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MISSION REPORT

Historic Centre of the City of Salzburg (Austria) (C784)

2-3 April 2013

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ICOMOS

**ICOMOS ADVISORY MISSION REPORT TO THE HISTORIC CENTRE
OF THE CITY OF SALZBURG (AUSTRIA, C 784)
FROM 2 TO 3 APRIL 2013**



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1 BACKGROUND TO THE MISSION

1.1 Inscription history

The Historic Centre of the City of Salzburg was inscribed on the World Heritage List at the 20th session of the World Heritage Committee (Mérida, 1996) on the basis of criteria (ii), (iv) and (vi). The Committee considered that the site is of outstanding universal value being an important example of a European ecclesiastical city-state which preserves to a remarkable degree its dramatic townscape, its historically significant urban fabric and a large number of outstanding ecclesiastical and secular buildings from several centuries. It is also noteworthy for its associations with the arts, and in particular with music in the person of its famous son, Wolfgang Amadeus Mozart.

1.2 Statement of Outstanding Universal Value

The following retrospective statement of Outstanding Universal Value for the property was adopted at the 34th session of the World Heritage Committee (Brasilia, 2010).

Brief synthesis

Salzburg is an outstanding example of an ecclesiastical city-state, peculiar to the Holy Roman Empire, from Prussia to Italy. Most disappeared as political and administrative units in the early 19th century and adopted alternative trajectories of development. No other example of this type of political organism has survived so completely, preserving its urban fabric and individual buildings to such a remarkable degree as Salzburg.

Salzburg is the point where the Italian and German cultures met and which played a crucial role in the exchanges between these two cultures. The result is a Baroque town that has emerged intact from history, and exceptional material testimony of a particular culture and period. The centre of Salzburg owes much of its Baroque appearance to the Italian architects Vincenzo Scamozzi and Santino Solari. The Salzburg skyline, against a backdrop of mountains, is characterized by its profusion of spires and domes, dominated by the fortress of Hohen Salzburg. It contains a number of buildings, both secular and ecclesiastical, of very high quality from periods ranging from the late Middle Ages to the 20th Century. There is a clear separation, visible on the ground and on the map, between the lands of the Prince-Archbishops and those of the burghers. The former is characterized by its monumental buildings - the Cathedral, the Residence, the Franciscan Abbey, the Abbey of St Peter - and its open spaces, the Domplatz in particular. The burghers' houses, by contrast, are on small plots and front onto narrow streets, with the only open spaces provided by the three historic markets. Salzburg is rich in buildings from the Gothic period onwards, which combine to create a townscape and urban fabric of great individuality and beauty.

Salzburg is also intimately associated with many important artists and musicians, preeminent among them Wolfgang Amadeus Mozart.

Criterion (ii): Salzburg played a crucial role in the interchange between Italian and German cultures, resulting in a flowering of the two cultures and a long-lasting exchange between them.

Criterion (iv): Salzburg is an exceptionally important example of a European ecclesiastical city-state, with a remarkable number of high-quality buildings, both secular and ecclesiastical, from periods ranging from the late Middle Ages to the 20th century.

Criterion (vi): Salzburg is noteworthy for its associations with the arts, and in particular with music, in the person of its famous son, Wolfgang Amadeus Mozart.

Integrity (2010)

The historic centre of Salzburg contains all the key elements that define the ecclesiastical city-state. The overall coherence is vulnerable to the adverse impact of new developments in the buffer zone and setting

Authenticity (2010)

The centre of Salzburg has retained its historic townscape and street pattern to a high degree. Against the background of the surrounding hills, its architectural monuments, such as the Cathedral and the Nonnberg Convent, have retained their dominating roles on the skyline. The town has generally managed to preserve its historic substance and fabric, although it is vulnerable to new constructions which are not entirely sympathetic to the coherence of its Baroque form.

Protection and management requirements (2010)

Management occurs at national, regional and local level. The property is protected at both Federal and Provincial level. A number of other specific laws regarding particular matters (such as water management) also apply. In addition, consensual management is practiced, where property owners and relevant cultural societies can also bring about individual actions.

A management plan was elaborated in the year 2008 and finished by the end of January 2009 and sent to all authorities. This addresses the way new structures are integrated into the city's fabric and planning and how the impact of new urban development projects can be monitored and assessed to ensure the coherence and integrity are not compromised.

Over the last 40 years there has been an increasing collective awareness regarding the heritage value of the urban fabric. The Commune and individual owners take responsibility for the day-to-day management processes. This is based on advice and direction provided by the City's expert staff, in addition to guidance offered by the Federal Office for Protection of Monuments. Funds are available from the Federal State of Austria and through the Historic Centre Maintenance Fund (which is financed by the City and the Province).

1.3 Authenticity issues raised in the ICOMOS evaluation report at time of inscription

In the evaluation of the nomination dossier, ICOMOS noted that the authenticity of the Historic Centre of Salzburg was not in question as the property maintained its street pattern and townscape to a very high degree, and the main monuments, such as the cathedral and the Nonnberg convent, retain their dominating roles on the skyline, against the background of the hills that surround the town

1.4 Examination of the State of Conservation by the World Heritage Committee

At the time of inscription, there was no management plan for the World Heritage property, but ICOMOS considered that *the stringent controls over activities within the historic centre contained in the 1967 Law on the Preservation of the Old Town Centre (Altstadterhaltungsgesetz) may be deemed to constitute the equivalent to a historic centre plan.*

The state of conservation of the property was first examined at the 27th session of the World Heritage Committee (Paris, 2003) to raise attention to a project that was to be implemented at the train station (Decision 27COM 7B.58). At its 28th session (Suzhou, 2004), the World Heritage Committee requested the State Party to collaborate with the World Heritage Centre and ICOMOS in the review and development of the project at the train station (Decision 28COM 15B.81).

At its 29th session (Durban, 2005), the World Heritage Committee noted the preparation of the management plan for the property and acknowledged the consultation between the State Party and ICOMOS for the train station project and encouraged it to further cooperate in the case of other urban development projects. It also noted with concern that major high-rise projects had been undertaken in the immediate surroundings of the property which were likely to deteriorate its visual integrity. The Committee encouraged the State Party to improve specific legislation to ensure appropriate legal protection of the historic urban fabric and structure and urged it to avoid any construction or refurbishment that could negatively impact on the Outstanding Universal Value of the property (Decision 29COM 7B.72).

At its 31st session (Christchurch, 2007), the World Heritage Committee noted the progress made in the preparation of the management plan for the property and recalled the need to enforce specific policies aimed at protecting the historic urban fabric and structure at the national level. It encouraged further consultation processes for the train station project and other urban development projects that could affect the Outstanding Universal Value of the property and recommended that the Vienna Memorandum on "World Heritage and Contemporary Architecture, Managing the Historic Urban Landscape" (2005) be taken into account for any further decisions and planning processes regarding urban development in Salzburg (Decision 31COM 7B.105).

At its 32nd session (Quebec City, 2008), the World Heritage Committee noted with concern the lack of information on major on-going development projects and reiterated the importance of completing a management plan to ensure the protection of the Outstanding Universal Value of the property. It requested the State Party to submit to the World Heritage Centre a detailed report on the urban development projects under consideration and to invite a Reactive Monitoring mission to assess the potential impact on the Outstanding Universal Value that could result from the implementation of the urban development projects under discussion (Decision 32COM 7B.81). The reactive monitoring mission to the property was carried out from 27 to 29 January 2009.

At its 33rd session (Seville, 2009), the Committee noted the submission of the draft management plan and requested the State Party to ensure that Environmental Impact Assessments were carried out for all large-scale development projects even if located outside the buffer zone, with particular reference to the potential impacts on the Outstanding Universal Value of the property. It also requested that an Environmental and Cultural Impact Assessment for the hydroelectric power station be undertaken and submitted to the World Heritage Centre for review. The Committee urged the State Party to take steps towards implementing the recommendations made by the reactive monitoring mission, particularly by ensuring clear mechanisms for a coordinated and integrated approach among all decision-making entities and by revising the draft management plan taking into account the recommendations of the mission and elaborating on enhanced coordination mechanisms (Decision 33COM 7B.88).

At its 35th session (UNESCO, 2011), the World Heritage Committee acknowledged the State Party's efforts to establish clear mechanisms for a coordinated and integrated approach among all decision-making entities and requested the State Party to take the lead in establishing coordination roundtables. It also noted with concern that only few of the recommendations made by the 2009 reactive monitoring mission had been addressed and reiterated its request to take steps towards implementing all the recommendations. It further regretted that the submitted impact assessment for the hydroelectric power station did not contain sufficient information to assess the impact on the Outstanding Universal Value of the property and urged the State Party to submit as soon as possible a

heritage impact assessment to the World Heritage Centre based on the ICOMOS Guidance for Heritage Impact Assessment for World Heritage cultural properties. It also noted the range of projects under way within the boundaries of the World Heritage property and in the surrounding historic town centre and also requested the State Party to undertake heritage impact assessments as necessary and, in line with Paragraph 172 of the Operational Guidelines, to provide information on major development projects that might impact the Outstanding Universal Value of the property. It further reiterated its request to revise the draft management plan (Decision 35COM 7B.83).

1.5 Justification of the mission (terms of reference, programme and composition of mission team provided in Annexes)

On 19 December 2012, a letter was received at the World Heritage Centre from the Austrian Federal Ministry for Education, the Arts and Culture informing about major works foreseen, particularly with the development project Dr. Franz Rehr-Platz, in accordance to Paragraph 172 of the Operational Guidelines. The State Party requested in the same letter that an Advisory Mission to the property was carried out to evaluate new developments and other conservation issues at the property. The mission was carried out from 2 to 3 April 2013.

2. NATIONAL POLICY FOR THE PRESERVATION AND MANAGEMENT OF THE WORLD HERITAGE PROPERTY

The 2009 reactive monitoring mission to the property comprehensively described the national policy in place for the World Heritage property which is as follows:

2.1 Protected Area Legislation

Salzburg was inscribed on the World Heritage List in 1996, and since then, the city has undertaken to preserve its heritage in accordance with the Convention's requirements. This commitment was recorded in the latest version "72/2008" of the Salzburg Municipal Code (Salzburger Stadtrecht of 1966), under § 3a as follows:

"Preservation of the City's World Cultural Heritage:

One of the main goals of the activities of the city of Salzburg is the preservation of its World Cultural Heritage, in particular, the preservation of its historically significant Old Town as well as the structure and image of its townscape. Within the scope of the city's activities, this preservation is a matter of overriding public interest."

About 30 years before Salzburg was inscribed on the World Heritage list, various individuals – among them the reputable art historian Prof. Dr. Hans Sedlmayr – had recognised that the valuable Old Town of Salzburg had to be effectively preserved. As a result, the "Law on the Preservation of the Old Town Centre" (Altstadterhaltungsgesetz) was passed in 1967. Its 1980 version is now being implemented in coordination with and under the guidance of the "Expert Commission for the Preservation of the Old Town" (Sachverständigenkommission). In 1980, protection was extended to include the interior of buildings, open spaces, and squares, while also encouraging residential use (and prohibiting the re-dedication of residential properties to commercial use).

In 1995, the protected area was extended to include the zones dating from the *Gründerzeit*, which border on the medieval town centre (Protection Zone II / Schutzzone II), large parts of which are located in the property's buffer zone. In order to comply with the goals of restoration, the building regulations were amended in favour of Old Town preservation; upon the granting of restoration permission, the entire processing in the Old Town (Protection Zone I/ Schutzzone I) is handled in accordance with the Law on the Preservation of the Old Town Centre ("Altstadterhaltungsgesetz"), and it is thus no longer necessary to re-designate areas or change zoning maps.

In order to cover the main costs of conservation and restoration measures, a “Fund for the Preservation of the Old Town Centre” was created as a legal entity granting support on the basis of legal claim or as a free subsidy. Financial contributions are made by the regional government of Salzburg and by the city of Salzburg (in a ratio of 60:40).

While the “Protection Zone I” corresponds to a large extent to the designated World Heritage area, the “Protection Zone II” is considerably smaller than the property’s buffer zone. Together the Protection Zones I and II comprise approximately two thirds of the World Heritage area and its buffer zone.

The mission therefore recommended that consistent application of the legal framework be ensured and that it would be advisable to harmonize the boundaries of the built-up areas in the World Heritage property to those of the Protection Zone I (Schutzzone I).

In addition to the above-mentioned legal framework, the City Council revised the law stating that all the green areas of Salzburg (also those beyond the buffer zone) are protected and can no longer be re-zoned for development. The revised version of the so-called “Grünlanddeklaration” (Declaration on the Preservation of Green Areas) is in force as of 1st January 2009. Yet, it remains possible in exceptional cases to exchange such an area for buildable land requiring however that a larger area of former building land in other locations be re-dedicated to green area. In this way, the city authorities have put in place an additional tool to ensure a better preservation of Salzburg’s urban cultural landscape, in the widest sense of the term, as it is now a requirement to revitalise or to increase densification of the existing built-up areas before developing on open land.

2.2 Institutional Framework and Management Structure

It should be noted that at the time of the nomination of the site, the dossier was prepared by the regional and national authorities without significant involvement by the city authorities or the local communities. Responsibilities at the local level were only clarified during the first cycle of the European Periodic Reporting exercise and in recent state of conservation reports.

The main responsibility for the implementation of the World Heritage Convention in Austria lies with the Austrian Federal Ministry of Culture (BMUKK). Since February 2008, Dr Bruno Maldoner has been designated as the Focal Point in charge of World Heritage issues in Austria.

The main responsibility for the site-management of the World Heritage property lies with the city authorities of Salzburg, and more specifically with the Building and Planning Department of the City of Salzburg (Baubehörde, Abt.5, represented by Senate Councillor Dr. Herbert Lechner). Site-management is carried out by a permanent staff member, who follows and advises restoration and construction projects in the World Heritage property in addition to his official administrative assignments.

While the city administration is the main site-managing entity, a number of properties within the World Heritage site and its buffer zone are owned by national authorities such as the National Railway Company (ÖBB) and the Federal Office for Water Management (“Wasserwirtschaftsamts”) of the Republic of Austria, which exerts planning autonomy over their properties.

Furthermore, the Salzburg based branch of the Federal State Office for the Protection of Historical Monuments (“Landeskonservatoriat Salzburg des Bundesdenkmalamts”) gives detailed advice regarding protected historical buildings and supervises their repair or restoration. This includes ensuring that all archaeological and documentary requirements are met. Hence, even before being inscribed on the World Heritage list, Salzburg was already taking measures to ensure its preservation.

According to § 11 of the amended Law on the Preservation of the Old Town Centre of 1980 (“Altstadterhaltungsgesetz”) the Expert Commission for the Preservation of the Old City

("Sachverständigenkommission") has the task to give advice on all actions to be taken in Salzburg's Protection Zones I + II, which cover an area of approx. 330 hectares, roughly corresponding to 5 % of the municipal area, and which includes approx. 1,400 buildings. This advice is given to all stakeholders, to those submitting a building application, and to planners and authorities.

The Expert Commission consists of five experts, two of them appointed by the local council of the City of Salzburg, two by the State government, and one by the president of the State Office for the Protection of Historical Monuments, each being a representative of the respective authority which appoints them. For each member of the Expert Commission, a replacement is appointed by the respective authority if one of the members is unavailable.

According to its rules of procedures, the Architectural Advisory Board ("Gestaltungsbeirat") consists of six international experts, mainly architects, and complements the work of the Expert Commission. It is responsible for the architectural assessment of large-scale projects in the Protection Zone II of Salzburg and beyond. The members meet six times a year.

3. IDENTIFICATION OF ISSUES AND ASSESSMENT OF THE STATE OF CONSERVATION OF THE SITE

3.1 Legislative framework and management system

At the time of inscription, there was no management plan for the World Heritage property an issue that has been highlighted in the examination of the state of conservation of the property and in the recommendations made by the World Heritage Committee.

In its report the joint UNESCO/ICOMOS reactive monitoring mission described extensively the national policy for preservation and management of the property and the institutional framework. It considered that *there is no severe problem of threat of loss of the outstanding universal value for which the property has been inscribed* (report p. 2), but that *the concerns of the World Heritage Committee about several ongoing and planned construction projects in the protection zones (Schutzzonen I+II) and beyond are justified*. The mission report pointed out dangerous trends in the attempt to integrate via competitions so-called *high-quality contemporary architecture* into the historic urban landscape and underscored that *several cases have shown that architectural competitions tend to develop a momentum of their own and rules contained in the original tender are being disregarded*. This deficiency in the application of rules in the original tender is illustrated by the concert hall of the new Mozarteum, where the architectural advisory board (Gestaltungsbeirat) approved a structure that was not respectful of the context and setting and that introduced unbalanced proportions and materials that negatively impact on the harmony of the Mirabell Gardens in the vicinity of the Kastvilla and the castle ensemble of Schloß Mirabell. This new construction also compromises the aesthetics and integrity of the entire ensemble. In other cases, the building height initially fixed is later ignored and exceeded, as for example in the case of the new constructions in the *Sternbrewery* complex in Riedenburg right in front of the Mönchsberg crags.

The 2011 state of conservation report for the property notes that *the State Party deals only superficially with the range of issues identified during the 2009 reactive monitoring mission...It is not clear whether the impact of the numerous on-going projects on the Outstanding Universal Value of the property has been formally assessed...*

The Advisory mission of 2013 notes that many issues and concerns that have been underscored by the state of conservation reports, by the 2009 reactive monitoring mission and by the decisions made by the World Heritage Committee remain unaddressed. The mission considers that a fundamental problem is the Austrian Monument Protection Law, which in general only refers to individual objects, which hinders the inscription of monuments and ensembles (groups of buildings), including parks and

other elements given the complicated procedures to justify their protection as a whole. Under these circumstances, the inscription of monuments and sites is rather incomplete (only very few inscribed ensembles). In addition, the Federal State Office for the Protection of Historical Monuments (Bundesdenkmalamt) is not responsible for the conservation and protection of the surroundings and of the setting of the inscribed monuments and sites, and has limited mandates to influence decision making in matters pertaining to building projects nearby. It can only take care of the conservation of the inscribed monuments of art and architecture, which it should be underscored in Salzburg this is being done in an exemplary way.

The mission therefore considers that the Federal Law for the Protection of Historic Monuments (Bundesdenkmalschutzgesetz) needs to be strengthened as a matter of priority to ensure that adequate protection is granted not only to the Austrian World Heritage sites but to the entire national cultural heritage. This review should take into account the need to protect not only the individual monuments but their setting as well. A certain improvement is the Environment Impact Assessment Act (Umweltverträglichkeitsprüfungsgesetz) adopted in 2009, which is mentioned in the state of conservation report submitted by the State Party on 30 January 2013, and that refers to World Heritage sites as specific protection zones. Furthermore, in Salzburg the Law for the Preservation of the Old Town Centre (Altstadterhaltungsgesetz) of 1967 (latest version 1980) applies, in combination with a Fund for the Preservation of the Old Town Centre (Altstadterhaltungsfonds) and an Expert Commission for the Preservation of the Old Town (Sachverständigenkommission).

Other issues highlighted in the state of conservation report submitted by the State Party on 30 January 2013 including consultation mechanism, talks among federal level, Province and City of Salzburg guidelines for architectural competitions, among others, still require further clarification. The mission notes however, that a World Heritage site manager, Mag. Alexander Würfl has been appointed which is a positive step. Additionally, the highly improved cooperation with ICOMOS Austria in accordance with “preventive monitoring”, including regular meetings between the city and ICOMOS, at least twice a year, is also a step in the right direction. It would also be desirable to formalise the existing collaboration through a cooperation agreement between ICOMOS Austria and the Federal State Office for the Protection of Historical Monuments (Bundesdenkmalamt with Landeskonservatoriat Salzburg). The latter looks after the monuments of art and architecture in Salzburg, which fortunately are inscribed in great numbers and also documented in a series of inventories (Österreichische Kunsttopographie). However, as already described, its limited mandate precludes the possibility of interfering with problems regarding the surroundings and settings of monuments.

The mission also notes that the management plan is still “under revision”. A reason for concern must be the statement concerning paragraph 8 on *other current conservation issues identified by the State Party*, that *several small-scale projects are in the planning stage* and that *the character of these projects will lead only to negligible changes and will not have an adverse impact on the OUV of the property*. After all, a whole series of allegedly “negligible changes” could seriously impact the Outstanding Universal Value of an ensemble, harm its integrity and thus the historic and aesthetic values protected under the World Heritage designation. Therefore, it is a matter of priority to finalise the review process of the management plan and include provisions to ensure adequate protection and conservation of all attributes that convey the Outstanding Universal Value of the property and its setting.

The Advisory mission notes that the 2008 management plan describes the practical possibilities for protection and preservation of the World Cultural Heritage Old Town of Salzburg, an outstanding ensemble where most of all thanks to the Law for the Preservation of the Old Town Centre (Altstadterhaltungsgesetz) excellent conservation can be done. However, the Austrian Monument Protection Law remains a critical point, because the Federal State Office for the Protection of Historical Monuments (Bundesdenkmalamt) has to limit itself to caring for individual objects, among them in Salzburg a great number of outstanding artistic and historic monuments, and cannot

sufficiently take into account looking after problems “in the vicinity” of monuments, in the ensemble and in the wide field of the historic urban landscape with its setting.

The inevitably complicated structure of the management plan in relation to the various authorities and institutions on the municipal, land and state levels is shown by the organisation chart (organigram) describing the sequence of a building permit procedure in Salzburg’s old town (p. 16 of the management plan of 2008). The Advisory mission therefore concludes that streamlined consultation and coordination processes between the different instances, for example the Architectural Advisory Board (Gestaltungsbeirat) and the Expert Commission for the Preservation of the Old Town (Sachverständigenkommission SVK), could result in improved solutions if the attributes that convey the Outstanding Universal Value of the property, and the protection of the conditions of authenticity and integrity, are the driving force behind decision making.

3.2 Evaluation of construction projects

The mission notes that the State Party presented an extensive **Heritage Impact Assessment (HIA) for the power station Lehen**. The report concludes that the minimal rise of the water level and a certain limitation of the water flow will even contribute to the historic appearance of the river Salzach. In accordance with nature protection regulations, some riverbanks have already been raised.

The Advisory mission discussed the consequences of the project with the representatives of the city and considers that in terms of heritage impact assessment the project can be characterised as “negligible change” and “minor beneficial”.

The review of **small-scale projects in progress or planned at 33 locations** within the boundaries of the property and in the surrounding historic town centre could not be carried out in detail. The Advisory mission notes that Heritage Impact Assessments for any of these current or pending projects don’t seem to exist. It considers that for the time being, in the area of the ensemble Salzburg principles of regular conservation practice, already tried and tested with good examples, should be continued. Although the monument protection system in Salzburg, with the different layers of responsibilities and mandates may seem complicated, very good results can be achieved by enforcing the Law on the Preservation of the Old Town Centre (Altstadterhaltungsgesetz). Particular attention should be placed in enforcing provisions set forth in this law not just for the outstanding monumental buildings, but also for many “small-scale projects” (including roofscape, facades of townhouses, etc.). The commitment of the Building and Planning Department of the City, the Federal State Office for the Protection of Historical Monuments, and the Expert Commission for the Preservation of the Old Town has resulted in large areas of the old town being preserved in excellent conditions, as opposed to the impacts evidenced by interferences in the urban landscape of the historic centre of Vienna. Challenges remain however in the protection of the setting of the property particularly from several proposed projects.

The advisory mission visited the sites of these projects together with the authorities, the owners, plan designers and representatives of the citizenry. In accordance with the letter of Dr. Heinz Schaden, Mayor of the City of Salzburg to the World Heritage Centre (14 October 2012) efforts were made to give advice to avoid serious threats to the Outstanding Universal Value of the property so that it can maintain its World Heritage status. The assessment of the projects is presented next.

a) Project “Residential Buildings City Life”, Rehl Platz

The project (architects Storch Ehlers Partners GbR), which resulted from an international competition, is located within the World Heritage property and the Historic City-Centre Zone I, in an ensemble of villas from the later 19th century on the banks of the river Salzach and partly older buildings along the streets Steingasse and Arenbergstraße. There is a comprehensive evaluation of the architectural development and design of the area “Äusserer Stein” (2012, by Dr. Michael Ferch and Dr. Christian Walderdorf), indicating the facades, height of the eaves, window proportions, roofscape, green areas, view axes, etc. For an evaluation of the project Dr Heinz Schaden, Mayor of the City of Salzburg, sent

a number of documents to the World Heritage Centre, including an executive summary and the recommendations of ICOMOS Austria of June 2012. The advisory mission also received the revised latest version of the project as well as a great number of papers and presentations by the Salzburg citizens and by several action groups, who collected more than 25000 signatures to protest against the project which was deemed to constitute a threat to the Outstanding Universal Value of the property.

The Expert Commission for the Preservation of the Old Town, revising its analysis in October 2012, has come to a positive statement (*The planned project fits in harmoniously into the townscape, as the existing typical elements of the surrounding setting will be incorporated into the new construction and further developed*). However, the Advisory mission, after reviewing the documents, visiting the construction site and talking with all participants, concludes that the project as possible example for further experiments of “city renewal” in the ensemble of the old town is incompatible with the character of the World Heritage property of Salzburg. The mission considers that the project does not “fit in harmoniously” at all with the attributes and setting of the property and contradicts especially § 5 of the Salzburg Altstadterhaltungsgesetz and thus also the Salzburg Altstadtverordnung of 1982 (AStEVO, II § 2-6), which are attached to the management plan of 2008 for the World Heritage of Salzburg, which includes regulations for facades, windows, roofs, etc. Furthermore, the mission would like to make reference to art. 26 of the Vienna Memorandum (2005) that states that *Special care should be taken to ensure that the development of contemporary architecture in World Heritage cities is complementary to values of the historic urban landscape and remains within limits in order not to compromise the historic nature of the city*. The proposed construction plan does not respect or remain within these limits and can therefore compromise the historic nature of the city.

The mission also considers that among the international principles that need to be considered in this case there is, apart from the ICOMOS Charter for the Conservation of Historic Towns and Urban Areas (Washington Charter 1987), the still valid UNESCO Recommendation Concerning the Safeguarding and Contemporary Role of Historic Areas (1976), especially article 28: *Particular care should be devoted to regulations for and control over new buildings so as to ensure that their architecture adapts harmoniously to the spatial organization and setting of the groups of historic buildings. To this end, an analysis of the urban context should precede any new construction not only so as to define the general character of the group of buildings but also to analyse its dominant features, e. g. the harmony of heights, colours, materials and forms, constants in the way the facades and roofs are built, the relationship between the volume of buildings and the spatial volume, as well as their average proportions and their position. Particular attention should be given to the size of the lots since there is a danger that any reorganization of the lots may cause a change of mass which could be deleterious to the harmony of the whole*.

In consideration to this article of the recommendation, and to the points mentioned above, the Rehrplatz project would have to be thoroughly revised, even if the latest version of the project seems to take up some of the trend-setting suggestions of the monitoring group of ICOMOS Austria. In its present form the project does not only contradict the spirit of the Law on the Preservation of the Old Town Centre it also contradicts the emotions of the Salzburg citizens who identify themselves with their city.

Under these critical circumstances, and in order not to threaten the Outstanding Universal Value of the property, the Advisory mission recommends to reduce the disturbing height of the project along the entire length by giving up the fifth storey, to separate the structure into two or three clearly defined solitaires and to orientate the structure of the facades and the windows to the formats found on-site.

b) Project Ernest-Thun-Strasse 2 / Schwarzstrasse 45

The area along the bank of the Salzach near the railway bridge is part of the buffer zone of the World Heritage property and falls under protection zone II of the Altstadterhaltungsgebiet. Together with the next houses it is part of the Neustadt, a quarter from the late 19th century. According to the

development plan, which has unfortunately already been approved, it is intended to demolish the small building Ernest-Thun-Strasse and the building Schwarzstrasse 45 (four storeys and converted attic) and to replace them by a pentagonal and a hexagonal conical building with up to seven storeys. In general, the Advisory mission regrets that the building Schwarzstrasse 45 is to be demolished and not adapted to a new use, as this would have preserved a historic building and would have saved money and avoid unnecessary demolition waste. The existing building, with its clearly structured facades in relation to its surroundings, would have also been, in accordance with the Law on the Preservation of the Old Town Centre, a much better solution than the planned new building. The mission considers that the proposed seven storeys are far too tall and will appear as a disturbing contrast to the neighbouring buildings (cf. the elevation of the house with oriel towards Schwarzstrasse). Also the building project with its indented corners towards Elisabethkai at the site of the modest house Ernest-Thun-Strasse 2 will take up important green areas of the quay zone and will be a disturbance for its surroundings, especially for the architectural monument Ernest-Thun-Strasse 3 / Schwarzstrasse 47, excellently restored some years ago with the support of the city. Given these circumstances, the Advisory mission would concur with the proposals made by the Monitoring Group of ICOMOS Austria in 23 July 2012 to reduce the heights, alter the architectural appearance and enlarge the green areas, among other considerations.

Taking into account the neighbouring buildings and the construction of this building project inside the buffer zone, the mission considers that the resulting building will be visible from the banks of the Salzach, which are very important for the visual integrity of the World Heritage property. Therefore it recommends that design measures are taken to ensure the integration of the two modern structures into their surroundings. This means taking the heights of the eaves into consideration and reducing the heights of the structures considerably and also working on the over-dimensioned openings of the loggias.

c) High-rise structure Rainerstrasse/Bahnhofsvorplatz

An already legally binding development plan (2007) allows the construction, at the corner Saint-Julien-Strasse / Nelböck-Viadukt, of a building with a 42 m height. In the meantime, according to the designs presented to the Advisory mission, the architects of office Halle 1 (Sailer & Lang) are planning to construct a building with a 58 m height. Together with the high-rise building Hotel Europa, which opened in 1956, this additional high-rise structure is meant to be an architectural “signal” for the square in front of the station. In addition to these plans, the Advisory mission also received a study on view axes (dated 29 January 2013). Without going into the planning criteria and the description of the building project (presented in a statement of 11 February 2013 by the monitoring group of ICOMOS Austria concerning the development plan), the Advisory mission underscores that the “skyline” of the city of Salzburg does not need any high-rise buildings, as it is already characterised in an exceptional way by the near and distant mountains, the steeples and domes of the churches as well as by the fortification Festung Hohe Salzburg on Mönchsberg. In fact, additional construction of high rise buildings would compromise the ability of the Cathedral and the Nonnberg Convent to continue to retain their dominating roles on the skyline.

This special character of the city is also referred to in the adoption of retrospective statement of Outstanding Universal Value. There, under the keyword “integrity” explicit reference is made to potential threats in the buffer zone and in the surroundings (setting): *The historic centre of Salzburg contains all the key elements that define the ecclesiastical city-state. The overall coherence is vulnerable to the adverse impact of new developments in the buffer zone and setting.* Under “authenticity” it states: *The centre of Salzburg has retained its historic townscape and street pattern to a high degree. Against the background of the surrounding hills its architectural monuments, such as the Cathedral and the Nonnberg Convent, have retained their dominating roles on the skyline. The town has generally managed to preserve its historic substance and fabric although it is vulnerable to new constructions which are not entirely sympathetic to the coherence of the Baroque form.*

Considering these attributes and the specific conditions of authenticity and integrity of the property, ICOMOS is of the opinion that a development with additional high-rise structures in the historic urban landscape of Salzburg and in the wider surroundings is hardly imaginable. During the discussions about the new high-rise project, the city confirmed that a group of high-rises in Itzling (“Utzilinga”) discussed in former years, are no longer valid and emphasised that building projects in the dimensions of the already existing high-rises will continue to be considered only in the area near the station and taking the view axes of the World Heritage property into account.

A certain building height in the area of the station already exists with the Hotel Europa and the neighbouring buildings from the 1950s. Nonetheless, it does not seem compulsive that the planned new high-rise in Rainerstrasse must necessarily have the same height as the Hotel Europa, as was suggested by the Architectural Advisory Board (Gestaltungsbeirat). The Advisory mission therefore recommends that in accordance with the already approved development plan the height be considerably reduced in relation to the 59-metre Hotel Europa.

d) Enlargement of the parking garage Mönchsberg Mitte

The enlargement of the over-frequented Mönchsberg garage is apparently necessary. From the conservation point of view it seems unproblematic because the existing accesses and exits can still be used. Access to the construction site – removal of rock material – can be via Nonntal with a tunnel that will be closed after the construction work. The historic water canals will not be affected by these measures. Possible impacts on the traffic in the historic centre were discussed so that appropriate measures are taken.

e) Priesterhausgarten in Paris-Lodron-Strasse

The Priesterhausgarten lies within the boundaries of the inscribed property and in protection zone I. The grounds behind the late medieval town wall in Paris-Lodron-Strasse became the property of the Priesterhaus in 1848. Today the grounds are used as access to the underground garage and to the neighbouring houses as well as a car park. The regrettable condition of this area, bordered by the town wall and the wall of the Loreto monastery, hardly shows that these are remains of a once important garden complex extending to the later Dreifaltigkeitsgasse. This early baroque garden laid out in 1630 was part of the primogeniture palace erected by Archbishop Paris Lodron: A view of the town (Philipp Harpff 1643) shows these gardens in the centre of the “Lodronstadt” erected by the Archbishop, including a precursor of the later +Mirabellgarten – all in all highly significant attributes of the World Heritage property. The historic view also shows a pavilion in the central axis, which after a great circular flower bed ends, in front of the still existing grotto at the wall of the Loreto monastery. Part of the grotto is a – miraculously preserved – Lodron lion as water spout (the Lourdes Madonna placed in the upper part of the niche is a later addition). This grotto with its already exposed water basin of Untersberger marble would have to be carefully restored. Besides, the traces apparently located one metre below ground would have to be investigated in an archaeological excavation, i.e. before new constructions of whatever kind could be planned.

Unfortunately, this historic open space so important for the World Heritage property of Salzburg is no longer a green area and has now been zoned as building land. The results of an architectural competition carried out last year for the sector were presented to the Advisory mission. The project envisages a compact mixture of apartments, cinemas, garages, and public lavatories. The three-to-four-storey rows of houses separated by strips of lawn will be visible high above the town wall (on the inside kept free by a gallery) in Paris-Lodron-Strasse. The grotto will be eclipsed by the new constructions that negate the historic qualities of the place and the old main axis of the garden will be interrupted in several places.

The Advisory Missions considers that it is a matter of urgency to reconsider and reverse the classification of this area as building land and that zoning should be kept as a green area. In the case that this is not possible, a considerably reduced development that would fit in harmoniously, according

to the regulations of the Law for the Preservation of the Old Town Centre (Altstadterhaltungsgesetz), would need to be developed. The revised project would need to take into account the visual integrity of the grotto and the central axis in the historic garden leading towards the grotto and would need create an open space with a view of the Kapuzinerberg that would also be beneficial to the adjoining "Kunstquartier".

f) Paracelsusbad (Panoramabad), Auerspergstrasse 2 / Schwarzstrasse 36

The project Paracelsusbad is meant to replace the bath and Kurhaus from the 1950s and is situated outside the former bastions of the town fortification. With its balcony-shaped pools integrated into a glass façade, it is immediately attached to the Sheraton Hotel. A serious problem is the view axis from Mirabellgarten, only partly obscured by a row of trees. In this side axis of the Mirabellgarten, which in former times had its focal point in Lucas von Hildebrand's Sala Terrena; glass facades have a certain tradition. Among them was a glass house destroyed by fire in 1818 which had replaced the Sala Terrena (foundations of the glass house between Mirabell Palace and the Vogelhaus still recognisable in a view by Franz Caucig, 1819).

The Advisory mission recommends that the view axes should be thoroughly reconsidered with regard to a possible reduction of the height of the planned Panoramabad, especially as far as the illumination in the evening is concerned which must not interfere with the Mirabellgarten. Besides, the mission would like to refer to the comprehensive description of the project and its view axes in the recently submitted statement by the monitoring group of ICOMOS Austria (Dipl.-Ing. Dr. Hans-Jörg Kaiser).

3.3 Overall state of conservation of the property

Particularly in large areas of Zone I, in the old town embedded between Mönchsberg and Kapuzinerberg, the overall state of conservation is very good (apart from particular eyesores, such as the new building of the Mozarteum). A serious problem for the World Heritage property and its Outstanding Universal Value, authenticity and integrity is posed by three major building projects. These illustrate a new trend towards aggressive town renewal, which from the Advisory mission's point of view are actually incompatible with the Law for the Preservation of the Old Town Centre. These projects are the project "Residential Buildings City Life" near Rehr-Platz, which has already led to fierce protests from the citizenry; the development project for the Priesterhausgarten in Paris-Lodron-Strasse; and the project Ernest-Thun-Strasse 2 / Schwarzstrasse 45. The formalistic exercises carried out in this context, comparing heights and cubic capacities, should in these cases not hide the fact that according to the Law for the Preservation of the Old Town Centre the aim should not be the usual architecture of contrasts. Instead, there is a demand for harmonious integration, correct heights of eaves, simply designed facades, yes even modesty and restriction.

In the buffer zone and far beyond zones I and II there are more than enough critical issues: from the castle on Mönchsberg one can see the total urban sprawl of the landscape in the surroundings of the city, which in recent decades has increased dramatically. It seems to be difficult for the municipal and state authorities, who seem to act from case to case without general urban land-use planning, to get this general destruction of the landscape under control, even when it concerns the buildings of the university below Mönchsberg, which are now besieging the Nonnthal. City quarters such as Lehen are already covered with concrete structures and in the quarter of Riedenburg an over-dimensioned residential complex is presently under construction. Also for the benefit of the World Heritage property of Salzburg it would be imperative to protect at least certain green areas and to keep the still existing far-reaching axis of the Hellbrunner Allee free of any development.

4. RECOMMENDATIONS

The Advisory mission has evaluated the above-described projects and assessed the overall state of conservation of the World Heritage property. The recommendations are made from the conservation point of view and always with the objective to avoid potential threats or impacts to the attributes that convey the Outstanding Universal Value of the property, or that could impact its conditions of authenticity and integrity. The mission considers that given the alarming increase of critical cases regarding proposed development and their potential negative consequences, measures need to be urgently implemented. The points made below summarise the primary recommendations of the Advisory Mission.

- Strengthen the Federal Law for the Protection of Historic Monuments (Bundesdenkmalschutzgesetz) to ensure that adequate protection is granted not only to individual monuments but for the complete architectural ensembles and their setting.
- Continue to enforce the Law on the Preservation of the Old Town Centre (Altstadterhaltungsgesetz), in particular the provisions for the outstanding monumental buildings and for many “small-scale projects” (including roofscape, facades of townhouses, etc).
- Clarify and streamline coordination and consultation mechanisms among different agencies at the federal, province and city of Salzburg which have mandates that can influence decision making for the conservation of the property. It is desirable that cooperation with ICOMOS Austria is formalised.
- Ensure that adequate Heritage Impact Assessments are carried out for all proposed new development, notwithstanding their scale, to ensure that no adverse impacts to the Outstanding Universal Value of the property occur. Particular attention should be placed in ensuring that what are considered as negligible changes in individual projects do not lead to significant cumulative impacts that would jeopardise the conservation of attributes of the property and its conditions of authenticity and integrity.
- Finalise the review process of the management plan and include provisions to ensure adequate protection and conservation of all attributes that convey the Outstanding Universal Value of the property and its setting.
- Project “Residential Buildings City Life”, Rehl Platz: significantly revise the architectural project to reduce the disturbing height of the project along the entire length by giving up the fifth storey, to separate the structure into two or three clearly defined solitaires and to orientate the structure of the facades and the windows to the formats found on-site. Recommendations made by ICOMOS Austria should also be taken into account.
- Project Ernest-Thun-Strasse 2 / Schwarzstrasse 45: significantly revise the architectural project to considerably reduce the heights of the structures, alter the architectural appearance and enlarge the green areas, among other considerations. Design measures should be taken to ensure the integration of the two modern structures into their surroundings, including taking the heights of the eaves into consideration and working on the over-dimensioned openings of the loggias.
- High-rise structure Rainerstrasse/Bahnhofsvorplatz: considerably reduce the height of the building to ensure that its construction does not compromise the visibility of the Cathedral and the Nonnberg Convent to continue to retain their dominating roles on the skyline.

- Priesterhausgarten in Paris-Lodron-Strasse: reconsider and reverse, as a matter of urgency, the classification of this area as building land so that zoning regulations maintains this sector a green area. In the case that this is not possible, a considerably reduced development that would fit in harmoniously, according to the regulations of the Law for the Preservation of the Old Town Centre (Altstadterhaltungsgesetz), would need to be developed. The revised project would need to take into account the visual integrity of the grotto and the central axis in the historic garden leading towards the grotto and would need create an open space with a view of the Kapuzinerberg that would also be beneficial to the adjoining "Kunstquartier".
- Paracelsusbad (Panoramabad), Auerspergstrasse 2 / Schwarzstrasse 36: thoroughly reconsider the view axes with regard to a possible reduction of the height of the planned Panoramabad, especially as far as the illumination in the evening is concerned which must not interfere with the Mirabellgarten. Recommendations made by the monitoring group of ICOMOS Austria should also be taken into account.
- Develop adequate policies which ensure that new trends towards aggressive town renewal do not predominate in decision making. Rather, new development should seek the harmonious integration, correct heights of eaves, simply designed facades, as is set forth in the Law for the Preservation of the Old Town Centre.
- Develop a comprehensive urban land use plan which includes provisions for clear protection mechanisms and regulatory measures to ensure the adequate protection and control of the landscape setting of the property. Measures need to urgently be implemented to effectively control the urban sprawl and to protect green areas, as well as to maintain the existing far-reaching axis of the Hellbrunner Allee free of any development.

Annex 1. Terms of Reference

ICOMOS Advisory Mission to the World Heritage property “Historic Centre of the City of Salzburg” (Austria) 2-3 April 2013

The World Heritage property of Historic Centre of the City of Salzburg was inscribed on the World Heritage List in 1996 under criteria (ii) (iv) and (vi).

In 2012, the State Party noted that the new developments within the World Heritage property “Historic Centre of the City of Salzburg” might have an adverse impact on the Outstanding Universal Value of the property. The State Party, therefore, has invited an advisory mission in order to seek appropriate solutions for ensuring that the Outstanding Universal Value of the property is sustained (See Annex I). In consideration of the above and taking into account the Operational Guidelines *for the Implementation of the World Heritage Convention*, the mission shall fulfil the following tasks:

- 1) Assess how the current construction projects may impact on the Outstanding Universal Value of the property and its setting (See Annex II), and in particular:
 - a) Urban development pressure:
 - i) Residential-buildings around the Dr Franz Rehr Platz (project “Residential Buildings City Life Rehrplatz”,
 - ii) Evaluate the projects of Schwartzstraße-Ernest Thun-StraßeA;
 - b) Hydroelectric power station Salzburg-Lehen;
 - c) High-rise structure (Nelböck-Viaduct) in the buffer zone, close to the railway-station;
 - d) Other projects.
- 2) Assess other conservation issues in the property, in particular:
 - a) *Hydroelectric power station environmental assessment: the extent to which the change of the water-flow, in terms of the Heritage Impact Assessment, can be characterized as “negligible change” and/or “minor beneficial”;*
 - b) *Integrated approach towards management:* review the Management Plan that is currently under modification;
 - c) *Other Issues:* Review small-scale projects are in the planning-stage either in progress, or planned, at 33 locations within the boundaries of the property and in the surrounding historic town centre, including the train station. These projects are supervised by the Federal Office for Protection of Historical Monuments; the Expert Commission for the Preservation of the Old Town and experts from the City of Salzburg and in the view of the State Party, the character of these projects will lead only to negligible changes and will not have an adverse impact on the OUV of the property. Clarify whether or not Heritage Impact Assessments have been carried out for any of these current or pending projects;
- 3) Assess the overall state of conservation of the property;
- 4) Discuss with relevant authorities, local institutions and non-governmental organisations the overall protection and management of the property and its buffer zone;
- 5) On the basis of the findings of the mission, prepare practical recommendations on the impact on OUV of current projects, and on the adequacy of the current Heritage Impact Assessments, and identify measures to further improve the protection of the World Heritage property and its setting, to be presented to the Governments of Austria and to the World Heritage Committee.

The mission will take place on 2-3 April 2013.

Annex 2. Composition of the mission team

Michael Petzet, ICOMOS

Annex 3. Programme for the mission

Programm der UNESCO Advisory Mission am 2. und 3.4.2013

2.4.2013

09:00 Uhr Begrüßung und Besprechung des Programms und des Ablaufes

(Büro Dipl.-Ing. Dr. Schmidbaur, Auerspergstraße 7)

Dipl.-Ing. Dr. SCHMIDBAUR (Stadt Salzburg)

MR Dr. Bruno MALDONER (BMUKK)

Mag. Alexander WÜRFL (Welterbestättenbeauftragter; Stadt Salzburg)

Dipl.-Ing. Eva HODY (Landeskonservatorin Salzburg)

Hauptkonservator i.R. Dr. Christian BAUR (Sachverständigenkommission für die Altstadterhaltung in Salzburg)

Mag. Zsafia PINTER, BA (Österreichische UNESCO-Kommission)

10:00 Uhr Begrüßung durch Bürgermeister Dr. SCHADEN / Stadtrat PADUTSCH und
Magistratsdirektor Dr. Martin FLOSS (Büro Bürgermeister, Schloss Mirabell)

11:30 Uhr Festung Hohensalzburg mit Begehung des Trompeterturmes

Besichtigung der Historischen Stadtlandschaft vom Trompeterturm aus

12:15 Uhr Mittagspause

14:00 Uhr Erörterung des Projektes Dr.-Franz-Rehrl-Platz

mit Planverfasser und Experten der Stadt- bzw. Verkehrsplanung

im bestehenden Sparkassengebäude am Dr.-Franz-Rehrl-Platz

weitere Anwesende: Architekten Martin BOCKELMANN, Nicole ALPERS (Architekturbüro Storch Ehlers Partner)

Bauherr Reinhard MOZIGEMBA

ICOMOS Österreich (Prof. LIPP, Dr. KAISER)

Architekt Dipl.Ing. Viktor BROJATSCH, (Leiter Geschäftsstelle der Sachverständigen-kommission für die Altstadterhaltung (Referat Altstadterhaltung und Ortsbildschutz)

15:20 Uhr Pause

15:40 Uhr Diskussion mit Anrainern, Vertretern des Komitees Rehrlplatz,

Vertretern der Bauherrschaft, Experten der Stadtplanung und

der Sachverständigenkommission für die Altstadterhaltung bzw.

des Bundesdenkmalamtes (Leitung der Diskussion Dr. Greifeneder)

im Haus Arenbergstraße 2

Bürgerinitiative Schützt Salzburgs Lebensräume/ Komitee für eine verträgliche Bebauung am Rehrl-Platz. – Beiträge von Graf Christian WALDERDORFF, Leiter des Stadtvereins Hofrat Dipl.-Ing. Axel WAGNER, Architekt Gert CZIHARZ, Hofrat Dr. Ronald GOBIET (ehem. Landeskonservator Salzburg)

3.4.2013

09:00 Uhr Vorstellung und Diskussion des Projektes

Neubebauung Ernst-Thun-Straße 2 / Schwarzstraße 45
mit Anrainervertretern, Experten der Stadtplanung,
der Sachverständigenkommission für die Altstadterhaltung,
Planverfassern und Projektanten
(Besprechungsraum Stadtplanung im 5. OG, Schwarzstraße 44)

10:00 Uhr Pause

10:20 Uhr Vorstellung und Diskussion des Projektes
Neubebauung Rainerstraße
mit Vertretern der Bürgerinitiative „Rettet Salzburg“, Experten der Stadtplanung,
Planverfassern und Projektanten
(Besprechungsraum Stadtplanung im 5. OG, Schwarzstraße 44)
Firma BODNER und Architekturbüro HALLE 1

11:00 Uhr Pause

11:30 Uhr Vorstellung und Diskussion des Projektes
Neubau Paracelsusbad in der Auerspergstraße / Kurgarten
mit Projektverantwortlichen und Experten der Stadtplanung und
der Sachverständigenkommission für die Altstadterhaltung bzw.
des Bundesdenkmalamtes
(Besprechungsraum Stadtplanung im 5. OG, Schwarzstraße 44)

12:00 Uhr Vorstellung und Diskussion des Projektes
Erweiterung Mönchsberggarage
mit Projektverantwortlichen und Experten der Stadtplanung und
der Sachverständigenkommission für die Altstadterhaltung bzw.
des Bundesdenkmalamtes
(Besprechungsraum Stadtplanung im 5. OG, Schwarzstraße 44)

13:30 Uhr Mittagspause + Besichtigung des Priesterhausgartens

15:30 Uhr Vorstellung und Diskussion des Projektes Priesterhausgarten mit Projektverantwortlichen
und Experten der Stadtplanung und
der Sachverständigenkommission für die Altstadterhaltung bzw.
des Bundesdenkmalamtes (Besprechungsraum Stadtplanung im 5. OG, Schwarzstraße 44)

16:00 Uhr Pause

16:30 Uhr Abschlussdiskussion mit Bürgermeister, Stadtrat und Magistratsdirektor
(Besprechungsraum Stadtplanung im 5. OG, Schwarzstraße 44)

Annex 4. Additional documentation

Bundesministerium für
Unterricht, Kunst und Kultur

bm:uk

Mr
Kishore Rao
Director
World Heritage Centre
UNESCO-House
7, Place de Fontenoy
F 75 352 PARIS 07 SP
FRANCE

Geschäftszahl: BMUKK-24.621/0341-IV/3b/2012
SachbearbeiterIn: Dipl.-Ing. Mag. Dr. Bruno Maldoner
Abteilung: IV/3b
E-Mail: bruno.maldoner@bmukk.gv.at
Telefon/Fax: +43(1)53120-3634/53120-813634
Ihr Zeichen:

Antwortschreiben bitte unter Anführung der Geschäftszahl.

**UNESCO-World Heritage site Historic Centre of the City of Salzburg (Austria)
Development project Dr. Franz Rehrl-Platz
Request for an Advisory Mission**

Sir,

Being aware of the commitments under the World Heritage Convention, we wish to refer to Paragraph 172 of the Operational Guidelines for the implementation of the World Heritage Convention which encourages the State Parties to inform the World Heritage Committee on forthcoming major works at World Heritage Sites and to ask for assistance in seeking appropriate solutions to ensure that the Outstanding Universal Value of the property remains fully preserved.

Therefore Austria is pleased to invite representatives of the Secretariat and the Advisory Bodies of the World Heritage Committee to an Advisory Mission regarding new developments within the World Heritage Site of the Historic Centre of the City of Salzburg (Ref: 784). Due to the fact that the mentioned project already has gone through several phases we wish to ask for an immediate action if possible.

Please note that Austria will cover the costs for travel and accommodation of the mission members.

I am looking forward to a fruitful cooperation.

Yours sincerely,

Vienna, December 19, 2012
On behalf of the Federal Minister:
Bruno Maldoner
(Focal Point Austria)

Elektronisch gefertigt

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DVR 0064301

Signaturwert	V19Qe0RlujyQ0i5Z4AeG1QHMT8_LXqcvuDff2Y3bLZYskzITd9z09S_jpWIRGzQcpQH68RYwUkHMAWwZiWQT ToNoXQMqsfFlauG4IDLjD4MKGc7X8j_BBq2HvkieFlyby2NNei088UdCknpRdnzb6pkUA4403UBWw=	
	Unterzeichner	Bundesministerium für Unterricht, Kunst und Kultur
	Datum/Zeit-UTC	2012-12-20T07:18:30+01:00
	Aussteller-Zertifikat	CN=a-sign-corporate-light-02,OU=a-sign-corporate-light-02,O=A-Trust Ges. f. Sicherheitssysteme im elektr. Datenverkehr GmbH,C=AT
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DR. HEINZ SCHADEN
Mayor of the City of Salzburg

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CENTRE DU PATRIMOINE MONDIAL
DIRECTEUR KISHORE RAO
7, PLACE DE FONTENOY
75352 PARIS
FRANCE

24.10.2012

OBJET: VIEILLE VILLE DE SALZBOURG - PATRIMOINE CULTUREL MONDIAL – PROJET DE CONSTRUCTION
DANS LA VILLE DE SALZBOURG

Monsieur le Directeur,

La désignation Patrimoine Culturel Mondial est une distinction de haut niveau qui est par conséquent aussi incontournable pour la ville de Salzburg. Toutefois, un projet de construction dans la Vieille Ville de Salzburg fait actuellement grand bruit en rapport avec ce statut de Patrimoine culturel mondial. En effet, selon les affirmations du Monitoring Group ICOMOS Austria, la mise en œuvre architecturale prévue de ce projet constitue une menace pour le Patrimoine culturel mondial.

Le projet en question est un projet de construction sur la place Dr.-Franz-Rehrl de Salzburg. Cette place se trouve à la limite sud-est de la Vieille Ville de Salzburg et donc dans la zone du Patrimoine culturel mondial. Du point de vue de l'urbanisme, la construction en cet endroit constitue un défi, car la place se trouve au pied d'un mont de la ville et car elle est entourée de bâtiments historiques, de villas de la « période des fondateurs du milieu du 19^e siècle » et d'un hôpital.

A ce sujet, un plan d'aménagement de premier niveau (qui définit les hauteurs et densités maximales quant aux mesures se rapportant à l'urbanisme) a été décidé hier au comité permanent du Conseil municipal de la ville de Salzburg. Demain le Conseil municipal de la ville de Salzburg sera saisi lors de la prochaine étape. Le plan d'aménagement serait ainsi entériné.

Dir WHC
rec d 15.11.12
L. K. un

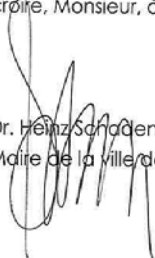
Suite à une lettre actuelle du Monitoring Group ICOMOS Austria, la perte du statut de Patrimoine culturel mondial pour la Vieille Ville de Salzburg a été évoquée et discutée. La perte de ce statut ne peut naturellement pas être acceptée. Pour cette raison, la prise de décision relative au plan d'aménagement (qui doit être qualifié d'arrêté du point de vue juridique et qui requiert encore une communication officielle pour prendre effet) se fera au Conseil municipal sous une forme ne prévoyant qu'à une date ultérieure la communication légalement nécessaire de manière à avoir la possibilité de vérifier la compatibilité du projet de construction avec le Patrimoine culturel mondial.

Pour la ville de Salzburg, il est important de faire toute la clarté sur les répercussions de ce projet de construction sur le statut de Patrimoine culturel mondial. En ma qualité de maire de la ville de Salzburg, j'affirme expressément que la ville de Salzburg ne risquera en aucun cas ce statut.

Je vous prie donc de bien vouloir me faire savoir si le statut de Patrimoine culturel mondial est menacé ou non en raison de ce projet. Comme la communication officielle ne doit pas être trop longtemps repoussée, je vous serais reconnaissant de bien vouloir me donner un avis si possible dans un délai d'un mois et vous renvoie aux pièces jointes.

Je vous saurais gré de bien vouloir faire le nécessaire à ce sujet et vous prie de croire, Monsieur, à l'assurance de mes sentiments distingués.

Dr. Heinz Schöden
Maire de la ville de Salzburg



World Heritage property

Historic Centre of the City of Salzburg, Austria (C 784)

In his letter, Ref.-No. 43458/00/138, dated 24 Oct. 2012, regarding the construction-project "Dr. Franz-Rehl-Platz", to Mr Kishore Rao, Director of the UNESCO-World Heritage Centre, the Mayor of the City of Salzburg, Mr Heinz Schaden, enclosed the following documents:

1. Official Report (*Amtsbericht*), Ref.-No. 05/03/22 296/2012/055, of the Office for Town-Planning and Traffic, concerning the issue of the Construction-Plan (*Bebauungsplan*) "Aigen-Parsch 10/G2", dated 11 Oct. 2012 (44 pages),
2. Additional statement (*Ergänzende Stellungnahme*) to the above-mentioned official report, dated 17 Oct. 2012, of the Department for Spatial Planning / Construction Authority, commenting the objections raised by ICOMOS (2 pages),
3. Analysis and Expert-opinion (*Befund und Gutachten*) of the "Expert Commission for the Preservation of Historic City-Centres" (*Sachverständigenkommission für die Altstadterhaltung*), dated 10 Oct. 2012, concerning the revision of the Construction-Plan "Aigen-Parsch 10/G2" (9 pages)
4. Email of the City-Councillor for Town-Planning, Johann Padutsch, to the City Council from 11 Oct. 2012, submitting a summary on the development, photos and plans of the construction-project (14 pages)

On the basis of these documents in German the following Executive Summary was prepared:

Executive Summary

A private company, the "AH Projektentwicklung GmbH", intends to construct between Arenbergstraße and Dr. Franz-Rehl-Platz at the location of the plots no. 1977/3 and 1979/4, cadastre-community of Salzburg, residential-buildings (here called "the project"). As the project is located within the "World Heritage property Historic Centre of the City of Salzburg" as well as "Historic City-Centre Zone I" and in order to achieve high quality, a planning-competition among Austrian and international architects was launched. The project "Residential Buildings City Life Rehlplatz" (*Wohnbauprojekt City Life Rehlplatz*) of the Architects *Storch Ehlers Partners GbR* (Hannover) was awarded with the 1st prize. In their project-description, the architects justified their proposal as follows: "As the concept [of the project] is based on the conditions of the town-structure at the site, the link of the new

buildings with the historic setting will be achieved, which allows a coherent development of the town-structure." With regard to visual links, the architects assessed especially the view from the Nonntaler Bridge (through 3D-modelling) and from the Arenbergstraße towards the city-centre. In the final version of the project, the height of the five buildings was reduced by one floor and the space to the neighbouring buildings increased. According to this project, new urban space (Imbergplatz) will be created, which will serve as link to the city-centre and will enhance the axis between Court-building (via Salzach-river) and Kapuzinerberg.

In its official report ([document 1](#)), the Office for Town-Planning and Traffic found this project-proposal coherent and comprehensible as it takes the historic situation as well as the setting of historic villas into consideration. Based on the project the Office issued the draft Construction-Plan "Aigen-Parsch 10/G2" as legal basis for the position and dimension of the buildings over there. Following a public display of the draft-Plan (16 May – 13 June 2012) in which some 20 objections were submitted, the revised draft was reduced with regard to dimension, height of the buildings and concerning their distance to each other. Both versions of the Construction-Plan were reviewed by the "Expert Commission for the Preservation of the Old Town" (18 May 2012 and 10 Oct. 2012).

In most of the objections the dimension (volumes and height) of the planned project was criticised; in four cases reference was made to the World Heritage property *Historic Centre of the City of Salzburg* and the concern expressed that the project could endanger the World Heritage. There was also the demand to implement a strategic environmental assessment.

The Monitoring Group of ICOMOS Austria criticised that its statement already made on 22 March 2012 was not taken properly into account when the construction-plan was drafted. Therefore it re-issued the following five points again:

- 1) The dimensions and height of the nearby hospital UKH must not serve as reference of the project, as the UKH ignores (and even has an adverse impact on) the traditional setting of the district;
- 2) The project must make reference to the neighbouring residential buildings and their dimensions, the project must not be designed as *Solitär*: height, volumes, space between the buildings, etc., must be in appropriate relation with the surrounding villas;
- 3) the current green character of the neighbouring area is designated as future building plot which has to be reflected in the project;
- 4) The material of the project has to correspond with the setting of the city-centre; and

5): ICOMOS Austria recommends to incorporate fully the items 1)-4) into the construction plan.

In its reply concerning the objections raised by ICOMOS, the Office for Town-Planning and Traffic affirmed that the Architects *Storch Ehlers Partners GbR* incorporated in their project the specific conditions deriving from the historic setting of the city-centre and that the *Vienna Memorandum on World Heritage and Contemporary Architecture* was well taken into consideration. However, the Department for Spatial Planning / Construction Authority issued in 17 Oct. 2012 an additional statement (*Ergänzende Stellungnahme, document 2*) to the above-mentioned objections raised by ICOMOS, saying that the revised plan follows already now the recommendations of ICOMOS, as follows:

ad 1)-hospital as reference: as the hospital does not serve as reference, in the revised plan the 6th floor foreseen in the original project was omitted;

ad 2)-reference to the neighbouring residential buildings: the revised version demands the reduction of the heights and asks for larger space between the buildings;

ad 3)-green space on the designated building area: the reduction of the dimension according to the revised project allows more green space;

ad 4)-material of the buildings: instead of the originally foreseen exposed concrete façade a light, smooth, rendered façade will be demanded; ad

5)-to take points 1-4 into consideration: is achieved through the revision of the original project.

The "Expert Commission for the Preservation of the Old Town" revised on 10 Oct. 2012 its analysis and expert-opinion (document 3) following the revision of the construction-plan: "The planned project fits in harmoniously into the town-scape, as the existing, typical elements of the surrounding setting will be incorporated into the new construction and further developed." The Commission recommended – inter alia – refining the character of the building as monolithic massive construction with large openings without typical window divisions.

In his email from 11 Oct. 2012 (document 4), City-Councillor for Town-Planning, Johann Padutsch, informed the City Council concerning the revision of the project:

1): The height of all buildings does not exceed 20 m.;

2): The distance to the neighbouring plot was enlarged;

3): The surface was reduced by 1.350 m² to 6.150 m² (net, above-ground);

4): All recommendations of the ICOMOS-statement from June 2012 were taken into consideration.

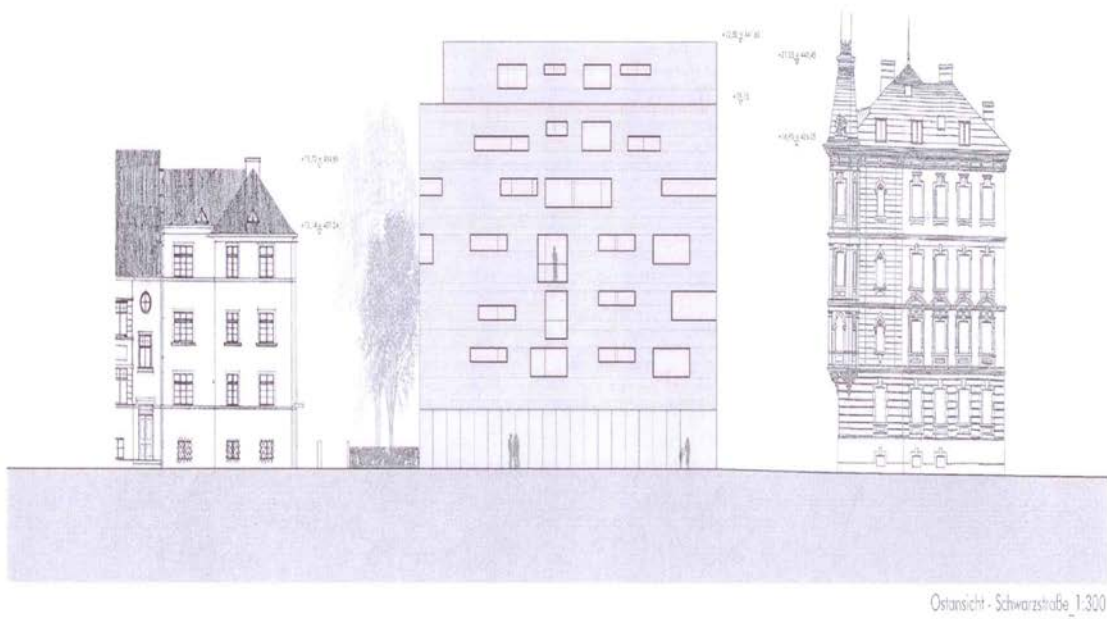
Annex 5. Illustrations



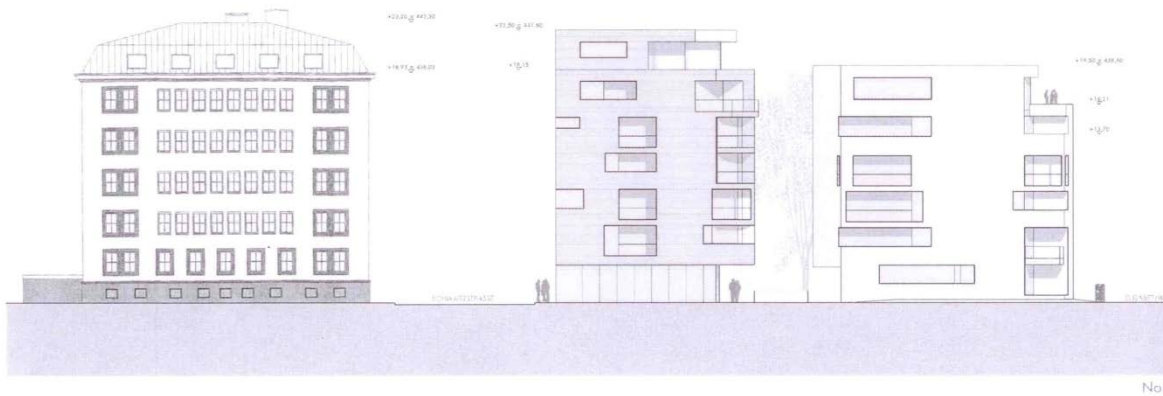
Project "Residential Buildings City Life", Rehl Platz



Project "Residential Buildings City Life", Rehl Platz



Project Ernst-Thun-Strasse 2 / Schwarzstrasse 45



thalme

Project Ernst-Thun-Strasse 2 / Schwarzstrasse 45



Visualisierung NordOst - Schwarzstraße

thalmeier architektur ZT GmbH



Visualisierung NordWest - Elisabethkai

thalmeier architektur ZT GmbH

Project Ernst-Thun-Strasse 2 / Schwarzstrasse 45



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 SONNENLICHTEINSTRICHBEREICH GÄRBERSTR. - ST. JULIEN STR.

High-rise structure Rainerstrasse/Bahnhofsvorplatz



© HALLE 1 | hndwark
SCHNELLBILD: Blick vom Bahnhofsvorplatz auf Höhe Hotel Europa

High-rise structure Rainerstrasse/Bahnhofsvorplatz



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SICHTACHSENSTUDIE - STANDORT FESTUNG

High-rise structure Rainerstrasse/Bahnhofsvorplatz

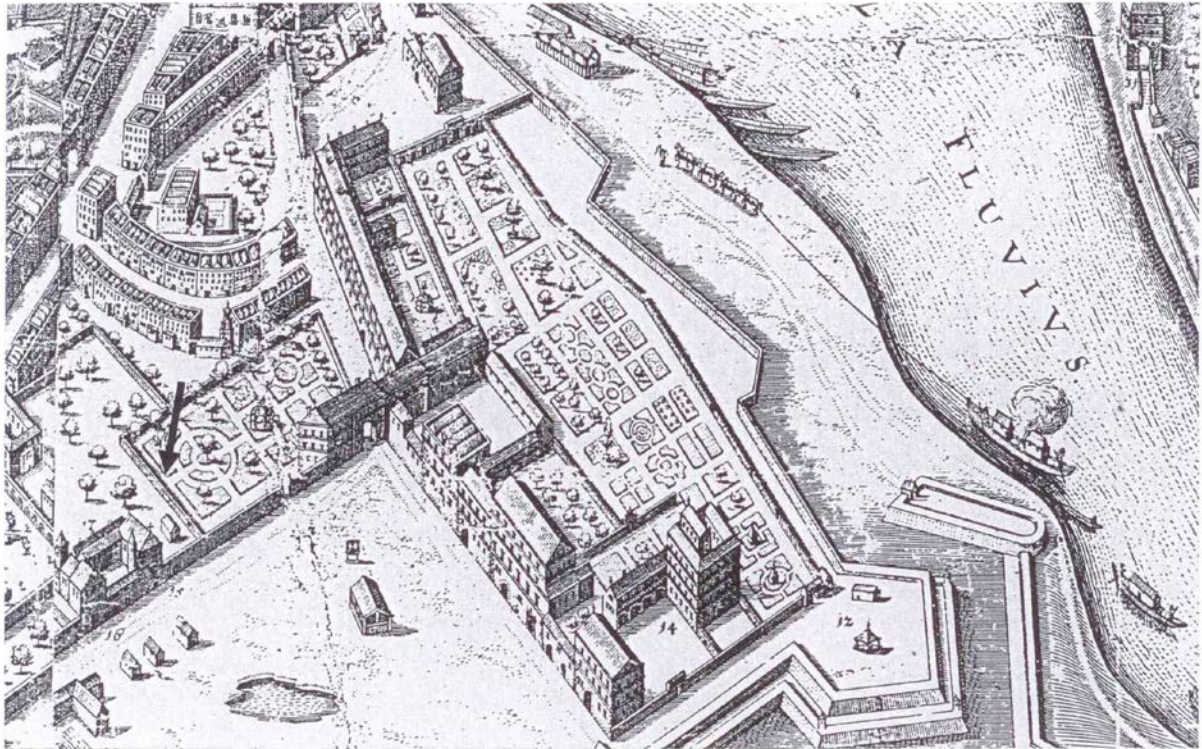


Abb. 49: Ph. Harpff, Salzburg von Norden, 1643; Ausschnitt. Der Pfeil zeigt die Position der Grotte in der noch bestehenden Mauer.

Priesterhausgarten, historic garden

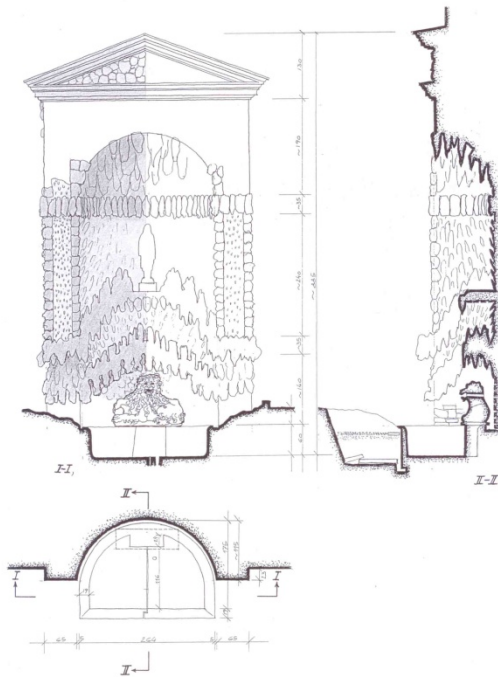


Abb. 56 (oben) Ansicht und Farbchem. Schnitt und Grundriß der Grotte.

Priesterhausgarten, grotto



Priesterhausgarten project



Priesterhausgarten project



Paracelsusbad, view from the Mirabellengarten



New building of the Mozarteum and Mirabellengarten