requires attention and redressing.

The increase in construction arising from the economic growth of the city has fortunately been focussed outside the property and its buffer zone (for instance the Wien Hauptbahnhof precinct) but has had an impact on the visual and urban structural setting of the property. Notable here is the Leopoldtstad precinct, located on the Danube Canal.

The Mission was, however, privileged to be witness to musical events while visiting the property. These underscored the vitality of the musical tradition in Vienna (criterion (vi)), which the Mission believes to be flourishing.⁷

The property at present suffers from the lack of implementation of a functioning Management Plan, which has allowed for a more ad-hoc, market driven development of the property since inscription, with resultant impact on the maintenance of the OUV of the property. A draft Management Plan was written in 2002, and updated in 2004/5 (its implementation acknowledged by the World Heritage Committee)⁸, but this Management Plan was never implemented. This means that:

1. The longer-term vision for the property, even though explicated in the draft Management Plan, has not been actively and overtly engaged with in the development of the property, leaving the property vulnerable to the economic pressures alluded to in the 2000 Nomination Dossier.
2. Structured monitoring and evaluation, where this takes place, is not tied into a structured vision on the maintenance and development of the OUV of the property nor read in conjunction with the development of the city.

Recommendations

The Mission concludes that more should to be done to balance the economic pressures on the development of the property with the State Party's commitment to the protection of the OUV of the property, and that better tools are required to steer urban development. The Mission - in full knowledge that the World Heritage Committee has already expressed its conclusion regarding the level that urban development since inscription has had cumulative impacts on the Outstanding Universal Value (OUV) of the property and that this has reached a critical level⁹ - concludes that:

1. The state of conservation of the fabric of the property has in general benefitted from the City of Vienna's monuments repair fund and the economic growth of the City of Vienna. This is especially evident in the facades of the buildings in the medieval core of the property.
2. This economic growth has had a marked impact on the visual and urban setting of the property, specifically its monocentric urban structure.
3. This economic growth has also impacted negatively on the physical fabric of the property, through inappropriate adaptive re-use projects, expressed most visibly in roof conversions and extensions, most visible in Gründerzeit buildings, but expected to have impacted the interiors of the built fabric as well.

⁷ Note on criterion (vi): The Committee considers that this criterion should preferably be used in conjunction with other criteria (UNESCO, 2017. Operational Guidelines for the Implementation of the World Heritage Convention. Paris: UNESCO, p. 26.)

⁸ 28 COM 15B.83.

⁹ 40 COM 7B.49.

4. A process of continued monitoring and evaluation, linked to a clearly structured Management Plan, is essential to track the overall development of the property.
5. The application of criterion (vi) to the OUV of the property continues to be justified in the opinion of the Mission. The tangible and intangible attributes that contribute to this aspect of the OUV could be further developed. Active engagement with these attributes should form an integral part of a new Management Plan and be reflected in a new balanced management structure.

2.2.1 Assessment of the visual integrity and authenticity of the appearance of the urban morphology of the property in its current status compared to its appearance at the time of inscription (against the backdrop of the RSOUV as adopted in 2016)

Background

The Retrospective Statement of Outstanding Universal Value (RSOUV) stresses the integrity of the *‘architectural and urban qualities and layout, and that illustrate its three major phases of development – medieval, Baroque, and the Gründerzeit – as well as the property’s ‘characteristic skyline’.*

The RSOUV indicates the property is *‘substantially authentic in terms of its location, its forms and designs, and its substance and materials’* and that the *‘authenticity resides largely in the overlapping and multi-layered interweaving of urban buildings, structures, and spaces’* related to the three key periods of European cultural and political development: the medieval, Baroque, and the Gründerzeit.

The aspect of ‘skyline’ as component of the urban morphology is discussed in section 2.2.2 below.

Discussion

During the course of the Mission, the Mission team had the opportunity to visit key portions of the property, but not all of it. From within the property, the urban morphology of the property, its three major phases of development, remain highly legible.

The Mission team noted new infill projects in the property, which attempt to mitigate the historic while being contemporary. This aspiration is laudable, especially where the ambition is to repair past intrusions (such as at Rathausstraße 1), but in other instances led to too great a contrast (such as at the Renngasse 10 project, under construction at the time of the Mission) where the horizontal relationship of the new infill into the existing urban structure does not harmonise.

The urban morphology of the property includes the Baroque urban structure with its vistas and axes and the Gründerzeit ring. The major Baroque urban spatial structures remain intact, although under threat (see 2.2 and 2.4.1 below) from new development.

As discussed in section 2.2 above, the setting and larger urban structure of the property as a historic component in an ever-growing Vienna has changed since inscription, impacting on the visual integrity of the relationship of the property with its setting.

Recommendations

1. The property may, on first impressions, seem to have retained the integrity and authenticity of the urban morphology, but on closer inspection, the Mission concludes that the cumulative effects of changes to the built fabric and the larger urban setting have eroded the integrity and authenticity of the urban morphology of the property.

2. New developments have the potential to repair past negative impacts, but these require a strong OUV-focussed urban conservation and development policy. The danger of new developments is that, despite their conforming to the current guidelines such as the Step 2025 High Rise Vision, they do not address the immediate urban morphology adequately to ensure a harmonisation with the important extant fabric. The Step 2025 High Rise Vision remains too vague on specific requirements for new-build or remodelling of buildings below 35 metres in height. The architecture of new-build should be carefully developed to harmonise, not be of an outstanding individualism.
3. The Viennese Parliament Decision of May 2018 limiting high-rise is an addendum to the Step 25 High Rise Concept excluding new approvals for high-rise developments in the inner city and the areas of the Glacis Master Plan. In this, high-rise is described as any building taller than 35 metres (conforming to the Viennese Building Regulations). The division of the guidelines for high-rise and low-rise at 35 metres does not adequately address the specifics of individual places in the property. The Mission concludes that more careful regulations are required that look at the specific context of a building. The aim should not be to limit height but to harmonise any new construction with the immediate and larger context. This requires a dynamic and site-specific approach. The State Party is recommended to reassess these height limitations.

2.2.2 Assessment of the integrity of views from within key places of the property, as attributes of OUV

Background

The Retrospective Statement of Outstanding Universal Value states that the '*the Historic Centre of Vienna has also maintained its characteristic skyline*', thereby identifying the visual qualities of the property to be important attributes of the OUV thereof.

In response, the Step 2025 High-Rise states that for new development '*[c]ompatibility with nature reserves, protected landscapes, safety zones of Vienna International Airport, protection zones according to Art. 7 of the Building Code for Vienna, the UNESCO World Heritage properties and visual axes must be demonstrated,*¹⁰ and further states that not only the sightlines are important, but the visual perception of the city as a whole.

The important vistas and vedutas from which this characteristic skyline of the historically-significant monocentric urban structure have not been identified or studied in detail to date. The Step 2025 thematic concept makes a start at identifying the important urban vedutas and panoramas, including that from the Belvedere, but also states that its list is not exhaustive.¹¹

The 2019 Heritage Impact Assessment (HIA) for the Heumarkt Neu building project¹² includes an extensive review of important vistas and vedutas, specifically related to the proposed Heumarkt Neu project. This has been based in part on a well-researched review of historic images. The assessment of the HIA augments the limited listing included in the Step 2025 thematic concept.

¹⁰ City of Vienna, Municipal Department 21 (MA 21) – District Planning and Land Use, 2014. *Step 2025 Thematic Concept High-Rise Buildings*. p. 44.

¹¹ The list consists of: Kahlenberg Hill, Leopoldsberg Hill, Wilhelminenberg Hill, Upper Belvedere, Gloriette/ Schönbrunn Palace, Danube Tower and the Giant Wheel. (City of Vienna, Municipal Department 21 (MA 21) – District Planning and Land Use, 2014. *Step 2025 Thematic Concept High-Rise Buildings*. p. 44.)

¹² Michael Kloos Planning and Heritage Consultancy, 2019. Heritage Impact Assessment Heumarkt Neu building project and development of the World Heritage property Historic Centre of Vienna. (Draft: 28 January 2019) pp. 5-8.

The Mission was only able to visit two key public places in the property from which to assess the integrity of views as attributes of the OUV: the Belvedere Palace and the view from the Ruprechtskirche over the Danube Canal.

Discussion

In the case of the views from the Ruprechtskirche over the Danube Canal outwards, the view is that of a contemporary international city, with high-rise structures dominating. This is a view outwards from the property towards its buffer zone (which is not very extensive in this section) and the setting of the property.

One of the better known vedutas is that from the Upper Belvedere Palace and its gardens, the integrity of which was already somewhat compromised before inscription by the construction of the Hotel Intercontinental, the Ringturm and, peripheral to this specific view, the Allgemeines Krankenhaus der Stadt Wien (Vienna General Hospital). The Wien Mitte project and redevelopment of the Danube Canal zone have also changed this veduta since inscription, but did not critically affect the integrity of this veduta over the monocentric urban structure of the historic inner city, which is focused on the spire of St Stephen's Cathedral. The high-rise high density construction at the Wien Hauptbahnhof precinct - not located in the property or its buffer zone - has, like the Danube Canal precinct development, certainly changed the visual (and other) setting of the property, specifically the forecourt of the Belvedere Palace.

High-rise development to date has been located in the periphery of this view cone (including the Zoll-district), with the exception of the 1964 Hotel Intercontinental building. The Wien-Mitte project, already at the time of inscription noted to have a negative impact on the visual integrity of the property,¹³ is also located peripheral to this main view. Seen from the Belvedere Palace, the Medieval, Baroque and Gründerzeit landmark buildings still have a dominant position in the skyline of the Historic Centre of Vienna. Apart from the many temporary building cranes that are currently visible from here, it can be said that this view is still of such integrity that it not only contributes to, but is also a crucial component of the OUV of the property.

It is of great importance to the sustaining of the OUV of the property that the integrity of views from within key places of the property is continually managed and monitored. To do so, these critical places first need to be identified, the qualities of the view-cones from these locations need to be described, and these then need to be translated into both the urban development framework as well as the monitoring and management system of the property. The Mission advises that such identification, selection and description should be undertaken urgently as an informant to the new Management Plan for the property.

Recommendations

The statement of integrity for the property underlines the importance of the characteristic skyline of the property. The OUV is further supported by the Baroque urban structure with its sightlines and vedutas and the Gründerzeit urban morphology and ring. The specific views from key places in the property that contribute to the OUV of the property have not yet been fully researched and identified before their characteristics can be described and these protected. At the same time,

¹³ Referring to the Wien Mitte project, the World Heritage Committee requested the following at the time of inscription: 'While taking note of the efforts already made for the protection of the historic town of Vienna, the Committee recommended that the State Party undertake the necessary measures to review the height and volume of the proposed new development near the Stadtpark, east of the Ringstrasse, so as not to impair the visual integrity of the historic town.' (25COM)

these views from critical places in the property are an important contributor to the visual setting of the property (noting that visual quality preservation is not the only component of setting to affect the OUV of a World Heritage property).

It is clear that at the time of inscription, and the later Retrospective Statement of Outstanding Universal Value, some of the vedutas and views of the property and its 'characteristic skyline' may have been somewhat compromised, but the Mission concludes on the basis of its inspections that sufficient integrity remains to support the OUV of the property. Based on the site visits the Mission was able to undertake, it advises that this integrity is very fragile and cannot absorb further impacts.

The Mission therefore recommends that:

1. No construction projects be approved that may impact the integrity of characteristics of the key views, view-cones and vedutas before these have been identified and understood.
2. A thorough and exhaustive study be undertaken to identify key places, views, view-cones and vedutas within the property, from the property outwards, and from outside the property inwards, as attributes of the OUV. This study should include fieldwork-identification and 3-D modelling.
3. Once identified, the characteristics of the key views, view-cones and vedutas be described and a description of their ideal condition be developed as guide to steer future development.
4. These key characteristics of the key views, view-cones and vedutas of key places, views, view-cones and vedutas be protected through policy, to ensure their maintenance.

2.3 Assessment of current and recent development projects (specifically Karlsplatz Area and Schwarzenberg Garden) and their status that have been or shall be carried out within the World Heritage Property or in its buffer zone and wider setting, and analysis of their impact, both individually and cumulatively on Outstanding Universal Value

2.3.1 The Karlsplatz re-development area (including the Wien Museum and Winterthur Building)

Background

The proposed redevelopment of two buildings, the Wien Museum and Winterthur Building, located at the Karlsplatz, includes:

1. The renovation and upwards expansion of the Wien Museum building;
2. A reduction of the footprint of the Winterthur Building to cut it free from the Wien Museum, thereby extending the distance between the building and the Karlskirche (Charles Church), and the addition of three storeys to the building.

The proposals have been the subject of discussions between the State Party and the World Heritage Centre and Advisory Bodies, and were addressed by the 2015 joint UNESCO/ICOMOS Reactive Monitoring Mission. The proposals were also commented on in the May 2017 ICOMOS Technical Review. The proposed designs have subsequently been modified to improve especially the relationship with the Karlskirche. During a meeting between the State Party, the World Heritage Centre and the Advisory Bodies in July 2018, it was agreed that the State Party would provide more information on the proposed developments.

The Wien Museum project proposal is the result of the architectural competition. Final details of the design are currently being developed. Construction is planned to commence in the second

half of 2019, during which time the section of the Winterthur Building that spans the Symphonikerstraße, as well as a 5-metre section of the building adjacent the Karlskirche, will be demolished. The timeline for the addition of three storeys to the Winterthur Building have to date not been set. The City of Vienna has already adapted the Zoning- and Development Plan (Flächenwidmungs- und Bebauungsplan) to accommodate the proposed development [26 July 2018, Plandokument 8190].

It is worth noting that the approved Zoning- and Development Plan provides for a maximum height of 37 metres for the plot of the Winterthur Building.¹⁴

Discussion

The Mission had the opportunity to visit the Karlsplatz area and the Wien Museum building, where it was received by the Director of the Wien Museum, Dr Matti Bunzl. The Mission noted the high esteem in which the museum management holds the architectural qualities of the existing museum building.

With regard to the proposed interventions, three aspects are at stake:

1. the sustainability of the Wien Museum, which is one of the primary vehicles to present the history of Vienna and therefore the OUV of the property, as an institution;
2. the improvement of the urban quality of the Resselpark/Karlsplatz;
3. the further maintenance of the essential architectural qualities of the existing Wien Museum building, which are architecturally notable.

After the Mission, in January 2019, the State Party submitted additional information to the World Heritage Centre (which was made available to the Mission team).¹⁵ The content of this submission is taken into consideration in this mission report. This submission includes new artist's impressions of the Wien museum proposal, including a new design for the entrance and a light-coloured materiality of the addition on top of the museum building. It also includes a landscape plan for the section of the Karlsplatz affected by the proposal.

Wien Museum renovation

The Mission concludes that the project, in principle, holds the potential to benefit the property and support its OUV. The project will also support the longer-term sustainability of the Wien Museum, which is an important institutional vehicle to present the OUV of the property to the wider public.

The Mission, however, notes that a number of aspects of the proposed intervention still require further design development. Of particular importance are:

1. Materiality of the new addition on top of the museum:

Great care needs to be taken with regard to the materiality of the new volume to be placed on top of the Wien Museum. The current proposal that the new addition volume be finished as a concrete wall with a 'light, lined formwork texture' is appropriate, but care needs to be taken to ensure that this finish can easily be cleaned and maintained in future. Should the choice of this finishing be changed, the Mission recommends that timeous notification

¹⁴ This is above the Viennese 0-line measure. This does not translate to a 37 metre height on site.

¹⁵ Document titled: "UNESCO World Heritage property "Historic Centre of Vienna"; Additional information concerning the Wien Museum and the Winterthur Building in Karlsplatz square as requested by the UNESCO-ICOMOS Mission in November 2018; Vienna, 28 December 2018; City of Vienna – Executive Group for Construction and Technology, Coordinator Rudolf Zunke"

be given to the World Heritage Centre for comment by the Advisory Bodies before any final decision is made.

2. Design and materiality of the new entrance:

The 2015 joint UNESCO/ICOMOS Reactive Monitoring Mission already commented on the great care that is required to realize an appropriate entrance to the Wien Museum, especially in relation to the urban context of the building. A final proposal for the entrance was not available at the time of the Mission, but was submitted afterwards, referred to as the 'pavilion' in this document. Two variations of the design are presented in the submission. Both show a design for the entrance consisting of a 3-dimensional grid structure, filled in with glazing, but with detail variations. Only artist's renditions have been provided. The Mission advises that a new entrance design should aim to maintain the stair/handrail/entrance configuration as an integral part of the new designed entrance. The Mission further advises that the finalised design (including architectural plans/sections and elevations) be submitted for final agreement.

3. The design of the opening up of the Wien Museum building's ground floor to the Karlsplatz in conjunction with the design of the Resselpark/Karlsplatz landscape:

The project proposal as it stands proposes to open all the ground floor windows of the main façade and tilt the paving of the square up to create an continuous floor-scape between the inside of the museum building and the square outside. The Mission agrees with this principle in general but advises that the very last ground-floor window (southern-most window) of the main façade be maintained and the level of the landscape outside this bay of the window be maintained up to and around the corner of the building. This will result in maintaining the character of the original building as a built volume floating over/independent of the landscaped square, as well as leaving a full-height bay of the building's main elevation intact as per the original design.

The Winterthur Building renovation

The Mission acknowledges the proposed alterations to the Winterthur Building to reduce its footprint. These proposals - cutting the building 15 metres away from the Wien Museum and from the Karlskirche by 5 metres - are a great improvement to the current situation.

The Mission, however, noted that the 5 metre added cut-back from the Karlskirche contains a vehicular entrance to the basement of the building. It is not clear how the parapet wall around this entrance will be architecturally articulated when the building is cut back.

New structures visible above ground level should ideally be avoided and the entire 5 metre cut-back should ideally be maintained as a pedestrian/landscaped area, if feasibly possible.

The Mission further noted that the proposed new height for the building after the additions will exceed the 37 metre height restriction on the land parcel, but is limited to remain within the 4,5 metre roof height allowed. The top floor, included in the 'roof height provision' is recessed to limit its visual presence.

The Mission advises that the design as it currently stands meets the requirements of ensuring the prominence of the Karlskirche is maintained in its urban context. Seeing as the design has not been finalised, and in consideration of the challenge presented by the vehicular basement entrance, the Mission recommends that the final design drawings for the Winterthur Building be

transmitted to the UNESCO World Heritage Centre for a final technical review before the project design is finalized and implemented.

It should be stressed that the addition of additional storeys to the building can only be carried out in conjunction with the proposed 5-metre cutback in order to ensure that the Winterthur Building does not spatially dominate the Karlskirche.

The Resselpark/Karlsplatz landscape

The State Party submitted a high-resolution copy of the proposed landscape plan for this area.¹⁶ Care has been taken with regard to the landscaping of the portion of the square between the Wien Museum and the Lothringerstraße to mitigate the new height of the museum in relation to the street profile and the important monumental buildings on the opposite side: the Musikverein and Künstlerhaus buildings. The submitted landscape plan proposes this area be upgraded to serve as a dog walking park (hundezone), bounded by fences with creepers, additional walkways, seating and the planting of some shrubs and trees. While the height of the proposed fences is unknown, they will assist to layer the urban space and create a spatial offset to balance the transition from the rather busy and harsh Karlsplatz road and the museum.

The landscape plan also proposed a new platform in front of the Winterthur building, accessed by a landscaped stair, reaching to the corner of the building close to the Karlskirche. This plan does not address the future 'cut-back' by 5 meters of the Winterthur building. The Mission recommends that this be carefully reassessed to allow for the future cut-back of the Winterthur building, should this be implemented in future.

Conclusion

The Mission advises that the design for the museum and park have developed in a very positive direction and recommends that a full HIA is no longer required. The Mission advises that final design drawings for the Wien Museum, especially the entrance pavilion, should be submitted to the UNESCO World Heritage Centre as soon as possible for a final technical review before the project is implemented. Outstanding issues are:

1. final detail confirmation of the materiality of the new upward extension of the museum;
2. the finalisation of the entrance design and the landscape design between the Winterthur building and the Karlskirche, before the landscape project is implemented, to accommodate the Winterthur cut-back and top-up in future.

2.3.2 The Schwarzenberg Garden

Background

The Schwarzenberg Palace and Gardens are located within the Historic Centre of Vienna World Heritage property. The construction of the palace commenced in 1697 to the design of architect Johann Lucas von Hildebrandt. The palace was completed in 1728 under the direction of architect Johann Bernhard Fischer von Erlach. The palace was damaged during the Second World War, and subsequently repaired. The gardens were originally laid out in Baroque style to the designs of Jean Trehet and Johann Lukas von Hildebrandt. By the end of the eighteenth century, much of the gardens were converted to English Landscape garden, creating an overlay onto the existing Baroque structure with its dominant central axis.

¹⁶ The landscape drawing by Auböck + Kárász Freiraumgestaltung. Plan number RES_E_101C, date: 15.03.2018.

After being bombed during the Second World War, the gardens of the Schwarzenberg Palace saw further development; most notably, the top-most terrace, which originally contained a very large water basin, was converted to accommodate private tennis courts (1975).

The Fürstlich Schwarzenbergsche Familienstiftung (Schwarzenberg Family Trust), the current custodians of the palace and grounds, are undertaking a major redevelopment of the entire complex. This includes:

1. A new underground parking area located in front of the palace (in an area that has been in use for above-ground parking for a considerable period of time, reaching completion at the time of the mission);
2. Renovation of the Schwarzenberg Palace as a hotel (the Schwarzenberg Palace was in use as a hotel during the latter half of the twentieth century);
3. Redevelopment of the Belvedere Stöckl restaurant (built c. 1927) on the upper terrace as beer garden, redeveloping the restaurant function that existed on this site until c.2007 (the ambition exists to create a direct entrance to the beer garden from the Belvedere Gardens);
4. Construction of a hotel building on the lower garden on a plot of land measuring 20x130m, located directly on the boundary of the Belvedere Palace gardens;
5. Restoration of the upper cascade (underway at the time of the Mission).

The redevelopment of the Belvedere Stöckl as a beer garden has resulted in protests from neighbouring residents as well as from scientific interest groups.

Discussion

The Mission visited the Schwarzenberg Gardens. During the visit, it became clear that the Palace and Gardens present a large conservation challenge, in part arising from global climate change having a long-term impact on the large trees in this landscape garden. It is also pertinent to note that the Palace and Gardens form an integrated ensemble, but that at present no integrated spatial conservation and development vision for it exists. At the same time, ambitious development projects are in the pipeline, all of them made possible through Zoning- and Development Plan decisions that date from c. 2004.

The Schwarzenberg Gardens are not legally protected as a landscape under Austrian legislation and the Federal Monuments Services have no jurisdiction over the development of the gardens, only the built structures in the gardens.

The Mission also noted with concern the plans to construct a hotel in the Schwarzenberg Gardens, and that the possibility to do so dates back to 2005 [City of Vienna Plandokument 7728, adopted 2005, based in a Council decision of 26 March 2004 Plandokument 7574]. This makes provision for a new hotel building on the boundary with the Belvedere Gardens that can reach a height of 24 metres above Viennese Zero, added to which the highest point of the rooftops of buildings are allowed to extend to a maximum of 5.5 metres above the actual height of the building. Furthermore, the construction of a maximum of one attic is allowed in this roof space [Vienna Plandokument 7728].

The Mission notes the degraded character of the upper terrace on which the proposed project is to be implemented. It also notes that the long-term negative impact of the tennis club with its tennis courts can only be addressed through a long-term vision for the Gardens as a whole.

Recommendations

The Belvedere Stöckl project commenced soon after the Mission's visit to Vienna and before the mission report could be completed. A Technical Review was undertaken by ICOMOS, in consultation with the World Heritage Centre, and was submitted in January 2019. The Technical Review, is reproduced hereto encourage the State Party to consider its findings and recommendations:

ICOMOS TECHNICAL REVIEW

Property	Historic Centre of Vienna
State Party	Austria
Property Ref.	1033
Date of Inscription	2001
Criteria	(ii)(iv)(vi)
Project	Development of a restaurant facility and outdoor beer garden in the historic Schwarzenberg Gardens [Belvedere Stöckl redevelopment]

The present Technical Review is based on the following documents submitted by the State Party to the World Heritage Centre and transmitted to ICOMOS on 25 September 2018 (an earlier reduced version of the report having been shared with ICOMOS on 30 April 2018):

The ICOMOS Austria Statement on the Belvedere Stöckl project in the Schwarzenberg Garden Core zone of the UNESCO World Heritage "Historic Centre of Vienna" with annexe: Hoppe Architects drawings: "Stöckl im Park" [20 August 2018]:

<u>Author</u>	<u>Drawing Title</u>	<u>Drawing date</u>	<u>Drawing number</u>
Hoppe Architects	Situation Bestand	20.01.2018	-none-
Hoppe Architects	Projektstand Final	26.03.2018	-none-
Hoppe Architects	Ansichten / Schnitte A-A, B-B, G-G, H-H; Umbau Und Zubau Stöckl im Park	29.03.2017	B436/16/003
Hoppe Architects	Ansichten / Schnitte C-C, D-D, E-E, F-F; Umbau Und Zubau Stöckl im Park	29.03.2017	B436/16/002
Hoppe Architects	Neubau Umkleide Tennisclub - Grundriss, Ansichten, Schnitt, Lageplan	14.11.2017	B923/17/E12

-none- M 1:500; DIM (A3); 17.04.2018 -none-
Lageplan_Ansicht A_B
Position; Stöckl Im Park-Prinz
Eugen Strasse 25

This review is further informed by the planning information contained in the online City of Vienna *Flächenwidmungs- und Bebauungsplan* portal¹⁷ and the submission by ICOMOS Austria, dated 16 January 2019, titled: *Supplement to Statement on the Belvedere Stöckl project in the Schwarzenberg Garden Core zone of the UNESCO World Heritage "Historic Centre of Vienna"*.

1. Background

The so-called Belvedere Stöckl, an existing but recently unused restaurant facility located in the Schwarzenberg Palace Gardens in the Historic Centre of Vienna World Heritage property, is currently under redevelopment.

The Historic Centre of Vienna World Heritage property was inscribed on the List of World Heritage in Danger by the World Heritage Committee in 2017 as the Committee considered that:

*...the current planning controls pose serious and specific threats to the OUV of the property, such that the property is in danger, in accordance with Paragraph 179 of the Operational Guidelines and **decides to inscribe the Historic Centre of Vienna (Austria) on the List of World Heritage in Danger;***¹⁸ [original emphasis]

The Schwarzenberg Gardens, and specifically the Belvedere Stöckl development, were included in the agreed Terms of Reference of the November 2018 joint UNESCO/ICOMOS Advisory Mission to the Historic Centre of Vienna World Heritage property:

[a]ssessment of current and recent development projects (specifically Karlsplatz Area and Schwarzenberg Garden) and their status that have been or shall be carried out within the World Heritage Property or in its buffer zone and wider setting, and analysis of their impact, both individually and cumulatively on Outstanding Universal Value.

The Advisory Mission was the third phase of the Three-Phased approach proposed by the State Party to develop a joint vision for the future management of the property. At the time of the present Technical Review, the mission report is still in preparation, and awaiting the submission of the product of the second of the three phases: the Heritage Impact Assessment (HIA) of the proposed redevelopment of the Intercontinental/Vienna Ice Skating Club.

On 20 December 2018, ICOMOS received information from the ICOMOS-IFLA (International Federation of Landscape Architects) International Scientific Committee, reporting that the excavations for the new Belvedere Stöckl project have commenced. ICOMOS regards this as a

¹⁷ <https://www.wien.gv.at/flaechenwidmung/public/start.aspx>

¹⁸ Decision 41 COM 7B.42.

premature action, as the Advisory Mission report has not yet been provided to the State Party, thereby precluding consideration or implementation of any remedial action that the report may contain to reduce or limit the potential for negative impacts on the OUV of the property.

This Technical Review is therefore presented as an interim measure, seeing as the excavations for the new-build portion of the Belvedere Stöckl project have now commenced before the advice and recommendations of the 2018 Advisory Mission have been provided to the State Party.

2. The Schwarzenberg Gardens

The Schwarzenberg Palace and Gardens are located within the Historic Centre of Vienna World Heritage property. The construction of the Palace commenced in 1697 to the design of architect Johann Lucas von Hildebrandt. The Palace was completed in 1728 under the direction of architect Johann Bernhard Fischer von Erlach. The Palace was damaged during the Second World War, and subsequently repaired. The Gardens were originally laid out in Baroque style to the designs of Jean Trehet and Johann Lukas von Hildebrandt. By the end of the eighteenth century, much of the Gardens were converted to English Landscape garden, creating an overlay onto the existing Baroque structure, which retained its dominant central Baroque axis, terracing and man-made landscape features.

After both the Palace and Gardens were damaged in Second World War aerial bombings, the Gardens of the Schwarzenberg Palace saw further development; most notably, the Palace, parts of which were reconstructed and were in use as a hotel from 1962, and the top-most terrace, which originally contained a very large water basin into which tennis courts of a private tennis club were inserted (1975).

The Fürstlich Schwarzenbergsche Familienstiftung (Schwarzenberg Family Trust), the current custodians of the Palace and grounds, are planning redevelopment projects that affect different areas of the Palace and its Gardens. These include:

6. a new underground parking area located under the forecourt of the Palace, in an area that was in use for above-ground parking for a considerable period of time. The new underground parking garage is nearing completion at present;
7. renovation of the Schwarzenberg Palace as a hotel (the Schwarzenberg Palace was in use as a hotel during the latter half of the twentieth century);
8. redevelopment of the Belvedere Stöckl restaurant (built c. 1927) on the Upper Terrace as a beer garden, redeveloping the restaurant function that existed on this site until c.2007 (the ambition exists to create a direct entrance to the beer garden from the Belvedere Gardens);
9. construction of a hotel building on the lower garden on a plot of land measuring 20x130m, located directly on the boundary of the Belvedere Palace gardens where greenhouses were formerly located. No further information on this development is known to ICOMOS at present; and
10. restoration of the upper cascade (underway in November 2018).

This Technical Review focuses on the redevelopment of the Belvedere Stöckl restaurant and so-called Upper Terrace of the Schwarzenberg Gardens, in the context of the other projects listed above. It is informed by the available information submitted by the State Party, ICOMOS Austria, and interested and affected parties. The redevelopment of the Belvedere Stöckl as a beer garden has resulted in protests from neighbouring residents as well as from scientific interest groups. An open letter from the Austrian Society for Historical Gardens in opposition to the project has been underwritten by approximately 400 international experts, academics and organisations.¹⁹

3. The Historic Centre of Vienna World Heritage property

The Historic Centre of Vienna World Heritage property was inscribed on the World Heritage List in 2001, on the basis of criteria (ii), (iv) and (vi).²⁰

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

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

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

The World Heritage Committee adopted a retrospective Statement of Outstanding Universal Value for the property in 2016.²¹

Further expanding on criterion (iv), the Brief Synthesis makes specific mention that:

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

*The **Baroque character was expressed particularly in the large palace layouts** such as the Belvedere Palace and garden ensemble. A growing number of **new palaces were built by noble families**, many existing medieval buildings, churches, and convents were altered and given Baroque features, and additions were made to representative administrative buildings.*²² [ICOMOS' emphasis]

¹⁹ Austrian Society for Historical Gardens. 2018. *Open Letter, Concerning the Schwarzenberg garden in Vienna (September 2018)*. sl: s.n.

²⁰ Decision 25 COM XA.

²¹ Decision 40 COM 8E.

²² Decision 40 COM 8E.

The statement of integrity also highlights the contribution of the architectural and urban qualities of the city to the OUV of the property:

*Within the boundaries of the 371 ha Historic Centre of Vienna are located all the attributes that sustain its Outstanding Universal Value, including its architectural and urban qualities and layout, and that illustrate its three major phases of development – medieval, Baroque, and the Gründerzeit – that symbolize Austrian and central European history.*²³

The Schwarzenberg Palace and Gardens is a noteworthy palace-garden ensemble of the property. Its transformation to an English Landscape Garden resulted in a historically layered garden landscape, which was maintained throughout the Gründerzeit in Vienna and well into the twentieth century. The underlying bilaterally symmetrical Baroque structure of the ensemble, which runs from the top of the gardens, through the palace building and connects to the city of Vienna, still remains, as do many of its Baroque features: the four grand terraces, cascades and most important basins as well as other smaller attributes such as vases, statues etc. The State Party highlighted the value of the gardens in its Nomination Dossier:

*The most important of these Baroque axes, which encloses the Belvedere and Schwarzenberg palace and garden premises and the church and convent of the Salesians, has been included in the property proposed for inscription on the World Heritage List.*²⁴

The Schwarzenberg Palace, its associated garden and its axial connection to the historic core of the city of Vienna, therefore retain elements that contribute to the heritage of the Baroque period in Vienna and the OUV of the property.

The Schwarzenberg Gardens are located adjacent to the Belvedere Gardens, which in turn lie adjacent to the garden of the Maria Heimsuchung Monastery (Salesian Nuns), which in turn lies adjacent to the University of Vienna Botanical Gardens (the latter two do not fall within the World Heritage property). This sequence of gardens forms a historically valuable ensemble.

4. Legal Protection

The State Party reported on the state of conservation of the property to the World Heritage Committee through the State Party Periodic Reporting (Second Cycle) in 2014. In this document, the State Party reported that:

*Protection is also specified particularly to the Belvedere Park, the gardens of the Hofburg ensemble, the Rathauspark, the park of the Palais Schwarzenberg, and the Stadtpark.*²⁵

This is echoed in the 2000 Nomination Dossier, which states that:

²³ Decision 40 COM 8E.

²⁴ Republic of Austria (Wehdorn, M. & City of Vienna). 2000. *The Historic Centre of Vienna. Nomination for inscription on the World Heritage List.* Vienna: Bundesdenkmalamt. p. 6.

²⁵ Periodic Reporting Cycle 2, Section II. Available at: <http://whc.unesco.org/en/list/1033/documents/>.

Of the parks and gardens in the planned core zone, the Monument Protection Act identifies the following as being particularly worthy of protection:

... the park of Palais Schwarzenberg,...

Consequently, the provisions of the Monument Protection Act banning any demolition or change without the consent of the Bundesdenkmalamt (Federal Office of Historic Monuments) can thus be extended to those parts of the above gardens and parks which consist of nature shaped by human design.²⁶

However, the only protection that currently exists for the park is its designation as part of the World Heritage property. World Heritage status is not, however, embedded in Austrian law. Historic gardens were originally protected under Austrian legislation first implemented in 1923, but after a 1964 Austrian Constitutional Court ruling, they were left unprotected. The Monument Protection Act 1999 again provided for protection of the Schwarzenberg Gardens, but on condition that the owner agreed to its listing as a monument. The owners have to date not agreed, leaving the Schwarzenberg Gardens vulnerable and outside of the jurisdiction of the Federal Monuments Authority of Austria. (This contradicts the accuracy of both above-quoted statements on protection.) The Schwarzenberg Gardens only remain protected as part of the general urban 'Schutzzone' (Protection Zone), as provided for in the Vienna Protection Zone Regulation, and are zoned as a 'Protected Park' (Planschutzgebiete) in the City's Zoning and Building Plan (Flächenwidmungs- und Bebauungsplan). However, the current urban framework allows for development within the grounds of the park in designated pockets, as is the case for the Belvedere Stöckl redevelopment project, which extends the footprint of the Belvedere Stöckl building.

ICOMOS advises that the State Party investigate how to afford these gardens greater protection as an attribute that makes a contribution to the Outstanding Universal Value of the Historic Centre of Vienna World Heritage property.

5. Current Planning Context

Two areas of the Schwarzenberg Gardens have been designated for building construction by municipal resolution. Both of these municipal resolutions date from after the inscription of the property on the World Heritage List.

Plandokument 7574 of 2004. The first development pocket allows for the development of an extension to the c.1927 Belvedere Stöckl building (see Annex A1). It allows for a 50% construction footprint over an area of 1130m² to a height of +33,5m above the Wiener Null datum line. This development pocket is located on the Upper Terrace (third terrace) of the Schwarzenberg Gardens.

Plandokument 7728 of 2005. This makes provision for a construction plot of 20x130m on the eastern boundary of the Schwarzenberg Gardens' lowest terrace, on the boundary to the Belvedere Gardens. This municipal decision allows a new building to be constructed for use as a hotel, and for a building

²⁶ Republic of Austria (Wehdorn, M. & City of Vienna). 2000. *The Historic Centre of Vienna. Nomination The for inscription on the World Heritage List.* Vienna: Bundesdenkmalamt. p. 37.

to be constructed to a height of +24m above the Wiener Null datum line.²⁷ In Vienna, height provisions in general refer to a parapet height and allow for an occupied roof volume to exceed this restriction. As the contour height of this section of the Gardens is unknown, it is at present not possible for ICOMOS to calculate what this provision translates to in reality on site, or if any new construction would be visible from the Belvedere Gardens. This development area was previously covered by greenhouses, demolished between April 2012 and August 2014 (dates established through a survey of public online aerial photographs). Based on the available sources, it is not clear if these structures were of historical significance, if they were protected, and what procedures were followed that allowed for their demolition. No notification of their pending demolition appears to have been provided to the World Heritage Centre before they were removed.

6. Project review – Belvedere Stöckl project

Information reviewed

This section is based on the information provided by the State Party to ICOMOS in preparation of the 2018 Advisory Mission, and includes an overview study executed by ICOMOS Austria, a supplement submitted by ICOMOS Austria to its review, as well as material presented by the Austrian Society of Historic Gardens.

Background

The project under review concerns the redevelopment of the Belvedere Stöckl and includes:

1. the conversion of the existing Belvedere Stöckl restaurant building (c. 1927) into a micro-brewery;
2. demolition of the extant tennis club changing rooms – a poorly-constructed building that greatly detracts from the value of the Upper Terrace, the removal of which will be a visual improvement of the status quo – and construction of a new tennis clubhouse as a container-like structure in the historic Large Basin where the current tennis courts are also located. According to the drawing submitted (Hoppe Architects), construction of this new clubhouse will require 14 pile-foundations penetrating the floor of the historic Large Basin. The clubhouse also includes ablution and toilet facilities which will require a new invasive piping and sewer system to be constructed underground – under the historic basin floor;
3. construction of a new restaurant facility with two storeys above ground and a double-storeyed basement below;
4. redevelopment of the Upper Terrace as a beer garden.

The redevelopment aims at total capacity of 800 seats, of which 360 seats are located inside the new-

²⁷ The permitting provisions do not require impact assessments to be undertaken before construction, even in cases where the development sites are located in a Protected Park Area or in a highly significant garden which contributes to the OUV of the Historic Centre of Vienna World Heritage property. They also do not provide any limits on basement constructions.

build restaurant.

After opposition from neighbouring residents, a detailed acoustic impact assessment was undertaken to gauge the potential for noise pollution on the residents located opposite the Prinz Eugen-straße.

ICOMOS is also aware of the current restoration project being undertaken on the Grand Basin and Cascade, located below the Upper Terrace, under the supervision of the Federal Monuments Authority. It is considered that this should be greatly welcomed. The Federal Monuments Authority has, according to the reporting of ICOMOS Austria, been overseeing the excavations being undertaken on the Upper Terrace.²⁸

Discussion

The City of Vienna has approved this project and its current implementation. However, although the proposed development conforms to current planning provisions, this does not automatically guarantee its harmonisation with the OUV of the Historic Centre of Vienna World Heritage property.

The documentation forwarded to ICOMOS is fragmentary and does not include a thorough in-depth study (historical, archaeological, etc.) of the development area, nor Heritage or Visual Impact Assessments for the proposed developments. Paragraph 110 of the *Operational Guidelines* attests to the need for impact assessment: *Impact assessments for proposed interventions are essential for all World Heritage properties.*²⁹

The acoustic assessment is welcomed, but was only undertaken from the point of view of residents of the Prinz Eugen-straße. It does not assess the potential noise impact on the Belvedere Palace and its gardens. This is revealing of a non-global method, which aims only to respond to the concerns of a group of users, and does not evaluate the potential impact more broadly from a heritage point of view. Additionally, ICOMOS considers that comment on the proposed project should have been sought from the curator of the Belvedere Palace.

At present, detailed information on the design for the future development of the Upper Terrace landscape, including the seating proposed, has not yet been provided to ICOMOS. This is of concern, especially in light of the limited research, including in-situ research of the historical garden, its former basins and the historical water system, undertaken to date.

The use of the Upper Basin as a tennis club is historic and predates the inscription of the Historic Centre of Vienna as a World Heritage property. However, this use is disturbing, not only with regard to the significance of the Schwarzenberg Gardens, but also from the perspective of the Belvedere Palace. The perpetuation of this use by the construction of a new clubhouse should be seen as a step in the wrong direction, facilitating the continued future inappropriate use of this significant area and

²⁸ ICOMOS Austria, The monitoring team Belvedere Stöckl (Univ.-Ass. DI Irmengard Mayer). 2019. *Supplement to Statement on the Belvedere Stöckl project in the Schwarzenberg Garden Core zone of the UNESCO World Heritage "Historic Centre of Vienna"*. Vienna, 16 January 2018. p2.

²⁹ UNESCO. 2017. *Operational Guidelines for the Implementation of the World Heritage Convention*. Paris: UNESCO. p 31.

the negative impact the tennis club has on the views from the Belvedere Palace.

The construction of the new tennis clubhouse could also render damage to what may remain of the historic floor of the Baroque Upper Basin, which may already be compromised by the posts for the tennis court fences and nets that have been installed. This is of concern. ICOMOS advises that no further penetrations though this historic artefact be allowed, be this for foundations or other reasons, until further study into the authenticity and significance has been carried out following which an impact assessment has been undertaken. The conclusion is that the heritage and visual impact of this new clubhouse/ablution facility have yet to be adequately gauged.

ICOMOS is also concerned that the Belvedere Stöckl project is going ahead without a clear design having been developed for the redevelopment of the Upper Terrace landscape. The drawings submitted, for both the design of the new building construction and for the landscape to surround it, show little relation to the historic design of the landscape of this terrace. The designs do not seem to attempt to resonate with the historic value of this terrace or the larger garden. Based on the available information, their implementation is gauged as potentially having a negative impact. Great attention needs to be given to limiting the impact of the high volumes of people traversing the terrain in future, as well as the location of 110 tables (for 440 people) and associated infrastructure: lighting, sound installations, waiters' stations, children's play areas, umbrellas/sunshades, etc. The drawings available for this Technical Review show just one of these elements (only indicating a bicycle rack located in the garden in a position that should be reconsidered).

7. Conclusions

After reviewing the documents submitted, ICOMOS concludes that the proposal should be re-evaluated from the perspective of impact on the OUV of the property. ICOMOS is concerned that the impact of the project could reach well beyond the area of construction of the Belvedere Stöckl project and the Upper Terrace and advises that comprehensive Heritage Impact Assessments are essential to gauge this impact and develop appropriate mitigation measures to limit/compensate for these impacts.

ICOMOS also concludes that the wide and far-reaching range of developments currently being undertaken in the Schwarzenberg Palace and Gardens – for which no overarching vision has yet been presented, and for which no Heritage Impact Assessments, as recommended by Paragraph 110 of the *Operational Guidelines*, are known to have been conducted – is of concern, especially in light of the absence of statutory protection provided by the legislative context in which the garden redevelopment projects are to occur.

The proposed redevelopment projects planned for the Schwarzenberg Palace and Gardens have the potential to have a negative impact on the Outstanding Universal Value of the Historic Centre of Vienna World Heritage property. Some of these developments still need to be communicated to the World Heritage Centre in detail.

It is inappropriate and unfortunate that excavations for the construction of the Belvedere Stöckl project have commenced before the results of the 2018 joint UNESCO/ICOMOS Advisory Mission

have been provided, despite this project being specifically included in the Terms of Reference for that Mission. Because the recommendations of the 2018 joint UNESCO/ICOMOS Advisory Mission are not yet known, this Technical Review has been provided to assist in avoiding or limiting the potential for harm to the attributes of the Schwarzenberg Gardens, as a component of the Historic Centre of Vienna World Heritage property.

1. ICOMOS advises that further study into the following aspects would be of great benefit in informing the planning of the future of the Schwarzenberg Palace and Gardens:
 - a. the historical and contemporary visual link between the Schwarzenberg Palace and Gardens and the Belvedere Palace and Gardens;
 - b. the historical development and archaeological residue of the Schwarzenberg Palace Gardens; and
 - c. the contribution of the ensemble of the four historic gardens, their co-development and layering, typologies, morphologies and spatial relationships

2. ICOMOS cautions that the various developments at the Schwarzenberg Palace and Gardens could have the potential to have a negative impact on the Outstanding Universal Value of the World Heritage property, the Historic City of Vienna. Noting that the removal of the greenhouses was not advised to the UNESCO World Heritage Centre in accordance with Paragraph 172 of the *Operational Guidelines*, ICOMOS advises that details of all current projects at the Schwarzenberg Gardens (including those currently in progress or near to completion) should be submitted to the UNESCO World Heritage Centre in accordance with Paragraph 172 of the *Operational Guidelines*. These include:
 - a. Any new designs/further information for/on the Belvedere Stöckl redevelopment, including archaeological reporting and design for the landscape development of the Upper Terrace;
 - b. the new underground parking area located in front of the Schwarzenberg Palace, currently being completed;
 - c. the current renovation of the Schwarzenberg Palace as a hotel;
 - d. the construction of a hotel building on the lower garden on a plot of land measuring 20x130m, located directly on the boundary of the Belvedere Palace gardens; and
 - e. historical information on the glass houses that were demolished in c. 2012.

3. With reference to Paragraph 110 of the *Operational Guidelines*, ICOMOS advises that the effects of the Belvedere Stöckl redevelopment project and the other projects currently being executed or planned for the near future should be assessed through a Heritage Impact Assessment process before they are approved and/or implemented and, if a negative impact is identified, mitigation measures be developed to offset or compensate these identified impacts. For those projects already under way or recently executed, post-construction mitigation could offer a means to offset the negative impacts of the project, if any are established that are not adequately compensated by the positive impacts of each project or the larger redevelopment of the Schwarzenberg Palace and Gardens.

4. Until such time as the heritage and visual impacts of the Belvedere Stöckl project and others have been assessed and established, ICOMOS therefore advises that all further construction/site clearance/excavation/demolition/alterations at the Schwarzenberg Palace and Gardens should be halted.
5. In view of developing a longer-term perspective and to create clarity for the future, ICOMOS advises that an overarching vision document/design framework should be developed for the entire Schwarzenberg Palace and Gardens ensemble, for submission/agreement and that this vision be assessed through an impact assessment process. Longer-term ideals, such as the possible removal of the tennis club, appropriate reuse of the Upper Basin, sustainable adaptation of the Schwarzenberg Gardens to climate change impacts, and more, can all be taken into consideration in such a longer term vision. The Federal Monuments Authority should play a leading role in this process.
6. With regard to the Belvedere Stöckl development in particular, ICOMOS recommends that:
 - a. thorough historic research should be undertaken on the Upper Terrace, including archaeological surveying of the gardens;
 - b. the visual and acoustic impact from the perspective of the Belvedere Palace and Gardens should be assessed and mitigated if and as required;
 - c. the visual and acoustic impact of the remainder of the Schwarzenberg Palace and Gardens should be assessed and mitigated if and as required;
 - d. a suitably qualified landscape architect, with a good track record of developing landscape designs for historic gardens, should be engaged to investigate the historic development of the Upper Terrace in relation to the larger Schwarzenberg Gardens and the ensemble of gardens of which it forms part; and subsequently to develop a design for the Upper Terrace. This design could also be used as test case to find ways to adapt the Schwarzenberg Gardens to climate change impacts in a sustainable manner.
7. Additional legislative protection of the Schwarzenberg Gardens would contribute to the maintenance of the Outstanding Universal Value of the Historic Centre of Vienna World Heritage property. ICOMOS therefore advises that the State Party investigate the options available to achieve this.

ICOMOS remains at the disposal of the State Party for further clarification on the above or assistance as required.

ICOMOS, Charenton-le-Pont, January 2019

Annex

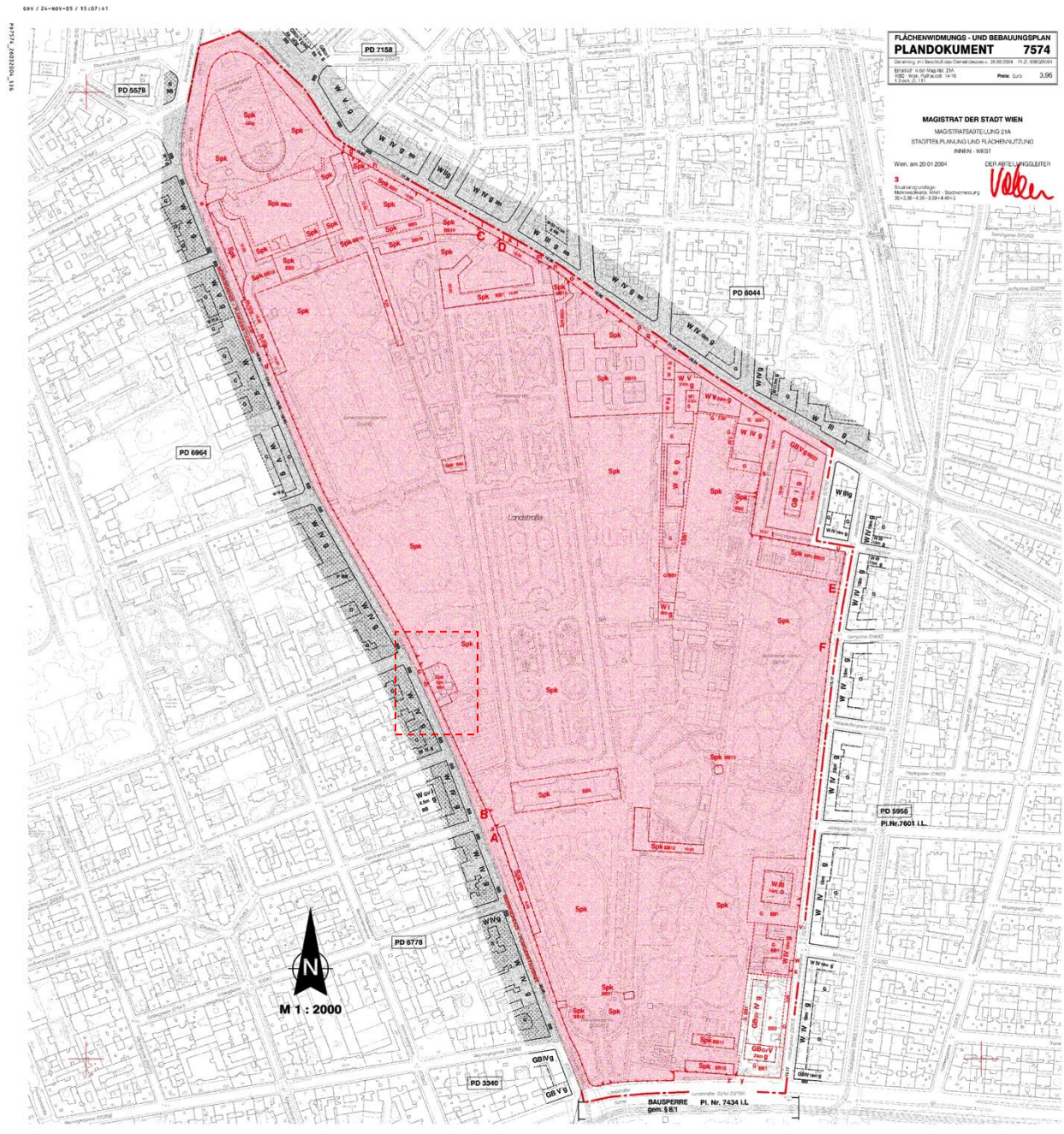


Figure 1. Plandokument 7574. (Edited: The site of the Belvedere Stöckl has been highlighted by an orange dashed-line rectangle.)

50022110 8272764

**FLÄCHENWIDMUNGS- UND BEBAUUNGSPLAN
PLANDOKUMENT 7728**
Genehmigt in 1. Sitzung des Gemeinderates v. 01.12.2005, Pt. Z. 42/2005/05
Erläutert in der 1. Auflage, 21A
1002, Wien, 3. Ausgabe, 14-16
1. Stock, Z. 111
Preis: Euro 1,54

MAGISTRAT DER STADT WIEN
MAGISTRATSABTEILUNG 2/A
STADTBEPLANUNG UND FLÄCHENNUTZUNG
INNEN - WEST

DER ABTEILUNGSLEITER
Vollen

Wien, am 12.10.2005

2
Stabsgruppenleiter
Stabschefin, MA 41, Stabschefassistentin
2914/03

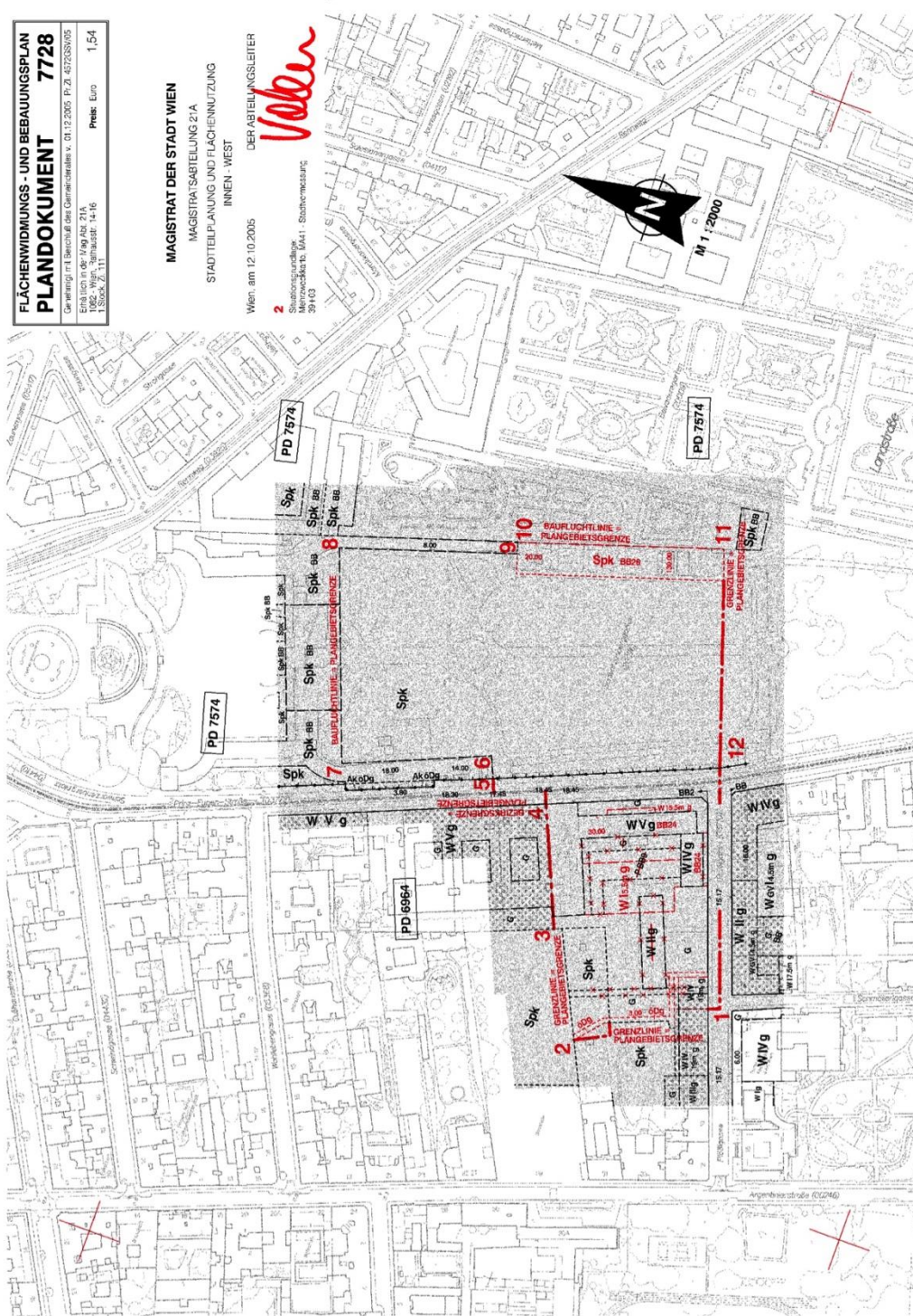


Figure 2. Plandokument 7728. The development area in the Schwarzenberg Gardens is located at numbers 9, 10 and 11.

2.4 Assessment of the current and recent high-rise constructions and their status that have been or shall be carried out within the World Heritage property or in its buffer zone and wider setting, and analyse their impact, both individually and cumulatively on Outstanding Universal Value

The potential impact of high-rise construction on the OUV of the Historic Centre of Vienna World Heritage property was acknowledged even during the process of nomination of the property for inscription on the World Heritage List.

The 2000 Nomination Dossier for the Historic Centre of Vienna World Heritage property states that: *'[w]ithin the scope of the proposed buffer zone and the adjoining areas, it is mainly the "Wien-Mitte" project and some projects at the Danube Canal which, in view of the currently planned height, could at least affect the silhouette around the historic centre.*

*The whole area along the Danube Canal has a strong impact on Vienna's visual integrity. Its development with high-rise buildings started prior to Vienna's inscription on the World Heritage List and continued after that without much consideration of the World Heritage status.'*³⁰

In response the World Heritage Committee recommended that: *'... the State Party undertake the necessary measures to review the height and volume of the proposed new development near the Stadtpark, east of the Ringstrasse, so as not to impair the visual integrity of the historic town.'*³¹

The changes to the design of the Wien-Mitte project in the buffer zone of the property was in 2004 acknowledged by the World Heritage Committee to be a *'positive outcome concerning the 'Wien-Mitte' project to be a notable success of the World Heritage Convention'*.³²

Yet, since then, high-rise construction has been the subject of World Heritage Committee Decisions in 2008, 2009, 2010, 2011, 2013, 2015, 2016, 2017 and 2018. It can be concluded that the issue of high-rise construction in the vicinity of the property, with potential impact on the setting, the buffer zone and the OUV of the property, has been a source of long-term concern. This concern is not only visual, but affects the setting of the property in its widest sense, including, but not limited to the larger urban morphology, development pressures, population densities, lifestyle of inhabitants and traffic flows.

The Mission is of the opinion that these developments, including particularly those dating from after the inscription of the property on World Heritage List, have cumulatively had an eroding effect on the urban attributes of the property that contribute to the application of criterion (iv). Great care is therefore needed in the further integrated development of the city.

Vienna is a dynamic, living, growing city. The larger urban setting of the Historic Centre of Vienna has and should continue to evolve.

In order to do so in a responsive manner, it is essential that:

1. the attributes that contribute to the OUV of the Historic Centre of Vienna World Heritage property be carefully analysed and defined;
2. this process should include important vedutas, their important characteristics, and opportunities to repair past interventions that may have disturbed or weakened these attributes;

³⁰ ICOMOS Mission Report, 2012. p. 16.

³¹ WHC-01/CONF.208/24, p. 41.

³² 28 COM 15B.83

3. the attributes that are identified address all three criteria applied to the OUV of the property;
4. the identification, localisation, description and mapping of tangible and intangible attributes be undertaken before the completion of a Management Plan because a new Management Plan should aim to allow for the sustainable future of the city while maintaining and developing these attributes of the OUV of the property.

2.4.1 Assessment of the impact of the Intercontinental Hotel / Ice Skating Club / Konzerthaus Area (“Heumarkt Neu”) project in a holistic view

Background

The project for the development of the Intercontinental Hotel / Ice Skating Club / Konzerthaus Area proposes the demolition of the present Intercontinental Hotel (1964) and redevelopment of a large block, which includes the Konzerthaus (1913), as a multifunctional residential, commercial, hotel and leisure facility. The development area is located within the boundaries of the World Heritage property. The development will also include a street upgrade. The project accommodates both the Konzerthaus and the Ice Skating Club. The Konzerthaus will benefit through an improvement to its urban environment, more space at its main entrance, and a new side entrance. The Ice Skating Club, a 152-year old private institution in Vienna, is accommodated in the development and is provided with new facilities, thereby ensuring its longer-term presence in this area. The Ice Skating Club has been located on this block between the Heumarkt and Ringstraße since 1900.

The development site lies on the boundary of the 1st and 3rd districts of the City of Vienna, and is located in the veduta from the Belvedere Palace and Gardens towards the historic inner city.

The proposed project for the redevelopment of the Intercontinental Hotel / Ice Skating Club / Konzerthaus Area has a long history, already addressed in the 2012 joint UNESCO/ICOMOS Reactive Monitoring Mission report. That Mission recommended the following:

‘With this project being planned, the challenge lies in the visual relationship between the building of the Hotel Intercontinental (volume, height) and Belvedere Palaces and garden. Currently, this hotel (constructed far before the inscription of the Historic Centre of Vienna on the World Heritage List) strongly disturbs the famous view from Belvedere. Therefore, no increase to the buildings height should be aimed at in connection with the redo. On the contrary, it is warmly recommended to use this opportunity to reduce the height of the building and therefore reduce its negative visual impact.’³³

The project was developed through a series of engagements with panels, urban studies by the City of Vienna, an international architectural design competition, further exhibitions, an international design competition, discussions with advisory panels, and further design development, including a height reduction. The project proposes to construct an architectural complex with a base and two high-rise towers. The planned height of the complex will exceed that of the extant hotel building and will present a more massive volume than that of the current Intercontinental Hotel.

The architectural design competition brief included basic information about the World Heritage List, basic information about the World Heritage property, including the criteria, its inscription,

³³ UNESCO / ICOMOS, 2012. Report on the 2012 joint UNESCO / ICOMOS Reactive Monitoring Mission to the Historic Centre of Vienna World Heritage property. p. 17.

previous ICOMOS statements on the proposed project, and excerpts from the Committee Decision of the 37th session of the World Heritage Committee (Phnom Penh, 2013).

The current design proposal has both support and opposition from citizens and organizations in the city, and a notable opposition from the national and international heritage community. The City of Vienna has already approved the land-use plan for the Heumarkt Neu project site.

After the inclusion of the Historic City of Vienna on the List of World Heritage in Danger in 2017, the State Party proposed the three-phase approach to assess the Heumarkt Neu project.

Expert Meeting - 13 April 2018

The meeting of three experts (Record: Annex A7) was tasked with a number of urgent questions, including the Heumarkt Neu project. Experts were posed the question: *'Will the Vienna Ice-Skating Club – InterContinental Hotel – Konzerthaus project negatively impact the attributes underlying the OUV of the World Heritage property?'* For their individual responses refer to Annex A7). In short, all experts were of the opinion that the Heumarkt Neu area was in need of intervention, and that an intervention there could in principle support the OUV of the property, but found that the current proposal was inappropriate, with one of the experts warning that: *'the project for the InterContinental Hotel, Vienna Ice-Skating Club and Konzerthaus area in its current state would impact urbanistic context so markedly and negatively that the conservation and value of the Viennese World Heritage property would be seriously threatened.'*³⁴

In general, the Mission regards the conclusions of the Expert Meeting on the proposed Heumarkt Neu project to be well considered, appropriate and relevant.

Heritage Impact Assessment (HIA)

As the second stage of the three-phase process, the State Party commissioned an HIA to assess the project against its impact on the OUV of the property and develop mitigation measures. The HIA, which has been reviewed by ICOMOS, has come to the following conclusions, quoted here in full:

'Effects of the planned Heumarkt Neu project:

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

- Belvedere gardens: *Dramatic change of the appearance of St. Stephen's Cathedral creates adverse effects on the everyday perception of historically significant monocentric urban structure / the historic skyline of Vienna;*
- Lothringerstraße: *Inappropriate distortion of the historic Ringstraße ensemble as a result of the planned demolition and new construction of the existing InterContinental Hotel at a larger scale / creation of a new high point which is atypical for the type of buildings of the Ringstraße ensemble;*
- Stadtpark: *Amplification of the already existing scale problems of the existing hotel as a result of the planned demolition and new construction at an even larger scale.*

³⁴ Expert Workshop – Historic Centre of Vienna 14-15 March 2018 Report on Results. p. 11.

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

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

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

However, from the perspective of the assessing experts, the negative effects cannot be outweighed by the expected positive effects of the planned Heumarkt Neu project, since its scale would in particular result in direct impairments of the Outstanding Universal Value of the World Heritage property Historic Centre of Vienna.³⁵

The HIA comes to the following recommendations for the Heumarkt Neu project:

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

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

Discussion

The Mission assessed the HIA to be a very high-quality, well-researched and evidence-based document. The Mission finds the conclusions and recommendations to be well-founded, highly relevant and urgently applicable. The HIA provides conclusive evidence for the impact of the proposed development on the OUV of the property.

The City of Vienna's Step 2025 High Rise Vision states that *'it becomes evident that Vienna needs high-rises only under the premise that these will contribute outstanding added value for the community at large,*³⁶ and that the advantages of high-rises must be plausibly presented.³⁷

³⁵ Michael Kloos Planning and Heritage Consultancy, 2019. Heritage Impact Assessment Heumarkt Neu building project and development of the World Heritage property Historic Centre of Vienna. (Draft: 28 January 2019)

³⁶ City of Vienna, Municipal Department 21 (MA 21) – District Planning and Land Use, 2014. *Step 2025 Thematic Concept High-Rise Buildings*. p. 16.

³⁷ Ibid, p. 40.

The three-phase process has highlighted the very serious negative effects on the property's Outstanding Universal Value, and the HIA has concluded that negative visual impacts will result on the views from the Belvedere gardens, Lothringerstraße and Stadtpark.

The Mission requested information on the use of the tower component of the project, but was informed by the developer that the final use had not yet been decided.

The potential positive impacts of the development for the community at large, as seen within the UNESCO Sustainable Development Goals 2030 (SDGs) have not been assessed.

Recommendations

Refer to the recommendations following section 2.4.2, below.

2.4.2 Assessment of the potential and its degree to negatively impact the attributes underlying the OUV of the World Heritage property and thus to contribute to the question if the project would threaten the conservation and value of the property to an extent that would lead to the loss of OUV

Background

The Mission has visited the property and development site, engaged with the City of Vienna, project developer, opponents and supporters of the project, and assessed the results of the first two phases of the three-phase process.

Discussion

The Mission concluded that the Heumarkt city block can be redeveloped and that a redevelopment can lead to an improvement of the urban quality of the property and improve the quality of life of the inhabitants of Vienna. However, the proposed Heumarkt Neu project, as it currently stands, will have a high negative impact on the OUV of the property, predominantly as the result of its major negative visual impact on the property. The project conclusively threatens the conservation and value of the property.

The implementation of the project in its current form would further highlight the threats posed to the OUV of the property by inappropriate controls, and an ineffective management system, and would invalidate the conclusions of the three-phase process, proposed by the State Party itself. The project requires a mitigative redesign.

It should be noted that the proposed two-year moratorium recommended by the 2019 HIA occurs in an independent report commissioned by the State Party, which formed part of the three-phase approach proposed by the State Party.

The Mission cautions that the implementation of the project in its current form, in the opinion of the Mission:

1. Is in contradiction to the City of Vienna's own policies, notably the Step 2025 Thematic High Rise Concept;
2. Does not resonate with the State Party's commitment as signatory to the World Heritage Convention to protect the OUV of the Historic City of Vienna, and;
3. Would create a highly undesirable and damaging precedent, on the scale of the property, and internationally.

The implementation of the proposed Heumarkt Neu project in its current form would destroy a view that is a crucial component of the OUV of the property and might therefore lead to important loss of historical authenticity and of cultural significance in the sense of paragraph 192 a) and b) of the *Operational Guidelines*.

The Mission advises that the State Party follow mitigation practice:

1. Avoid impact: The Federal Government, as signatory to the Convention, should enter into negotiations with the developer to further develop mitigation measures for the project to avoid the impact.
2. Mitigate: develop mitigation measures for the entire project to reduce the unavoidable remaining negative impact.

In order to redress any residual impact, this impact needs to be measured and measures which actively contribute to the protection of the OUV of the property need to be identified and implemented to compensate for any damage to the OUV of the property.

In order to better understand the interrelationship between the high-rise project and economic pressures, the Mission has wished further explored the notion of “public value”.

Quantifying “public value”: contingent valuation method

The result of the analysis of development of the World Heritage property since 2001 in the Heritage Impact Assessment (HIA) underlined that ‘*decisions are continuously dominated by high-rise projects*’. This situation is not unique to the World Heritage property Historic Centre of Vienna but concurs with some other cases in the European region. In most of the cases, high-rise projects result in impacting negatively the authenticity and integrity of World Heritage properties because they conflict with the specific skyline and silhouette of European historic cities. In this context, the main argument raised by developers and political actors for proposing such a drastic change in the specific urban skyline and fabrics of European historic cities is the claim of a resulting and compensatory new “public added value”.

In the case of the Heumarkt Neu project in Vienna, the potential “public added value” was mentioned explicitly in the new general planning and protection instrument entitled *Thematic Concept for High Rise building – STEP 2025*. The Preamble of the *Thematic Concept for High Rise building – STEP 2025* stated that high-rise building would generally be permitted in the Historic Centre of Vienna ‘*provided they generate **outstanding added value** for the community*’.³⁸ In addition, key actors, such as the site manager, the Vienna Municipality representatives and the developers refer to the “public added value” of the Heumarkt project to derive socio-economic benefits. This was the case during the presentation of the Project Heumarkt Neu by the developers to the Advisory Mission team (on Tuesday 13 November). Consequently, the Heritage Impact Assessment commissioned by the City of Vienna for the planned Heumarkt Neu project has taken into account “*the socio-economic impacts on the World Heritage property*” understood as the “*added value of the project*” in the range of “*impacts*” entailed by the project, together with visual, functional and physical impacts among others. The evaluation grid of the magnitude of *positive impacts* therefore includes the indicator: “*spatial and /or socio-cultural, and economic*”.

³⁸ Michael Kloos Planning and Heritage Consultancy, 2019. Heritage Impact Assessment Heumarkt Neu building project and development of the World Heritage property Historic Centre of Vienna. (Draft: 28 January 2019), p. 73. See also: City of Vienna, Municipal Department 21 (MA 21) – District Planning and Land Use, 2014. *Step 2025 Thematic Concept High-Rise Buildings*. p. 16 & 40.

benefits for cultural heritage property and its setting".³⁹ Conversely, the indicator of the evaluation grid of the magnitude of *negative impacts* only refer to "*the impact on the key characteristics of the cultural heritage property and its setting*".

The assumption that socio-cultural and economic impacts of high-rise projects can only be positive or beneficial in a World Heritage context is therefore not only part of the general narrative presented by developers but also replicated in the Heritage Impact Assessment tool aiming at evaluating impacts in an objective way. Considering its implication in the process of assessment (negative versus beneficial), it is worth exploring such an assumption. The HIA report echoed this need and considered it important "*to substantiate to what extent the high rise projects generate socio-economic added value for the general public*".⁴⁰ The author of the HIA recommended (R 8) the completion "*of an independent study on the added value of the planned Heumarkt Neu project*" and more precisely, the "*amendment of the existing Heritage Impact Assessment by another expert report to evaluate the social and economic added value for the general public by the Heumarkt Neu project*".⁴¹

A number of remarks can be made on the principle of referring to socio-cultural and economic benefits or public added value in the implementation of the World Heritage Convention and the monitoring of the state of conservation of World Heritage properties.

Application of the theory and methods of economics to issues surrounding cultural heritage and its preservation has developed in recent years to yield a distinct area in the economics of art and culture that studies issues of management, valuation, investment, financing and policy relating to tangible and intangible heritage.⁴² It has resulted in a new literature known as *Heritage Economics*. This literature refers to the concept of *cultural capital* as a basic proposition describing durable assets that embody or give rise to cultural value in addition to economic or financial value they may possess.⁴³ Any heritage site has an economic value reflected in the market price of its components (buildings, lands...) but it has also a cultural value "*indicated by measures of cultural significance that are not able to be fully expressed in financial terms*"⁴⁴ This non-market value of the cultural capital attached to built heritage is part of the economics of amenities. Economics of amenities acknowledge the possibility for a community to enjoy the cultural capital, as for example the presence of well-preserved cultural heritage. When we speak of socio-cultural and economic benefits resulting from heritage preservation, and especially from World Heritage preservation, we therefore refer to this complex array of market and non-market values, of economic and cultural capitals attached to a specific property.

However, beside the theory and methods of *Heritage Economics*, most of the applied cases/empirical studies of evaluation relate to quantifying the impact of World Heritage designation in terms of visitation and visitors spending, hence on impact of tourism and cultural tourism. The commonly accepted idea is that such designation creates public awareness and increases visitation of the site;⁴⁵ therefore what is first measured are the benefits derived from tourism receipts.⁴⁶

³⁹ Michael Kloos Planning and Heritage Consultancy, 2019. Heritage Impact Assessment Heumarkt Neu building project and development of the World Heritage property Historic Centre of Vienna. (Draft: 28 January 2019), p. 103.

⁴⁰ Ibid, p. 73.

⁴¹ Ibid, p. 8.

⁴² Throsby, 2010; Rizzo and Mignosa, 2013.

⁴³ Rizzo and Throsby, 2006

⁴⁴ Throsby, 2016

⁴⁵ This idea is often the very reason for investing in the lengthy preparation of a World Heritage nomination dossier.

⁴⁶ Van Blarcom & Kayahan, 2011.

A first remark is that there is no standard unit of account by which the non-market/cultural value resulting from World Heritage designation can be measured, or empirical works/studies that could adequately account for both socio-cultural and economic benefits of a World Heritage property designation and its preservation.

A second remark follows from it. No study has considered the non-monetary values assessment of the changes occurring in a World Heritage property after its inscription and especially changes that might affect its integrity and the authenticity. Therefore, the claim of “*public added value*” or “*socio-economic benefits for public*” stems from an *ad hoc* assumption that rejuvenation and upgrading of the historic urban fabric are inherently positive because rejuvenation and upgrading would equate to socio-cultural and economic benefits, although those benefits remain undefined. “*The entire area appears neglected, closed off and blocked up with a mishmash of humdrum buildings [...] there is a chance to see the area in its entirety again and to reconceive it as an urban space with respect to its importance and tradition.*”⁴⁷.

A third remark relates to the logic behind the weighing and comparison of positive impacts versus negative impacts, especially in the context of the World Heritage Convention. In addition to the fact that socio-cultural benefits remain undefined, the *Operational Guidelines for the Implementation of the World Heritage Convention* do not foresee that negative impacts on the OUV of a property may be compensated by positive impacts. The *Operational Guidelines* only refer to mitigation measures that will aim to limit the negative impacts.

It might easily be argued that World Heritage status, as an international designation, directly enhances the cultural significance of a site and as such is an integral part of the non-market value of a property. In the same way that its granting adds to the cultural significance and can be assessed as a non-monetary value, its loss, even potential, must be reflected and assessed in a comprehensive evaluation of impacts, positive and negative, on the OUV of a World Heritage property. Leading experts in Heritage Economics, such as Throsby, have underlined that “*rigorous and objective measurement of cultural value remains an elusive task until more systematic evaluation methods are developed. Meanwhile, however, it is essential to identify at least qualitatively the important dimensions of cultural value in any overall assessment of the value of a heritage site*”. To respond to the need for evaluation methods and tools that would help to measure public-good or non-market values, *Cultural Economics* theory has proposed to survey groups of identified beneficiaries with survey methods that assess “*the willingness to pay for the intangible benefits that they enjoy.*”⁴⁸ The approach asks people to directly report their willingness to pay (WTP) to obtain a specific good, or willingness to accept (WTA) to give up a good. Known as Contingent Valuation method, it aims at providing a monetary value to non-monetary assets in order to conduct evaluation and comparison and provide an objective basis for decision-making.

Such objective and informed decision-making process would rely on the questions put forward for the survey which would have to encompass not only the search for monetary value of non-market value such as the socio-cultural value, but also the wide range of situations where those values are provided, enhanced and/or lost.

Recommendations

The Mission recommends:

⁴⁷ Refer to: *Urban redesigning hotel Intercontinental/Wiener Eislaufverein/wiener Konzerthaus*, p. 19, document circulated to the Advisory Mission team.

⁴⁸ Navrud & Ready, 2002.

1. That the State Party adopts the recommendations of the Heritage Impact Assessment urgently and in full.
2. That the State Party provide the full use information of the project, including the high-rise component to the World Heritage Centre.
3. Further to recommendation n° 8 of the HIA,⁴⁹ the Mission recommends that the State Party use the Contingent Valuation Method (CVM) to:
 - a) Define qualitatively and quantitatively socio-cultural and economic benefits resulting from the Heumarkt Neu Project;
 - b) Quantify the intangible cultural values represented by the World Heritage status of the property Historic Centre of Vienna;
 - c) Consider the benefits versus the loss of intangible cultural values such as the World Heritage status resulting from high-rise projects negatively impacting on the OUV of the property.

For example, the main attributes of the property such as the “*historically significant monocentric urban structure*” and “*historic skyline of Vienna*” should be given a monetary value in order to better assess the socio-cultural benefits resulting from the present day/status quo situation. The willingness to pay (WTP) for keeping the World Heritage status or keeping the Historic Vienna skyline as it is today should also be considered to compare in a more objective and informed way the claim of public added value resulting from the Heumarkt Neu project.

The Mission also cautions that – seen within the context of cumulative impacts of the development of the property since inscription, including the roof conversions – the implementation of the Heumarkt Neu project in its current form would illustrate that the economic pressures on the property, already evident at the time of its inscription, cannot be sufficiently managed and contained, and that this poses a threat to the OUV so large as to lead to the conclusion that the OUV of the property cannot be effectively conserved in a sustainable manner in the longer-term.

2.5 Assessment of current developments of the roof scape within the property against the backdrop of the study on historic roof constructions and the resulting acknowledgements

Background

The Mission was presented with the roof-cadastre, a systematic inventory of the roof constructions of the property, the origins of which span a period of 700 years.

This roof cadastre is a thorough scientific study and provides a good baseline for further management of roof conversions in the property. The commissioning of this cadastre was welcomed by the World Heritage Committee in 2017. The World Heritage Committee at the same time requested a moratorium on roof-top conversions in the property until the study could be completed.⁵⁰

Discussion

The roof cadastre is a thorough study and presents a detailed picture of the status of the roof structures of the Historic Centre of Vienna, and includes 1400 roofs mapped. It, however, only investigated timber roof construction types and does not include steel and composite roofs. Its

⁴⁹ Michael Kloos Planning and Heritage Consultancy, 2019. Heritage Impact Assessment Heumarkt Neu building project and development of the World Heritage property Historic Centre of Vienna. (Draft: 28 January 2019) p 8.

⁵⁰ 2017 41 COM 7B.42

valuation of the heritage value of the roofs mapped focused mainly on age and typology. It also indicated roof extensions, but without detail on the nature of a roof extension (i.e. if the entire roof was replaced, if the structure was augmented, or simply added to). The process saw 1500 dendrochronological readings taken.

The roof cadastre focussed only on timber roofs and needs to be extended to include steel and composite roof constructions and the conclusions need to be translated into planning policy.

The most concerning conclusion of the roof cadastre study is that a large portion of the roofs of the Historic Centre of Vienna have already been converted. As many as 85% of all Gründerzeit buildings in the property have seen their roofs being converted, leading to an altering of their typological and material character. The Mission observed a number of conversions being undertaken while on its visit to Vienna. The possibility to continue with roof conversions still exists despite the World Heritage Committee's request that the State Party issue a moratorium on further rooftop conversions.

It should be further borne in mind that roof conversions rarely occur in isolation but are part of a larger remodelling of individual buildings and changes to the floor plans of buildings, all of which affect the material authenticity of the property that in turn supports the OUV of the property (criteria (ii) and (iv)).

Recommendation

The rooftop conversions of the recent past have altered especially the material authenticity of the Gründerzeit buildings, altering the urban morphology of the property.

The roof cadastre came to the conclusion that approximately 85% of the roofs of the Gründerzeit buildings in the property have been adapted. It should also be borne in mind that roof conversions often require not only alteration or replacement of authentic roof structures and coverings, but also internal alterations to buildings, including new circulation systems – stairs and lifts – which affect the material and architectural integrity and authenticity of the built fabric of the property.

The large number of roof conversions of buildings from the Gründerzeit means that the material and architectural integrity and authenticity of the Gründerzeit period is under threat, but also that the urban morphology of the property, which depends largely on the property's Gründerzeit built heritage fabric, has been affected. This has had a notable impact on the visual integrity and authenticity of the appearance of the urban morphology of the property.

The Mission advises that the city implement new urban development guidelines that halt all new rooftop conversions - which have an effect of increasing the heights of buildings - and changing the appearance of roofs in the property. This is seen as an essential step that urgently needs to be taken to preserve the visual integrity of the property as well as the material authenticity of the Gründerzeit built attributes of the property.

Seen in the light of conclusions of the roof cadastre study, and in the light of the critical contribution that the roof scape and tangible fabric of roofing structures make to the authenticity of the three phases of development that contribute *together* (and therefore are of equal importance) to the OUV of the Historic Centre of Vienna, the Mission recommends that:

1. The roof cadastre needs to be extended to include steel and composite roof constructions.
2. The conclusions of the roof cadastre on the value of structures should not be based only on age and rarity of typology, but should be extended to the streetscape and

- urban morphology that results from the roof scape and its historic authenticity.
3. The conclusions of the roof cadastre need to be put into policy and included in a new Management Plan for the property.
 4. In order to maintain the material authenticity of Grunderzeit buildings as attributes of the OUV of the property, the remaining 15% of unaffected Grunderzeit-period roofs, as identified in the roof cadastre, urgently need to be protected.
 5. Further investigations should be undertaken on the current material and architectural authenticity of the property, following which recommendations on the further protection of the architectural heritage of the property need to be developed and enacted.
 6. The Mission also recommends that the State Party reassess the regulations for rooftop conversions and extensions. It would be advisable to implement a moratorium on rooftop conversions until such a time as appropriate tools and approvals processes have been developed to harmonise these proposed conversions with their urban morphological context (and in accordance with the principle of the 2017 World Heritage Committee Decision on the property).⁵¹

2.6 Assessment of recent changes to the planning controls, as well as the effectiveness of the current management system of the property (against the background of concerns expressed by the 2012 and 2015 missions as well as of the current state of conservation)

Background

The World Heritage Committee Decision to place the Historic Centre of Vienna on the List of World Heritage in Danger was a direct result of the danger the lack of planning controls holds to the OUV of the property, as evidenced by the Heurmarkt Neu project:

‘that the current planning controls pose serious and specific threats to the OUV of the property, such that the property is in danger, in accordance with Paragraph 179 of the Operational Guidelines.’⁵²

The management of the Historic Centre of Vienna World Heritage property currently resides with the City of Vienna City Administration, Municipal Department 19 (Architecture and Urban Design). The property has been managed without the guidance of a Management Plan since its inscription, despite one having been submitted to the World Heritage Centre. This draft Management Plan was written in 2002, and updated in 2004/5, but never adopted by the City and therefore not implemented.

Discussion

In the context of the lack of a Management Plan, the property has been managed according to the guidelines for urban development, including the Municipal Building codes, zoning and building plans (Flächenwidmungsplanes und Bebauungsplanes), the Step 2025 Thematic High Rise Concept (2014), and the Glacis Master Plan (2014). None of these documents or tools have at their core the ambition to conserve and develop the OUV of the property – an ambition which

⁵¹ 41 COM 7B.42

⁵² Ibid

should be at the core of a Management Plan for a property that is inscribed on the World Heritage List.

One instance illustrating the lack of focus on the conservation of the OUV of the property is provided in the context of the Heumarkt Neu project. The Glacis Master Plan for instance states that:

*'In connection with planning considerations for buildings and objects, it is principally required that all project applicants establish agreement with the office for co-ordination of UNESCO World Heritage matters at the Chief Executive Office of the City of Vienna, Executive Group for Construction and Technology, Directorate General for Urban Planning, Development and Construction, in order to ensure that **a potential urban development project will have no negative impact on Vienna's cityscape.**'*⁵³ [Mission's own emphasis]

The Glacis Master Plan does not provide the criteria against which these impacts can be measured and did not preclude the City from approving the urban framework for the Heumarkt Neu project in 2018, despite repeat indications of a negative impact on the OUV of the property.

The subsequent Viennese Parliament Decision (in the context of Vienna this is equal to the city council) of May 2018 limiting high-rise in the World Heritage property is an addendum to the Step 2025 High Rise Concept, excluding new approvals for high rise developments in the inner city and the areas of the Glacis Master Plan, and is a welcome step towards improving the planning controls for the property. High-rise is described as any building taller than 35 metres in the Viennese Building Regulations.

This decision is a welcome step, but still only provides a very blunt instrument for the management of the property. In the case of the Glacis, for instance, the original control height was 24.5 metres and the limiting to 35 metres does not adequately address this specific context.

Also of concern is that this decision is an amendment can be easily retracted, at any time, by the same body that adopted it. It therefore does not provide for sufficient long-term surety to protect the property from high-rise or inappropriate development. The Mission concludes that more careful regulations and assessment systems are required that look at the specific context of a building; the aim should not be to limit height but to harmonise any new construction with the immediate and larger context. This requires a careful assessment of the absorption capacity for each individual specific site.

The Mission concludes that the management of the property has been lacking since inscription, largely due to the failure of the State Party to implement the Management Plan. The current planning instruments do not take the conservation of the OUV of the property as a point of departure, but rather seek to find opportunities for development, without adequately defining the tolerances for change against the maintenance of OUV, or the measures for assessment of impact.

Recommendations

The Mission recommends the State Party take urgent action to repair the continuous failure in management of the property, not only as an urgent measure, but also in response to the request of the World Heritage Committee to develop corrective measures for removal of the property for the List of World Heritage in Danger.

⁵³ City of Vienna, 2014. *Glacis Master Plan*. p. 18.

This requires:

1. A thorough assessment of the management structure of the property, on city and national level by the Ministry for EU, Arts, Culture and Media, the focal point for World Heritage in Austria.
2. Development of a new management structure, with:
 - a. representation of the Federal Government as signatory to the World Heritage Convention in the decision-making process of the new management structure;
 - b. a division for monitoring, evaluation and reporting;
 - c. creation of an independent Advisory Expert panel, the members of which should not be directly affected by developments in the city, to be selected by the City of Vienna and confirmed and appointed by the Federal Government, and also include one representative from the Federal government. This advisory body should meet on a needs basis, review all and any projects that may have an impact on the OUV of the property and also steer the development and periodically review the implementation of the Management Plan, definition of attributes, vedutas, perspectives and vistas, etc. This body should have the power to review projects, indicate if the projects will have a negative impact on the OUV of the property, and provide a binding recommendation to the city with regard to approvals, or indicate if a project needs to be submitted to the World Heritage Centre for review under the provisions of Paragraph 172 of the Operational Guidelines.
3. The State Party should reassess the current urban development frameworks from the perspective of the need to maintain and develop the attributes that together define the OUV of the property, and augment the urban development tools and frameworks where needed and include criteria for evaluation of impact and the inclusion of impact assessment processes.

2.7 Recommendations for the development of a set of corrective measures, a timeframe for their implementation and a Desired State of Conservation for removal of the property from the List of World Heritage in Danger (DSOCR), that will take stock of the decisions, namely 41 COM 7B.42 and 42 COM 7A.5.

The Mission and State Party engaged in a very productive manner on the process towards the development of a set of corrective measures and Desired State of Conservation for the removal of the property from the List of World Heritage in Danger.

The conclusions from the discussions include:

1. The State Party will, in collaboration with ICOMOS Austria, make an immediate start on the development of a new Management Plan for the property. This process will include:
 - a. A review of the existing, not actualised, Management Plan.
 - b. A review of the current state of conservation of the property as seen against a projected state of conservation of the property, had the Management Plan been implemented in 2002.
 - c. Preceding the drafting of a Management Plan, the State Party, in collaboration with stakeholders such as ICOMOS Austria, will define the attributes that together support the OUV of the property.
2. The State Party will analyse all previous Committee Decisions and mission reports before starting to develop the Desired State of Conservation for the removal of the property from the List of World Heritage in Danger and corrective measures.
3. The State Party indicated that the Viennese Building regulations could be adapted to include World Heritage status as an informant in planning processes. This should be

- undertaken as a matter of urgency.
4. A mechanism needs to be developed to allow for the protection of historic parks and landscapes within the property.
 5. The Mission recommends that the State Party include World Heritage status as a protected category in the national Federal Monuments legislation.

The State Party agreed to continue to develop a set of corrective measures, a timeframe for their implementation and a Desired State of Conservation for removal of the property from the List of World Heritage in Danger and submit these to the World Heritage Centre for review by the Advisory Bodies.

The process is informed by the three-phase approach (expert meeting, independent HIA and joint UNESCO / ICOMOS Advisory Mission), which is intended to inform the State Party in its process with a view to submitting the DSOCR.

For further recommendations of the Mission on the set of corrective measures and a Desired State of Conservation for the removal of the property from the List of World Heritage in Danger, refer to the general conclusions and recommendations below (Section 3).

3 CONCLUSION AND RECOMMENDATIONS

3.1 Summary of findings

The Historic Centre of Vienna World Heritage property stands at a crossroads. The Mission was impressed by the openness and earnestness with which the State Party engaged both the Mission and the challenge of the future maintenance and development of the OUV of the Historic City of Vienna. The Mission is of the opinion that this sincere spirit of collaboration and communication will bear fruit in the short term.

The future conservation and maintenance and development of the OUV of the Historic City of Vienna is a daunting challenge, especially in the context of the future sustainability of the property, in accordance with the SDG 2030. This will require compromises be made. These compromises can best be made on the basis of thorough assessment. The State Party has already developed good procedures for stakeholder engagement and its proposal of the three-phase process, of which this Mission is the last step, is laudable. It illustrates the seriousness and visionary engagement of the State Party with the Historic City of Vienna World Heritage property.

The case of Historic Centre of Vienna has great potential to pave the way for other urban World Heritage properties by being a visionary example of integrated sustainable conservation.

3.1.1 The three-phase process

As said, the three-phase process was a valuable exercise despite the very late submission of the HIA. It has not only addressed the Heumarkt Neu project, but also the state of conservation of the property and the management system.

The Mission concludes that the results of the Expert Meeting and HIA are appropriate and critical and need to be investigated and adopted by the State Party.

Especially the recommendations of the HIA are of significance and the Mission adopts its recommendations and advises the State Party to do the same. These recommendations echo closely the recommendations the Mission arrived at:

Recommendations from the 2019. *Heritage Impact Assessment Heumarkt Neu building project and development of the World Heritage property Historic Centre of Vienna.*⁵⁴

(Draft: 28 January 2019)

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

- *Suspending any other planning measures for the planned Heumarkt Neu project, including any building application, for the next two years.*
- *Using this period to explore possible World Heritage compatible alternatives for the current Heumarkt Neu project, taking account as far as possible of the above-mentioned positive aspects of the current project.*
- *Preparing World Heritage compatible alternatives based on the existing Glacis Master*

⁵⁴ Michael Kloos Planning and Heritage Consultancy, 2019. *Heritage Impact Assessment Heumarkt Neu building project and development of the World Heritage property Historic Centre of Vienna.* (Draft: 28 January 2019) pp. 5-8.

Plan, taking account of the historical urban context, and focus on reducing the negative effects on the visual integrity of the World Heritage property caused by the building height and the scale.

[The Mission acknowledges in relation to the above recommendation that it is the State Party's prerogative to determine what options are available to implement the above moratorium recommendations, particularly in the case of the approvals that are already in place for the Intercontinental Hotel / Ice Skating Club / Konzerthaus Area (Heumarkt Neu) project].

Recommendation 2: Use the period of inscription on the List of World Heritage in Danger to prepare a management plan:

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

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

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

Recommendation 4: Definition of attributes of the UNESCO World Heritage property:

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

basis of the above-mentioned management plan. If necessary, the attribute mapping can take place at the beginning of the development process of the above-mentioned management plan.

Recommendation 5: Adding new protection and planning instruments at federal level:

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

Recommendation 6: Adding formal protection and planning instruments at the level of the City of Vienna:

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

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

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

Recommendation 8: Completing an independent study on the whole socio-cultural and economic value of the WH property and the potential added value of the planned Heumarkt Neu project, possibly using the Contingent valuation method:

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

Recommendation 9: Establishing a World Heritage Advisory Board:

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

Recommendation 10: Initiating an open, interdisciplinary dialogue on Vienna's World Heritage:

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

3.1.2 Additional project specific conclusions and recommendations

With regard to other project-specific recommendations, the Mission advises that:

1. The Karlsplatz re-development area (including the Wien Museum and Winterthur Building)

Conclusions:

- a. The project can greatly benefit the property. No HIA is required.
- b. The addition of extra storeys to the Winterthur Building can only be undertaken in collaboration with the planned demolition of the bay adjacent to the Karlskirche thereof.

Recommendations

- a. The State Party should submit final designs for the entrance and the materiality of the new volume on top of the Wien Museum to the World Heritage Centre for review by the Advisory Bodies.
- b. It would be prudent to adapt the landscape design to accommodate a future shortened Winterthur building.

2. The Schwarzenberg Garden including the Belvedere Stöckl project

Conclusions:

- a. It is unfortunate that the State Party allowed construction to proceed for the Belvedere Stöckl project before this Mission could present its mission report.
- b. The Schwarzenberg Garden is an important garden that should be acknowledged as an attribute that contributes to the OUV of the property.

Recommendations:

In view of developing a longer-term perspective and to create clarity for the future, the Mission reiterates the advice contained in the January 2019 ICOMOS Technical Review that:

- a. *an overarching vision document/design framework should be developed for the entire Schwarzenberg Palace and Gardens ensemble, for submission/agreement and that this vision be assessed through an impact assessment process. Longer-term ideals, such as the possible removal of the tennis club, appropriate reuse of the Upper Basin, sustainable adaptation of the Schwarzenberg Gardens to climate change impacts, and more, can all be taken into consideration in such a longer term vision. The Federal Monuments Authority should play a leading role in this process. This should be undertaken before any additional projects are executed.*
- b. The State Party are advised to reassess the designs for the Belvedere Stöckl project in response to the ICOMOS Schwarzenberg Garden Technical Review.

3. The Heumarkt-Neu project

Conclusions:

- a. The implementation of the Heumarkt Neu project in its current form would destroy a view that is a crucial component of the OUV of the property and might therefore lead to important loss of historical authenticity and of cultural significance.
- b. The implementation of this project may lead to the conclusion that the OUV of the

property cannot be conserved sustainably into the future and will continue to degrade, making the continued inclusion of the property on the World Heritage List untenable.

4. Roof conversions and roof cadastre

Conclusions:

- a. The completion of the roof cadastre is a laudable accomplishment that has reached an excellent level of technical resolution. It provides a very good base for the further management of the integrity and authenticity of the roof structures of the property.
- b. The continuous alteration of the roof scape of the property has had a large impact on the authenticity and integrity of the property.

Recommendations:

- a. It would be in the best interest of the maintenance of the OUV of the property to implement the 2017 World Heritage Committee request for a moratorium on all roof conversions.
- b. The roof cadastre needs to be extended and augmented to include steel and composite roof structures, a deficiency that needs to be addressed to encompass the integrity and authenticity of the architectural fabric of the later development phases of the property.
- c. The roughly 15% of Gründerzeit roofs that remain in their original state should be given immediate protection as they form an as integral attribute that contribute of the OUV as does, for instance, medieval roof structures.
- d. The results of the roof cadastre study need to be translated into policy – both heritage law or by-law and protection as well as the Management Plan for the property.

3.1.3 Other conclusions and recommendations relating to the terms of reference

1. Development of the state of conservation of the property since inscription, including its urban morphology

Conclusions:

- a. The state of conservation of the fabric of the property has in general benefitted from the City of Vienna's monuments repair fund and the economic growth of the city of Vienna. This is especially evident in the facades of the buildings in the medieval core of the property.
- b. This economic growth has had a marked impact on the visual and urban setting of the property, specifically its monocentric urban structure.
- c. This economic growth has further also impacted negatively on the physical fabric of the property, through inappropriate adaptive re-use projects, expressed most visibly in roof conversions and extensions, most visible in Gründerzeit buildings, but expected to have impacted the interiors of the built fabric as well.
- d. The cumulative effects of changes to the built fabric and the larger urban setting has eroded the integrity and authenticity of the urban morphology of the property.
- e. The Mission concludes that more careful regulations than the existing are required,

which look at the specific context of a building. The aim should not be to limit height but to harmonise any new construction with the immediate and larger context. This requires a dynamic and site-specific approach. The division of the guidelines for high-rise and low-rise at 35 metres does not adequately address the specifics of individual places in the property.

Recommendations:

- a. The application of criterion (vi) to the OUV of the property as a centre for music continues to be justified in the opinion of the Mission. The tangible and intangible attributes that contribute to this could further benefit through a structured advancement, steered by a Management Plan and balanced management structure.
- b. The Step 2025 High Rise Vision remains too vague on specific requirements for new-build or remodelling of buildings below 35 metres in height. The architecture of new-build should be carefully developed to harmonise, not be of an outstanding individualism.

2. Management system, structures and management plan

Conclusions:

- a. The management system and structures for the property are inadequate, and have led to an erosion of the OUV of the property since its inscription.
- b. A process of continued monitoring and evaluation, linked to a clearly structured Management Plan, is essential to track the overall development of the property.
- c. Collaboration with stakeholders and third-party institutions can provide great benefit to the management and appropriate sustainable development of the property.

Recommendations:

Urgent action needs to be undertaken to address the deficiencies in management systems, and the structures that implement them, and be based on a Management Plan that positions the protection and development of the OUV of the property as its central concern.