

ICOMOS Reactive Monitoring Mission to the World Heritage property

“Historic Centre of Vienna” (Austria) (C1033)

16-19 November 2015

Mission Report

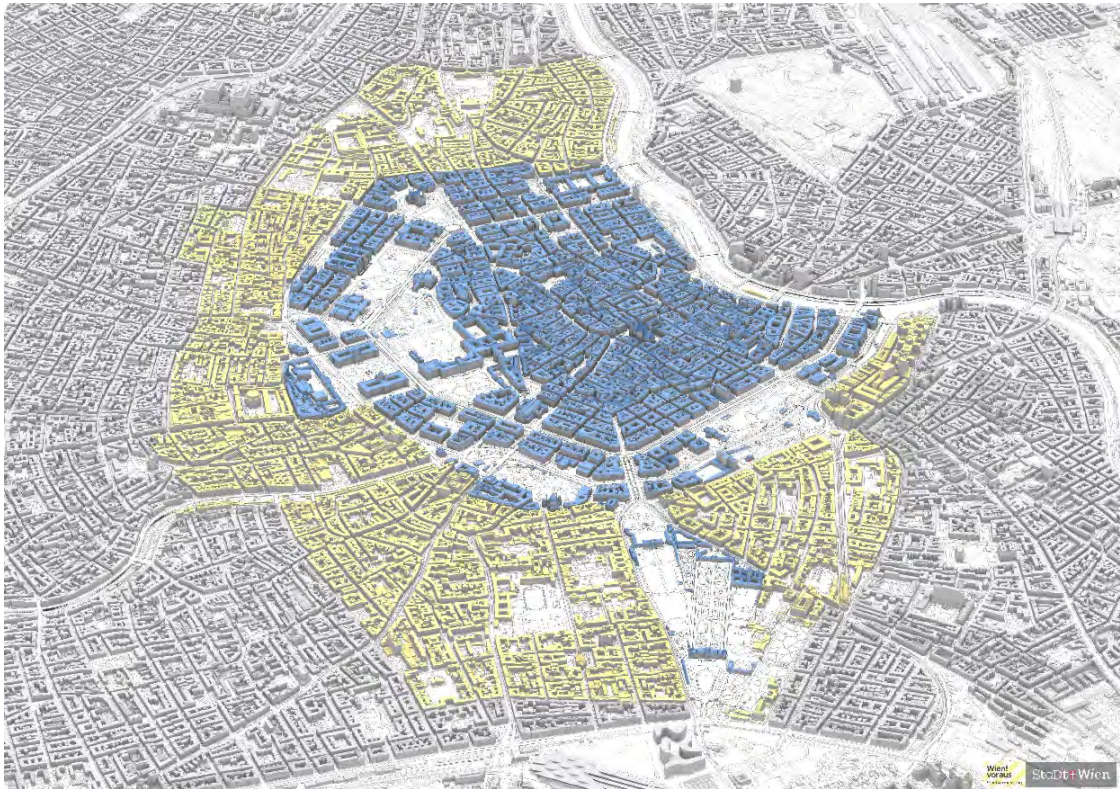


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1 - Background to the Mission

The World Heritage property “Historic Centre of Vienna” was inscribed in 2001 as a cultural site under criteria (ii), (iv) and (vi) at the 25th session of the World Heritage Committee in Helsinki, Finland (Decision 25 COM XA).

The property has been on the Committee agenda at its sessions in 2002, 2003, 2004, 2008, 2009, 2010, 2011 and 2015. In 2002, 2008, 2009, 2010 and 2011, 2013 and 2015 the State Party submitted a state of conservation report to the World Heritage Committee.

In 2012 a joint UNESCO-ICOMOS reactive monitoring mission was carried out to assess the overall state of conservation of the World Heritage properties of the Historic Centre of Vienna and the Palace and Gardens of Schönbrunn and the factors affecting their Outstanding Universal Value, with particular regard to the proposed development of the new Vienna Main Train Station. In May 2014, ICOMOS issued a Technical Review of the "Progress report on the implementation of Decision 37 COM 7B.71" which dedicates particular attention to the proposal of the redevelopment project for the "Vienna Ice Skating Club / Inter Continental Hotel / Vienna Konzerthaus".

Following the concerns expressed by the World Heritage Committee at its 39th session (Decision 39 COM 7B.94), at the invitation of the Government of Austria, an ICOMOS reactive monitoring

mission was carried out to assess the overall state of conservation of the World Heritage properties of the Historic Centre of Vienna and the Palace and Gardens of Schönbrunn and the factors affecting their Outstanding Universal Value, with particular regard to the proposed development of the Vienna Ice-Skating Club / Intercontinental Hotel project.

The mission took place from 16 to 19 November 2015 and ICOMOS was represented by Mr Giancarlo Barbato (Architect-Restorer).

2 - Terms of Reference

Based on Decision **39 COM 7B.94** (see Annex I) of the World Heritage Committee, concerning the state of conservation of the World Heritage property “Historic Centre of Vienna”, inscribed on the World Heritage List in 2001, and taking into consideration the *Operational Guidelines for the Implementation of the World Heritage Convention*, the mission shall:

1. Assess current and recent high-rise construction and development projects and their status (including Vienna Ice-Skating Club / Intercontinental Hotel / Konzerthaus area) that have been carried out or are planned within the World Heritage property or in its buffer zone and wider setting, and analyse their impact or potential impact, both individually and cumulatively on Outstanding Universal Value;
2. Review the current processes for evaluating impact on OUV and whether Guidance for Heritage Impact Assessments has been followed;
3. Consider how the new Vienna High-Rise Concept and the Glacis Master Plan relate to the Management Plan and to Vienna’s Urban Development Guidelines 46 (on high-rise development), and how effective these frameworks are in framing development projects;
2. Assess recent changes to the planning tools, as well as the effectiveness of the overall governance and management of the property against the background of the concerns expressed by the 2012 mission;
3. Assess the integrity of views from within key places of the properties, as attributes of OUV;
4. Assess any other conservation issues that currently may be affecting the property;
5. Assess the overall state of conservation of the property, including factors and conservation issues that could impact on its Outstanding Universal Value, including its conditions of authenticity and integrity.

The mission will take place from 16 to 19 November 2015. Based on the results of the above-mentioned assessments and the on-site discussions with the State Party representatives, the reactive monitoring mission shall prepare a report on the findings and recommendations to the State Party. ICOMOS shall submit the report to the World Heritage Centre within six weeks of the mission.

3 - Mission Meetings

During the meeting on the morning of November 17th in the premises of the Vienna City Hall, with the relevant authorities and officials of the Federal State of Austria and of the Vienna City

Council and of Urban and Planning Departments the City of Vienna, the following presentations were given:

- "Strategies and instruments for the protection of the World Heritage property “Historic Centre of Vienna” (e.g. Highrise Concept Vienna, Glacis Master Plan)" by Mr Rudolf Zunke, Chief Executive Office of the City of Vienna, Executive Group for Construction and Technology, Stadtbaudirektion.
- "Methodology adopted by the relevant Municipal Department 41 to establish visual impact analyses and 3D visualisations" to assess the potential impact that urban projected development may have on the World Heritage property and more in general on the urban landscape, by Mr Gerhard Sonnberger, City of Vienna, MA 41- Survey.
- "The Intercontinental Hotel- Ice Skating Club-(Eislaufverein) project", by Arch. Sebastian Murr, Isay Weinfeld Architect, on behalf of WertInvest Company.

On the afternoon of November 17th, during a visit of the Intercontinental Hotel and Ice-Skating Club and a subsequent meeting held in the premises of the University of Music and Performing Arts in presence of the relevant authorities and officials of the Federal State of Austria and of the Urban and Planning Departments the City of Vienna, Mrs Ursula Stenzel (Governess of the 1st City District) as well as a number of authoritative Viennese professional societies and citizen associations expressed their critic opinions on the Intercontinental Hotel-Ice skating club (Eislaufverein) project and on the recently adopted planning instruments for Vienna.

3.1 The 2014 Adopted Planning Tools for the City of Vienna

3.1.2 STEP 2025 - Thematic Concept - High-rise Building

The document *STEP 2025 Urban Development Plan Vienna*, adopted by the Vienna City Council on 25 June 2014, represents the current guideline for all future resolutions and measures related to the spatial development of the city.

As the document points out, Vienna’s urban territory is characterised by the horizontally oriented architecture of large parts of its inner districts, whose physical presence provided a setting for the monumental buildings of all urban development phases until the mid-20th century. Apart from church spires, stately mansions, military constructions or special industrial edifices, all earlier architectural developments towering above the traditional building horizon concerned a few individual objects from the interwar period. In the post-war period high-rise developments were realized in prestigious locations, such as the Ringturm, the Intercontinental Hotel, or the Hilton Hotel.

The *STEP 2025 Urban Development Plan Vienna* provides overriding planning principles, thus differing from the previous urban development plans of 1984, 1995 and 2005, which were oriented towards specific spatial provisions and standards. On the base of these principles, more detailed technical definitions and spatial planning initiatives are foreseen to follow in the form of technical concepts on specific aspects, overall urban development concepts and master plans, and land-use and development plans.

In the framework of STEP 2025 Urban Development Plan Vienna, the new **2014 High-rise Concept**, has been developed under the aegis of Vienna University of Technology and adopted by the Vienna City Council on 19 December 2014, in order to respond to the current requirements. The document replaces the previous objectives and guidelines High-rise Concept, adopted in 2002 by the City Council of Vienna shortly after the inscription of the “Historic Centre of Vienna” on the World Heritage List. This latter document did not make reference the World Heritage property but provided significant limitations to high-rise projects, establishing no high rise zones in the historic centre. (Article 7 par. of the current Building Code for Vienna, considers building with height: 26-35 metres as “high buildings” while it considers buildings exceeding 35 metres as “high-rises”).

The newly adopted 2014 High-rise Concept focuses on the question of what should constitute the appropriate type of intervention for high-rise developments and describes this type of intervention both by assessing the urban significance of the various areas of Vienna and by defining that any high-rise project should generate added value for the public interest, without defining normative categories. The document stipulates that each high-rise project must be justified, in accordance with the framework conditions formulated in the High-rise Concept, regarding its quantitative and qualitative disposition. The Concept defines the added value as enrichment for the local situation, the neighbourhood and the city as a whole.

The High-rise Concept organizes the city into six areas, each of them with its specific structural, morphological and atmospheric characteristics, resulting from a consideration of Vienna’s urban structure and spatial development. Guidelines adapted to the respective situation are formulated in order to control the development of high-rises within these zones. Different site specific requirements are to be met, on the basis of urban space analysis and an evaluation of the respective situation as well as on giving proper consideration to the visibility in the urban space and to the respect of sightlines.

The area defined by the High-rise Concept 2014 as the "Consolidated City" comprises the World Heritage property and the buffer zone of the UNESCO World Heritage properties: “Historic Centre of Vienna” and “Palace and Gardens of Schönbrunn”.

[Page 23] *"The consolidated city area comprises the compact body of the inner city, grown over time, and the adjacent Gründerzeit expansion areas. This area is characterised by high architectural and social density, concise morphology, typological readability and traditional space creation with clear-cut delimitations between open spaces and buildings, as well as by a largely even building horizon that is historically broken up only by very few, special high points, e.g. church spires or military buildings..."*

Further on, the same page of the document quotes:

"The fundamental principle underlying high-rise projects in the consolidated city is respect and restraint vis-à-vis the quality of the existing building stock. Enriching the cityscape by accenting the height relief in spatially significant points – interfaces in the urban structure, city edges, activity poles, inner-city development areas, etc. – may be definitely desirable. Emphasising and strengthening prominent spots and city edges within the existing built structure by means of high buildings (up to 35 metres) and high-rises (exceeding 35 metres); the creation of focal points in selected location.....these are just some keywords to sketch possible urban development options that would allow for the implementation of high-rises in the consolidated city"

"High-rises embodying appropriate dimensions in relation to the existing building stock may be acceptable in such situations if they are conducive to local enrichment of the urban fabric, to spatial and functional clarification, to a meaningful transformation of the respective situation in keeping with the requirements of urban typology and urban sociology, and if they help to compensate for structural deficits and support the public appropriation of urban space"

While the construction of high-rises is excluded in nature reserves and protected landscapes, the High-rise Concept 2014 introduces the principle of projecting them even in *"Safety zones of Vienna International Airport, protection zones according to Art. 7 of the Building Code for Vienna as well as, in particular, the core and buffer zones of the UNESCO World Heritage properties"* which *"call for increased vigilance in the evaluation of high-rise projects"*. Therefore, differently from the High-rise Concept 2002, the STEP 2025 High-rise Concept, no longer establishes exclusion zones for high rise buildings in the urban areas.

This new approach foresees that any proposed high-rise project must specifically demonstrate the added value that it would have for the surroundings:

[Page 12] *"High-rises are very prominent architectural marks – or landmarks – in the urban landscape; for this reason, their presence should also entail an obligation to offer something in return. Profits resulting from land reclassification for the benefit of high-rises should largely be given back to the general public by making sure that such buildings will sustainably and actively contribute to upgrading their environs"*

Page 36: *"...at the contextual level, priority should be given to compensatory concepts that generate outstanding added value for the community"*

Furthermore, page 44 quotes: *The alignment with existing supra-local development projects must be evaluated*, and with regard to the UNESCO World Heritage property, while the title *Compatibility with cityscape, visual axes and sightlines* foresees that:

"Compatibility 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. The position taken, and the effects caused, by the high-rise within all these zones must be clearly visualised. All technical and thematic clarifications are to be exclusively co-ordinated by MA 21 and the Steering Group. Special attention is to be paid to the visual axes and sightlines that determine the urban space. Concretely, project applicants must show, by way of a written and visual set of arguments (in combination with visual impact assessments and visualisations), what effect a planned high-rise project would have on the future cityscape, as well as on the two UNESCO World Heritage properties.

The evaluation process of each high-rise project, as well of its integration into the urban fabric, is conducted under MA 19 - Architecture and Urban Design and monitored by a Steering Group composed specifically for each project, which particularly serves to safeguard public interests.

In case the high-rise project is connected with matters touching on the World Heritage properties, the evaluation process involves also the Chief Executive Office of the City of Vienna, Executive Group for Construction and Technology, Directorate General for Urban Planning, Development and Construction (co-ordination of UNESCO World Heritage matters).

3.1.2.1 ICOMOS Considerations on the 2014 Thematic Concept - High-rise Buildings

ICOMOS notes that the newly adopted High-rise Concept 2014 abolishes exclusion zones for high-rises in the Vienna urban areas, without having applied proper instruments of control for height, volume and urban density adequate for respecting the Outstanding Universal Value of the World Heritage properties.

This planning document conceive a methodology for urban interventions in the historic centre of the city, encompassing both core and buffer zones of the WH property, according to which new buildings, even high rise ones, are admitted independently from their building volume and height, on the base of a case by case evaluation, including the assessment of their visual impact if they create extraordinary added value for the community. The document does not provide with criteria for assessing the concept of extraordinary added value that the project should bring to the community, nor any guidance on measurement of how a particular project could be “*conducive to local enrichment of the urban fabric*”.

The absence of stringent height controls and the inclusion of subjective case-by-case evaluation of attributes which cannot be measured may create unreasonable expectations regarding the nature and extent of allowable new development, leading in turn to pressure from development proponents. More objective, measureable development standards would avoid the potential for unfulfilled expectations and reduce potential threats to the visual quality, cultural values and Outstanding Universal Value of the WH property.

The philosophical approach which subtends the STEP 2025 High-rise Building Concept, as well as the 2014 Glacis Master Plan, is mainly motivated by the assumption that the Vienna historic urban fabric and building stock have been transformed all along the centuries. Therefore contemporary development in the area, in order to continue to infuse the WH property with contemporary life, should constitute the logical evolution of its historical character.

ICOMOS brings to attention that, while in the past the evolution of the built stock was gradual and the architectural language has been expressing throughout the centuries its forms according to the local culture and persisting building traditions, the contemporary technologies allow to edify buildings that for their structure, shape and dimensions are out of scale in comparison with the historical ones and the architectural language of which is not any more related to the context of the site for which these buildings are planned. The scale and impact of potential new buildings therefore requires much more specific guidance than is provided through STEP 2025 High-rise Building Concept and the 2014 Glacis Master Plan.

Therefore ICOMOS considers that:

- Contemporary architectural patterns with no dimensional reference to the historic context have the effect of creating an architectural counterpoint to the historic monuments which can significantly distract from their landmark character;
- Planning tools, development strategies, and management system for the property should give effective priority to the protection of the World Heritage property's attributes and their setting in putting cultural heritage conservation which is a supporting factor for sustainable economic development, at the heart of the urban development process;

- STEP 2025 High rise Building Concept and the 2014 Glacis Master Plan do not provide a sufficiently clear, measurable set of standards and guidelines, particularly in relation to the potential height of new developments;
- Any development project having a potential impact on the properties should be carefully evaluated through the preparation of a comprehensive Heritage Impact Assessment, which includes reference to 3D visual simulations so that the effects of the proposed development on the Outstanding Universal Value (which includes integrity and authenticity) of the World Heritage property, in its widest urban context can be properly understood and assessed.

3.1.2.2 ICOMOS Conclusions and Recommendations on the 2014 Thematic Concept - High-rise Buildings

ICOMOS:

- referring to guiding principles provided by relevant international Charters and Recommendations, in particular the 2005 Vienna Memorandum and the 2011 UNESCO Recommendation on the Historic Urban Landscape;
- recalling that the hierarchical relationship historically established between the historic monuments, the historical urban fabric and built stock of the World Heritage property is an essential attribute of its Outstanding Universal Value;
- considering the difference effects on the cultural significance of the Historic City of Vienna made by new high and high rise buildings and the historical assets of the setting;
- considering the absence of morphological coherence between the admitted high buildings and high rise buildings and the historical assets;
- taking note of the planning concepts adopted by the City Council of Vienna of an urban development, which admit within the "consolidated city" encompassing the core and buffer zone of the "Historic Centre of Vienna, a significant difference of scale in building height and density (high buildings and high-rise buildings) compared to the scale of the historical typologies, morphologies, assets, setting and context and which, if implemented, would affect the morphological and symbolic relationship and hierarchy of the historical context;
- considering the potential modification this kind of development would involve on the comprehensive morphology of the historical close context as well as of the historical cityscape observed from distant views and the modification of vistas on some key land mark buildings from the World Heritage property;

Expresses its great concern as the newly adopted High-rise Concept 2014 abolishes exclusion zones for high-rises in the Vienna urban areas, without having applied proper instruments of control for height volume and urban density adequate for respecting the Outstanding Universal Value of the World Heritage properties;

Notes with concern that the absence of exclusion zones for high-rises and proper instruments of control for height-volume and urban density, creates an unreasonable expectation about development potential by property owners and developers, which may in turn lead to pressure for approval of inappropriate projects;

Brings to the attention of the State Party's authorities that, if implemented, the edification of high buildings and high rise buildings in the property Historic Centre of Vienna, as well as the modification of the roofscape, hindering the understanding of the historical layering of the World Heritage property, would result in inappropriate modification to the functional hierarchy and morphology of the historical context, thus seriously affecting the authenticity and integrity of the World Heritage property; and

Urges the State Party's authorities to require that all high-rises projects are evaluated through a comprehensive Heritage Impact Assessment, prepared in accordance with the ICOMOS 2011 'Guidance on Heritage Impact Assessments for Cultural World Heritage Properties', including reference to 3D visual simulations so that the effects of the proposed development on the Outstanding Universal Value (including integrity and authenticity) of the World Heritage property can be properly understood and considered.

ICOMOS concludes that, if the current suite of planning principles, particularly including the High-rise Concept 2014, are applied, the property would be faced to a serious deterioration of its architectural and town-planning coherence, a serious loss of morphological integrity, and a substantial loss of cultural significance, and that the essential attributes of morphological integrity and cultural significance testifying to the Outstanding Universal Value of the "Historic Centre of Vienna" would be irreversibly damaged.

3.1.3 The Glacis Master Plan

The Glacis area consists of the land encircling the city walls of Vienna that was left undeveloped for military-strategic reasons until the mid-19th century. When the city walls were demolished due to the urban enlargement of Vienna in the 2nd half of the 19th century, the Glacis area was edified in the particular "Grunderzeit" style.

After the demolition of Vienna's city walls and fortifications, the layout of the Ringstrasse area was developed on the basis of a master plan that was the result of an international competition launched by imperial decree in 1857. The master plan established a spatial grid founded on basic measures as they were used in the technology of the time.

Building regulations were issued in conjunction with the master plan in 1859, stating that "the height of residential buildings up to the eaves shall not exceed 13 Klafter (24.65m).

The Ringstrasse provided green space and was considered a nearby recreation area for the historic city.

The horizontal character of the architectural heritage, mostly dating from the end of the 19th century, together with the still extant open air urban spaces provide the setting for the monumental public buildings such as administrative buildings, museums, theatres, concert halls that have been constructed in the area.

The originally defined maximum building heights were observed until the Hilton Hotel on Parking was built in 1959.

The Glacis area constitutes an integral part of the World Heritage property “Historic Centre of Vienna”.

In 2014 the City of Vienna worked out and approved the document "Glacis Master Plan", aimed at establishing orientations for future planning processes and projects concerning the possible urban potentials and restrictions for this 19th century area of the historic centre. The document considers that *"the area still contains isolated inner-city lots suitable for possible urban development (new buildings or restructuring projects)".*

Chapter 2 General Objectives of the Glacis Master Plan quotes:

Page 6

The changes wrought over the past decades and the project developments currently under discussion show that dynamic urban development also harbours major development potential for the historically evolved core of Vienna.

Section 2.1 General urban design and development objectives and concrete spatial planning,
Under the title ‘Continuing to infuse the World Heritage property with contemporary life’, makes reference to the World Heritage status of the property and to the importance of integrating the built heritage into a living urban organism.

Page 10

- The urban fabric of the area formerly occupied by the Glacis is part of the UNESCO World Heritage property “Historic Centre of Vienna”

- A key aspect of this World Heritage site lies in its evolution as a city that has grown over an era of two millennia, whose parts were repeatedly reshaped over time, and whose cityscape visibly reflects all phases of urban development 21st-century architecture and technology but also culture are to be inscribed in this book of history.

- As part of the historic core of Vienna, the urban space occupied by the former Glacis is to be evolved as a lively centre; it is not a museum. While the protection of the precious cultural heritage is given priority, the integration of the historic building stock into a living urban organism is of equal importance.

Page 11

New leeway for project design resulting from significant changes in development plans for existing lots should only be granted if this will create adequate or even outstanding public added value.

The title **Sightlines** introduces the possibility of building a high-rise in the Glacis area under the condition of demonstrating the effect that any planned project would have on the cityscape.

"Special attention must be paid to the sightlines characterising the Glacis. Concretely and in keeping with the Vienna High-rise Concept 2014, all project applicants must show, by way of a written and visual set of arguments (in combination with visual impact assessments and visualisations) submitted during the phase of project study development, what effect a planned project would have on the future cityscape" page 17.

"In the course of the procedure, all projects must be submitted to Municipal Department 19 – Architecture and Urban Design and in due course also to the Advisory Board for Urban Planning and Urban Design."

Page 18 of the document points out 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.

Section 2.3 GLACIS Master Plan Special planning objectives

Section 2.3 *Special planning objectives* of the Glacis Master Plan divides the totality of the relevant area into the 8 ensembles and 3 zones on the bases of an urban-morphological structuring.

The chapter 2.3 identifies the special planning objectives for each of these urban entities. Among them the following objectives involve an evolution of the built heritage assets and setting:

- Creating an urbanistic framework for undefined open spaces
- Proactive urban renewal of problem zones ("urban repair")
- Ongoing development
- Structural development of existing buildings
- Taking account of potential long-term developments
- Potential new locations for buildings; complementary construction lots with specific thematic orientation.

No provisions are given about the quantities of the urban/building development these interventions will require.

Section 3.2 Evolving existing instruments of Chapter 3.1 Giving life to the Master Plan specifies that:

Instruments to safeguard Vienna's landmark quality: in order to preserve the outstanding building stock for the future and at the same time enrich the historically evolved variety of the Glacis area –especially in the zones singled out for proactive urban development – by means of high-quality 21st-century architecture, the existing ensemble protection measures are to be further developed and complemented.

While Section 3.3 gives guidelines on quality standards of planning and procedures to be applied, Section 3.4 References to the High-rise Concept 2014 introduces intervention principles for the "consolidated city" zone:

Based on the High-rise Concept 2002, a new version of this document was drafted in 2014, as the frame conditions had changed in the meantime. This new text stipulates that high-rises are only acceptable in Vienna if they create extraordinary added value for the community. High-rises are

to act as catalysts for urban planning and development and must contribute essentially to improving urban qualities in their immediate and wider surroundings.

Within the “consolidated city“ zone as defined in the High-rise Concept 2014, significant locations within the existing built structure may be emphasised and strengthened as focuses if they are conducive to local enrichment of the urban fabric, to spatial and functional clarification and to a meaningful transformation of the respective situation in keeping with the requirements of urban typology and urban sociology, and if they help to compensate for structural deficits, support public appropriation of urban space and expand its possibilities.

Finally, section 3.7 Taking account of the Master Plan in future plans of the City of Vienna states that consultations regarding international agreements and conventions (e.g. UNESCO World Heritage status) must be taken account when deciding on future public plans and projects, within the area of Vienna covered the Glacis Master Plan.

In summary, the 2014 Glacis Master Plan foresees interventions aimed at the renewal/upgrading of the urban infrastructure, urban landscaping and public accessibility of the area as well as the creation of new public or residential buildings, with the programmatic scope of enhancing the cultural/leisure vocation of the area.

Consequentially, the Master Plan Glacis foresees, inter alia, categories of intervention within the relevant area such as "Ongoing development- Structural development of existing buildings - Potential long-term developments Potential new locations for buildings; - complementary construction lots with specific thematic orientation" whenever it will be demonstrated that such development projects will create extraordinary added value for the community.

The document, applying the principles of the STEP 2025 High-rise Concept, introduces the possibility of erecting high buildings and high rises in the area and it does not provide parameters prescribing maximum building heights, building volumes and urban density.

3.1.3.1 ICOMOS Considerations on the Glacis Master Plan

ICOMOS, welcomes the action aimed at increasing the function of the former Glacis area an integral part of the World Heritage property "Historic Centre of Vienna", as a cultural and social gathering area, but notes that the Glacis Master Plan foresees developments within the area which, according to the principles of the STEP 2025 High-rise Concept, could include the construction of some high buildings and high-rise buildings which would impact the Glacis area morphology and character and thus Vienna's Outstanding Universal Value.

ICOMOS recalls principles and guidelines provided by the 2005 VIENNA MEMORANDUM on “World Heritage and Contemporary Architecture – Managing the Historic Urban Landscape”:

Art. 12 of this document while recognizing that *"The historic urban landscape acquires its exceptional and universal significance from a gradual evolutionary"*

points out that *"protection and conservation of the historic urban landscape comprises the individual monuments to be found in protection registers, as well as ensembles and their*

significant connections, physical, functional and visual, material and associative, with the historic typologies and morphologies.

Art. 13 "Continuous changes in functional use, social structure, political context and economic development that manifest themselves in the form of structural interventions in the inherited historic urban landscape may be acknowledged as part of the city's tradition...."

Art 14" Living historic cities, especially World Heritage cities, require a policy of city planning and management that takes conservation as one key point for conservation. In this process, the historic city's authenticity and integrity, which are determined by various factors, must not be compromised.

Further on in the Vienna Memorandum, Art 22, 25 and 26 provide guidelines for urban development in historic areas:

22. Architecture of quality in historic areas should give proper consideration to the given scales, particularly with reference to building volumes and heights. It is important for new development to minimize direct impacts on important historic

25. Townscapes, roofscapes, main visual axes, building plots and types are integral parts of the identity of the historic urban landscape. With regard to renewal, the historic roofscape and the original building plots serve as the basis for planning and design.

26. As a general principle, proportion and design must fit into the particular type of historic pattern and architecture, while removing the core of building stock worthy of protection ("façadism") does not constitute an appropriate mean of structural intervention.

3.1.3.2 ICOMOS Conclusions and Recommendations on the Glacis Master Plan

ICOMOS recommends that the integration of the historic building stock into a living urban organism be implemented, beside respect for the visual axes and sightlines that determine the urban space, according to mandatory prescriptions in terms of density and height of the buildings inspired to guidelines of the international charters and memorandums on development of the historical urban landscape, in order to harmoniously integrate the new structures into the historical urban morphology.

ICOMOS strongly urges the State Party's relevant authorities to establish new planning rules establishing adequate parameters for the urban density as well as specific standards for building height and volume for the core zone and buffer zone of the Historic Centre of Vienna, in order to safeguard the urban morphology of the context that is an essential attribute of the property.

In the meanwhile ICOMOS considers furthermore that a development moratorium period should be adopted in order to avoid that inappropriate development in the relevant area is implemented during the period preceding the adoption of these new rules.

3.2 The "Intercontinental Hotel/Vienna Ice-Skating Club" Project

A block of buildings, facing the Stadpark, hosts the current Intercontinental Hotel (29300 square metres) and the Vienna Ice-Skating club (Wiener Eislaufverein) (5500 square metres). The entire land plot covered by the hotel and Ice-Skating Club measures 15,091 square metres and is located in the Glacis area which is an integral part of the World Heritage property "Historic Centre of Vienna". The land plot is not classified as a protection zone under Art. 7 of the Building Code for Vienna.

Some public buildings as the Vienna KonzertHaus, the University of Music and Performing Arts, and the Akademisches Gymnasium also operate in the area.

The current edifice of the Intercontinental Hotel has been built in 1964: being considerably higher compared to the existing typologies of the area of the "Ringstrasse", which did not suffer from any damage during First and Second World War, the building constituted at that time a rupture from the point of view of the town morphology.

Today, the mass of the Intercontinental Hotel still creates a contrast with the "Gesamtkunstwerk" character of the close surrounding context which, as a manifestation of late 19th century's architecture, is an attribute of the property "Historic Centre of Vienna". (See pictures n°1-2 in Annex V)

Moreover, when observing the panorama from elevated points of the Belvedere Gardens and Upper Palace, the volume of the current Hotel Intercontinental building, standing out from the cityscape in the axial part of the panorama between the St. Stephen Cathedral tower and the Baroque cupola of the SalesianerKirche, disturbs a famous view of the historic centre.

As the existing structures of both the Intercontinental Hotel and Vienna Ice-Skating Club (gross built area 34 800 square metres) do not meet modern requirements, the private company owner of the two assets has launched an international competition for the redesign of the buildings.

The project submitted by the Brazilian architect Isay Weinfeld was selected by an international jury in February 2014. The project foresees a vertical extension of the existing buildings:

- A main building, 49.75m high, to host the new premises of Intercontinental Hotel;
- A tower building 64.9 high springing from a platform 10.35 m high, to host apartments;
- A third wing, 21.7m high, facing Heurmarktstrasse to host at basement and ground floor the Eisverein activities as well as apartments at upper floors for a total gross built area of 56 560 square metres.

The project proposal also involves the urban re-contextualization of the plot with the adjacent area, demanding about 1,000 m² of public space on Lothringerstrasse, and the creation of new openings to the adjacent Wiener Konzerthaus.

At the moment, the Vienna City Council has not yet definitively decided whether the project based on the design by architect Isay Weinfeld will be implemented. The Municipal Department 21-District Planning and Land Use is evaluating the plans submitted for the Intercontinental Hotel - Vienna Ice-Skating Club area with regard the currently valid Land Use and Development Plan.

According to the information received during the mission, an amendment of the current Land Use Plan of the area, in accordance with the interests of the community as a whole, should be adopted by the Vienna City Council previously to legally deliver the building permit to the project.

3.2.1 Visual Impact of the project on the close context and on the vistas on the Vienna Historic Centre from the Belvedere Gardens and Museum Palace

The Visual Impact 3D renderings established by the City relevant Municipal Department, clearly shows points or areas where the planned constructions will be visible.

The 3D study determines the level of disturbance of the projected ensemble (a main building 49.75m high, with a tower building 64.9m high springing from a platform 10.35m high for a total height of 75.25m), making evident how its masses would have an huge and incumbent impact on the close urban context as well as on the vistas from some higher points or from areas of the core zone and of the city area in general.

- The close urban context

In the close urban context, the projected volumes are clearly inconsistent with the horizontality of the built heritage of the Ringstrasse which features a substantially homogenous set of buildings heights and monuments characterising the spatial and architectural quality of the area. (See pictures and 3D visualisations n°3-4 in Annex V).

- Vista from Belvedere Gardens

The 3D visualisation models show how the volumes designed by the winning project would strongly exert a negative impact on the cityscape, occupying conspicuously the axial part of the panorama that currently can be enjoyed from the Belvedere Garden and how it would weaken the symbolic significance of the St. Stephen cathedral tower and of the other historic landmarks of the panorama. (See pictures and 3D visualisations n°3-4-5-6-7 in Annex V).

3.2.3 The criticism about the project expressed by the Governess of the Vienna 1st City District, by authoritative Viennese professional societies and by citizen associations

In the afternoon of November 17th, during a visit at the Intercontinental Hotel and Ice-skating Club and a subsequent meeting held in the premises of the University of Music and Performing Arts in presence of the relevant officials of the Federal State of Austria and relevant officials of the Urban and Planning Departments of the City of Vienna, Mrs Ursula Stenzel, Governess of the 1st City District of Vienna as well as a number of authoritative Viennese professional societies and citizen associations have expressed:

- Their opposition to the Intercontinental Hotel- Ice Skating Club project for its impact on the close urban context and its negative impact on the historical cityscape observed from upper points;
- Their doubts about the “extraordinary added value” that the project would bring to the Viennese community, considering that the implementation of the project, targeting paying customers, would mainly benefit private investors;
- Their criticism of the newly adopted planning instruments for Vienna;

- Their concern that the project could constitute an antecedent for further inappropriate development of the area;
- Their concern about the ongoing modification of the roofscape in the historic centre.

The "Verein Initiative Stadtbildschutz" association has undertaken a campaign to express to the relevant Municipal authorities their opposition against the project implementation and to raise the public awareness. (The list of the speakers is provided in Annex IV.)

3.2.4 ICOMOS Conclusions on the “Intercontinental Hotel/Vienna Ice-Skating Club” project

Recalling point 6 of Decision: 39 COM 7B.94 of the World Heritage Committee, which expressed its concern that:

“this proposed development appears to be in contravention of the recommendations of the 2012 mission in terms of the height of the buildings and their contribution to the surroundings, and that the designs appear not to have been constrained by the new planning tools;

Confirming the advice expressed by the ICOMOS Technical Review (May 2014):

(Quotation) *“... The State Party's highly praised result of the Architectural Competition is inherently contradictory in its design to the recommendations of the UNESCO-ICOMOS Reactive Monitoring Mission of September 2012 which underscored:*

“The mission states that this view has already been strongly disturbed. It is not only necessary to avoid additional disturbing elements, but it was highly recommended to develop a long term policy to restore the integrity of this view, step by step.

[.....] 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.”

Notwithstanding the explanations regarding the approach and process for the architectural competition, the recently presented “winner solution” remains unacceptable: erecting a 70m high building to replace the existing 45m high one, and explaining that it will be less harmful to the silhouette in vistas from the World Heritage property (Belvedere Palaces) contravenes the recommendations made by the reactive monitoring mission that were endorsed by the World Heritage Committee at its 37th session (Phnom Penh, 2013).

The assessment presented in the State of Conservation report of 2013 presented to the Committee should be reiterated in regard to the concern raised about the particular location at the edge of the inscribed property, where the visual relationships between the Belvedere Gardens and the Historic City are essential. As the report noted, although this relationship had been already impacted by previous construction, the proposal for development should constitute an opportunity to reduce the visual impact of the existing Intercontinental Hotel, by reducing the height of the building, and to improve the quality of the neighbourhood by defining a better use of the plot in terms of urban and community function.

[...]

Concerning the proposed redevelopment project "Vienna Ice Skating Club / Intercontinental Hotel / Vienna Konzerthaus" within the property ICOMOS considers that the proposed solution is not acceptable as it will strongly impact the visual qualities of the location and would further erode the conditions of integrity and authenticity of the existing skyline and townscape.

As noted in the State of Conservation report of 2013, in the case of Vienna it could be considered that individual projects have a limited impact on the skyline and visual relations, but it is the impact of a number of projects over several years that raise concerns.

If the implementation of the proposed project for the "Vienna Ice Skating Club / Intercontinental Hotel / Vienna Konzerthaus" were to move forward as currently proposed, this concern would be further exacerbated and accumulated impacts could reach a stage where the Outstanding Universal Value of the property might be irreversibly affected."

(end of quotation of the 2014 ICOMOS Technical Review)

ICOMOS therefore brings once more to the attention of the State Party's relevant authorities that:

- The winning project does not take into account the recommendations of the 2012 reactive monitoring mission which had expressed the opinion that in the reconstruction the height of the new project should be kept even lower than the existing one:
- The "winner solution remains unacceptable" in relation to the protection of the OUV of the "Vienna Historic Centre of Vienna."

ICOMOS concludes that if the implementation of the proposed project for the "Vienna Ice Skating Club / Intercontinental Hotel " were to move forward as currently proposed, the impact of the new building on the close urban context and on the vistas on the Vienna Historic Centre from the Belvedere Gardens and Museum Palace would be further exacerbated and accumulated impacts could reach a stage where the Outstanding Universal Value of the property might be irreversibly affected.

ICOMOS therefore strongly urges the relevant State Party's authorities to facilitate major revision to the project proposal so to reduce the height, as recommended by the 2012 reactive monitoring mission, and to take into account scale and massing in the revised proposal in relation to the characteristics of the specific location., as well as to the specific attributes that convey the Outstanding Universal Value of the property in order:

- To harmonise the project design with the attributes of the specific location, which is an integral part of the Vienna World Heritage property and conveys the Outstanding Universal Value of the property;
- To reduce its negative visual impact on the close urban context and not affect the views on the Historic Centre from upper points.

The revised project proposal should be submitted for review to the World Heritage Secretariat, in accordance to Paragraph 172 of the Operational Guidelines before any decisions are made regarding its implementation.

4 State of Conservation of the "Historic Centre of Vienna" property

The Report of the 2012 UNESCO-ICOMOS reactive monitoring mission underlined that the overall state of conservation of the Historic Centre of Vienna has been challenged almost since the time of its inscription on the World Heritage List.

Already at that date, the impacts of urban developments on the Historic Centre of Vienna had reached a critical level constituting a potential threat both for the authenticity and the integrity of the property:

(Quotation from 2012 Report, page 14) *In both properties - as already identified by previous reactive monitoring missions – the most relevant factors remain the same:*

- *The development pressure which is translated in many cases into the erection of high-rise buildings;*
- *The indirect impacts on visual integrity (also from a longer distance from and outside of the property and its buffer zone);*
- *The densification and modernization of historic fabric e.g. additional levels on top of non classified buildings; transforming the original authentic roofscape of the historic city centre (mostly valid for the Historic Centre).*

The ICOMOS expert, during the 2015 mission visits to the Historic Centre of Vienna observed contemporary interventions or level additions on the roof of historic buildings, the cumulating appearance of which results in a negative visual impact on their architectural coherence and on the surrounding historic monuments and setting (see pictures 9-10 in Annex V).

The mission also received information by Mrs Davis, Deputy Chairman of the First District Council of ÖVP Inner City, concerning renovation works on historic protected and non protected buildings in the Historic Centre, such as ongoing or projected addition of two level attic (Bauernmarkt 1, Schwertgasse 3) or by the projected addition of outer commercial spaces (Neuer Markt 16) altering the historic façade proportions which could threaten the integrity and authenticity of the buildings and affect the surrounding urban setting.

4.1 ICOMOS Conclusions and Recommendations on the state of conservation of the "Historic Centre of Vienna" property

The Vienna Building Code regulations limit at 5.5 m the possibility of increasing the height of non-protected building in the Historic Centre of Vienna.

ICOMOS considers that urban rules already available should be applied with no exceptions and that more protective measures should be adopted in order to manage sustainable development in the property and buffer zone of the Historic Centre of Vienna in harmony with the conservation requirements of the physical attributes that convey the property's Outstanding Universal Value.

The City of Vienna uses an advanced 3D modelling technology that allows a proactive evaluation of possible visual impacts of new developments on the context of the existing urban fabric.

ICOMOS recommends that the use of advanced 3D modelling give proper consideration to the protection of the World Heritage sites' Outstanding Universal Value according to Provincial and Municipal legal instruments in force as well as according to the guidelines of international conventions and charters on monument protection and recommendations on development of the historical urban landscape.

ICOMOS recommends that new developments should be evaluated through a comprehensive Heritage Impact Assessment, prepared in accordance with the ICOMOS 2011 document 'Guidance on Heritage Impact Assessments for Cultural World Heritage Properties' so that potential effects on the Outstanding Universal Value (including integrity and authenticity) of the World Heritage property can be properly understood and considered.

ICOMOS strongly recommends that the outcomes of these evaluations be followed by actions which protect the attributes which contribute to the OUV of the property.

ICOMOS considers that the modification of the roofscape morphology in the "Historic Centre of Vienna" should be avoided. Necessary renovation of non-protected buildings should be implemented using contemporary architectural solutions in the full respect of the historical roofscape, which is an attribute of the authenticity and integrity of the property.

ICOMOS finally strongly recommends that the State Party's relevant authorities should adopt further appropriate juridical measures establishing an institutional cooperation between the Federal State of Austria, responsible for the protection of historic monuments, and the City of Vienna responsible of the protection of urban areas, so to jointly involve their competences in the protection of all the historical assets of the property and of their urban setting, and in order to effectively control urban changes pertaining to the property.

5. - Executive Summary of ICOMOS Conclusions and Recommendations

5.1 - Executive Summary of ICOMOS Conclusions and Recommendations on:

- **Thematic Concept - High-rise Building 2014**
 - **Glacis Master Plan**
 - **State of conservation of the "Historic Centre of Vienna" property**
-
- Taking note of the planning concepts adopted by the City Council of Vienna of an urban development, which admit within the "consolidated city"(encompassing the core and buffer zone of the "Historic Centre of Vienna) a significant difference of scale in building height and density (high buildings and high-rise buildings) compared to the scale of the historical typologies, morphologies, assets, setting and context and which, if implemented, would affect the morphological and symbolic relationship and hierarchy of the historical context;
 - Taking note that the 2014 Glacis Master Plan, according to the principles of the STEP 2025 High-Rise Concept, foresees developments within the Glacis area which could consist in the construction of some high buildings and high-rise buildings that would have an impact on the Glacis area morphology and character thus affecting the Vienna's Outstanding Universal Value;
 - Referring to guiding principles provided by relevant international Charters and Recommendations, in particular the 2005 Vienna Memorandum and the 2011 UNESCO Recommendation on the Historic Urban Landscape;
 - Recalling that the hierarchical relationship historically established between the historic monuments, the historical urban fabric and built stock of the World Heritage property is an essential attribute of its Outstanding Universal Value;
 - Considering the absence of morphological coherence between the admitted high buildings and high rise buildings and the historical assets;
 - Considering the difference of cultural significance between the high and high rise buildings and the historical assets of the historic centre;
 - Considering the potential modification that this kind of urban development would involve on the comprehensive morphology of the historical close context as well as of the historical

cityscape observed from distant views and the modification of vistas on some key land mark buildings from the World Heritage property;

- Recalling that, as stressed by the 2012 UNESCO-ICOMOS reactive monitoring mission report, urban developments in the "Historic Centre of Vienna" since its inscription on the World Heritage List have reached a critical level constituting a potential threat both for the authenticity and the integrity of the property;

ICOMOS:

- Expresses its great concern as the newly adopted High-rise Concept 2014 abolishes exclusion zones for high-rises in the Vienna urban areas, without having applied proper instruments of control for height, volume and urban density adequate for respecting the Outstanding Universal Value of the World Heritage properties;
- Notes with concern that the absence of exclusion zones for high-rises and proper instruments of control for height-volume and urban density, creates an unreasonable expectation about development potential by property owners and developers, which may in turn lead to pressure for approval of inappropriate projects;
- Brings to the attention of the State Party's authorities that, if implemented, the edification of high buildings and high rise buildings in the property Historic Centre of Vienna would result in inappropriate modification to the functional hierarchy and morphology of the historical context:, thus seriously affecting the authenticity and integrity of the World Heritage property ;
- Considers that the modification of the roofscape morphology in the "Historic Centre of Vienna" hindering the understanding of the historical layering of the World Heritage property, should be avoided. Necessary renovation of non protected buildings should be implemented using contemporary architectural solutions and in the full respect of the historical roofscape, which is an attribute of the authenticity and integrity of the property;
- Considers that urban rules already available should be applied with no exceptions and that more protective measures should be adopted in order to manage the sustainable development in the core and buffer zone of the Historic Centre of Vienna in harmony with the conservation requirements of the physical attributes that convey the property's Outstanding Universal Value;
- Recommends that the integration of the historic building stock into a living urban organism be implemented, beside the respect of the visual axes and sightlines that determine the urban space, according to mandatory prescriptions in term of density and height of the buildings inspired to guidelines of the international charters and memorandums on development of the historical urban landscape, in order to harmoniously integrate the new structures into the historical urban morphology;
- Recommends that the use of advanced 3D modelling give proper consideration to the protection of the World Heritage sites' Outstanding Universal Value according to Provincial and Municipal legal instruments in force as well as according to the guidelines of international conventions and charters on monument protection and recommendations on development of the historical urban landscape, the outcomes of these evaluations should be followed by concrete actions to protect the attributes which contribute to the Outstanding Universal Value of the property.

ICOMOS therefore:

- Strongly urges the State Party's relevant authorities to adopt new planning rules establishing adequate parameters for the urban density as well as specific standards for building height and volume for the property and buffer zone of the Historic Centre of Vienna in order to safeguard the urban morphology of the context that is an essential attribute of the property;
- Urges the State Party's authorities to require that all high-rises projects are evaluated through a comprehensive Heritage Impact Assessment, prepared in accordance with the ICOMOS 2011 document 'Guidance on Heritage Impact Assessments for Cultural World Heritage Properties', including reference to 3D visual simulations so that the effects of the proposed development on the Outstanding Universal Value (including integrity and authenticity) of the World Heritage can be properly understood and considered;
- Considers that a development moratorium period should be adopted in order to avoid that inappropriate development in the relevant area is implemented during the period preceding the adoption of these new rules;
- Strongly recommends to the State Party's relevant authorities the adoption of further appropriate juridical measures establishing an institutional cooperation between the Federal State of Austria, responsible for the protection of historic monuments, and the City of Vienna responsible of the protection of urban areas, so to jointly involve their competences in the protection of all the historical assets of the property and of their urban setting and so to effectively control urban changes pertaining to the property, in the framework of an updated Management Plan for the property, defining the protection of Outstanding Universal Value of the Historic Centre of Vienna as strategic principle to be taken into account as a priority in all relevant planning tools as well as in relevant administrative procedures and control systems.

ICOMOS concludes that, if the above mentioned suite of planning principles, particularly including High-rise Concept 2014, are applied within the property and buffer zone of the "Historic Centre of Vienna" the construction of high buildings and high-rise buildings would be implemented, the property would be faced to a serious deterioration of its architectural and town-planning coherence, a serious loss of morphological integrity, and an important loss of cultural significance, and that the essential attributes of morphological integrity and cultural significance testifying to the Outstanding Universal Value of the " Historic Centre of Vienna " would be irreversibly damaged.

5.2 Executive Summary of ICOMOS Conclusions and Recommendations on the "Intercontinental Hotel/Vienna Ice-Skating Club" project

Recalling point 6 of Decision: 39 COM 7B.94 Of the World Heritage Committee;

Confirming the advice expressed by the ICOMOS Technical Review ICOMOS May 2014:

Brings once more to the attention of the State Party's relevant authorities that:

- The winning project does not take into account the recommendations of the 2012 reactive monitoring mission which had expressed the opinion that in the reconstruction the height of the new project should be kept even lower than the existing one;
- The "winner solution remains unacceptable" in relation to the protection of the OUV of the " Historic Centre of Vienna"

ICOMOS concludes that if the implementation of the proposed project for the "Vienna Ice Skating Club / Intercontinental Hotel " were to move forward as currently proposed, the impact of the new building on the close urban context and on the vistas on the Vienna Historic Centre from the Belvedere Gardens and Museum Palace would be further exacerbated and accumulated impacts could reach a stage where the Outstanding Universal Value of the property might be irreversibly affected.

ICOMOS therefore strongly urges the relevant State Party's authorities to facilitate major revision to the project proposal so to reduce the height, as recommended by the 2012 reactive monitoring mission, and to take into account scale and massing in relation to the characteristics of the specific location, as well as to the specific attributes that convey the Outstanding Universal Value of the property in order:

- To harmonise the project design with the attributes of the specific location, which is an integral part of the WH property of the Historic Centre of Vienna and which conveys the Outstanding Universal Value of the property;
- To reduce its negative visual impact on the close urban context and not affect the views on the Historic Centre from upper points.

The revised project proposal should be submitted to the World Heritage Centre for review before any decisions are made regarding its implementation, in accordance with Paragraph 172 of the *Operational Guidelines*.

ANNEX I – Historic Centre of Vienna (Austria) (C 1033) Decision 39 COM 7B.94

Historic Centre of Vienna (Austria) (C 1033)

Decision 39 COM 7B.94

The World Heritage Committee,

1. Having examined Document WHC-15/39.COM/7B.Add,
2. Recalling Decision **37 COM 7B.71**, *adopted at its 37th session (Phnom Penh, 2013)*,
3. Takes note of the information provided by the State Party on the revised High-Rise Concept and the new Glacis Master Plan, and that copies of English translations of these planning documents will be provided to the World Heritage Centre shortly;
4. Notes that the details provided for the proposed development of the Vienna Ice-Skating Club / Intercontinental Hotel / Konzerthaus area, as requested by the Committee, do not include detailed architectural drawings, 3D modelling, or a formal Heritage Impact Assessment (HIA);
5. Recalls the concerns expressed by the 2012 mission regarding the critical level reached by urban development since inscription and its cumulative impacts on the Outstanding Universal Value (OUV) of the property, and the need for new tools to orient the development process towards sustainable development that protects the attributes of OUV;
6. Expresses its concern that this proposed development appears to be in contravention of the recommendations of the 2012 mission in terms of the height of the buildings and their contribution to the surroundings, and that the designs appear not to have been constrained by the new planning tools;
7. Considers that the new tools developed since the 2012 mission do not appear to ensure that OUV is adequately protected, and that details of proposed developments need to be provided to the World Heritage Centre as a matter of urgency, as well as information on the new and revised planning tools and how they relate to the Management Plan and other planning mechanisms;
8. Requests the State Party to halt any further approvals for high-rise projects until they can be fully appraised by the Advisory Bodies on the basis of HIAs;
9. Also requests the State Party to invite an ICOMOS Reactive Monitoring mission to the property, to consider current high-rise proposals, changes to planning tools, as well as the effectiveness of the overall governance of the property against the background of the concerns expressed by the 2012 mission and its call for stronger emphasis on the protection of the attributes of OUV;
10. Further requests the State Party to submit to the World Heritage Centre, by **1 February 2016**, an updated report, including a 1-page executive summary, on the state of conservation of the property and the implementation of the above, for examination by the World Heritage Committee at its 40th session in 2016.

ANNEX II – Mission Programme



City of Vienna

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ICOMOS Reactive monitoring mission to the World Heritage property
Historic Centre of Vienna (Austria),

requested by the World Heritage Committee in its Decision 39 COM 7B.94
(Bonn, Germany, June 2015)

Program for the mission

Vienna, 12. November 2015

Time	Location	Item on the program	Participants (additional to Mr Giancarlo Barbato)
Monday, 16 November 2015			
12.30	Pickup from Mr Giancarlo Barbato at Hotel Josefshof and transport to the Welcome		
13.00- 14.00	1., Ballhausplatz, 1 Stock, Marmor- Ecksalon	Welcome by the Office of the Federal Chancellor and the City of Vienna First Meeting to discuss the Terms of Reference for the mission and the procedure. Discussion about the aim of the mission and the role of the delegation.	Basil, Dahm, Hrnrcir, Herrmann, Kniefacz, Kobermaier, Krauss, Lipp, Madreiter, Maldoner, Neubauer, Nowotny, Pröckl, Steger, Zunke
14.00- 17.00		Field-Visit to the urban development along the Danube Canal and the Vienna River in the neighbourhood to the project Vienna Ice-Skating Club (Schwedenplatz – Franz-Josefs-Kai – Radetzkystraße – Hintere Zollamtsstraße – Gigergasse – Am Heumarkt – Eislaufverein) (Terms of Reference Point 1 to 7)	Basil, Dahm, Hrnrcir, Herrmann, Kniefacz, Kobermaier, Krauss, Lipp, Maldoner, Zunke

approx. 17.30	"Dachboden", 25hours Hotel, Lerchen- felderstraße 1-3	"After Work Drink" with a view of Vienna at the invitation of the City of Vienna Meeting between Mr Giancarlo Barbato and Ms Maria Vassilakou , Executive City Councillor for Urban Planning, Traffic & Transport, Climate Protection, Energy and Public Participation (depending on the formation of the new city government after the election)	Vassilakou Dahm, HrnCir, Herrmann, Kniefacz, Kobermaier, Krauss, Lipp, Maldoner, Zunke
Tuesday, 17 November 2015 <i>840 Hotel Josephhof</i>			
9.00- 10.15	City Hall, Staircase no. 7, 2 nd Floor, Mediaroom 425g	Information and discussion about: <ul style="list-style-type: none"> • Brief information about the World Heritage Site "Historic Centre of Vienna" • Strategies and instruments for the protection of the World Heritage "Historic Centre of Vienna" (e.g. Highrise Concept Vienna, Glacis Master Plan) (Terms of Reference Point 1 to 7)	Graner, Herrmann, HrnCir, Lehner, Lipp, Luchsinger, Maldoner, Sonnberger, Zunke
10.15- 10.30	Break		
10.30- 12.00		Presentation of the project Vienna Ice-Skating Club / InterContinental Hotel / Konzerthaus by the Development-Company (Wertinvest) (Terms of Reference Point 1)	Enzi, Graner, Herrmann, HrnCir, Lehner, Lipp, Maldoner, Murr, Schwed, Sonnberger, Wolfinger, Zunke
12.30- 14.00	Gmoakeller, 3., Am Heumarkt 25	Lunch	
14.00- 16.00		On-Site Visit: Area Vienna Ice-Skating Club / InterContinental Hotel / Konzerthaus (Terms of Reference Point 1 to 7)	Enzi, HrnCir, Kobermaier, Kreppenhofer, Lachkovics, Lipp, Maldoner, Murr, Schwed, Wolfinger, Zabrana Rudolf, Zunke
16.00- 18.30	Meeting-point: Main entrance at Kursalon Hübner, Johannesgasse 33	Meeting with members of the NGOs, e.g. with the citizen initiative "Stadtbildschutz Wien" ("cityscape protection Vienna") Organised by the Office of the Federal Chancellor (Bundeskanzleramt.) Details concerning the location for the presentations from the NGOs will be announced by the Office of the Federal Chancellor.	HrnCir, Kreppenhofer, Kobermaier, Kühn, Lachkovics Lipp, Maldoner, Zunke

21.00	Wiener Konzerthaus 3., Lothringerstraße 20,	Concert by Gansch & Roses Superband, Jazzensemble at the invitation of the Office of the Federal Chancellor (Criterion (vi) for the inscription as World Heritage Site: "Since the 16th century Vienna has been universally acknowledged to be the musical capital of Europe")	
Wednesday, 18 November 2015			
9.00- 13.00	Field-Visit to the Core Zone of the World Heritage and to current citydevelopment-projects in the environment of the world heritage site <ul style="list-style-type: none"> • 9.30 Visit St. Stephen's Cathedral together with the Dombaumeister • 11.00 Gardens of Belvedere and view from the upper Belvedere to the centre of Vienna • 11.30 On-Site Visit: Vienna Main Train Station (Terms of Reference Point 1 to 7)		Heintschel, Hrcir, Lipp, Maldoner, Zunke
13.00- 14.30	Restaurant Ringsmuth, 10., Johannitergasse 1	Lunch at the invitation of the City of Vienna	
15.00- 17.00	Meeting-point: Main entrance at Schönbrunner Schloss Straße	Field-Visit to the World Heritage Palace and Gardens of Schoenbrunn (Terms of Reference Point 1 to 7)	Hundstorfer, Lipp, Maldoner, Nezval, Sattlecker, Zunke
approx. 18.00	Heuriger Wolff, 19., Rathstraße 46	Dinner at Heuriger Wolff at the invitation of the Office of the Federal Chancellor	
Thursday, 19 November 2015			
9.00- approx. 11.00	City Hall, Staircase no. 7, 2 nd Floor, Mediaroom 425g	Discussion on issues arising from field visits Farewell Café and final discussion about the further steps (Terms of Reference Point 1 to 7)	Herrmann, Hrcir, Lipp, Maldoner, Zunke

Rudolf Zunke

City of Vienna - Executive Group for Construction and Technology, Urban Planning Group,
City Hall, 1082 Vienna, Austria

Coordinator for UNESCO World Heritage Affairs in Vienna

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in consultation with the Office of the Federal Chancellor, Mr Bruno Maldoner

ANNEX III

List of participants (in alphabetical order):

Mr Christoph Bazil, Federal Chancellery of Austria, Section II Arts and Culture, Head of the Department. II / 4a conservation and Art Restitution Affairs

Mr Friedrich Dahm, State Conservator for Vienna, Bundesdenkmalamt.

Mrs Patricia Davis, Deputy Chairman of the First District Council of ÖVP Inner City

Mrs Daniela Enzi, Managing WertInvest, site development "Wiener Eislaufverein & Hotel Intercontinental"

Mrs Gabriele Eschig, Secretary General of Austrian Commission for UNESCO

Mr Hans-Christian Heintschel, Chief Executive Office of the City of Vienna, Executive Group for Construction and Technology, Stadtbaudirektion, project management Vienna Central Station

Mr Eckart Herrmann, City of Vienna, MA 21 City Planning and Land Use

Mr Christoph Hrnecir, City of Vienna, MA 21 City Planning and Land Use

Mrs Birgit Hundstorfer, City of Vienna, MA 21 City Planning and Land Use

Mr Robert Kniefacz, City of Vienna, MA 19 Architecture and Urban Design, Head of Division Architectural Survey

Mr Franz Kober Maier, city of Vienna, Head of the MA-19 Architecture and Urban Design

Mr Walter Krauss, Vienna, Head of the MA 21 City Planning and Land Use

Mr Andrea Hofer crepe, City of Vienna, MA 19 Architecture and Urban Design, Head of the Department General planning and basic research

Mr Christian Kühn, Chairman Advisory Council for Building Culture at the Federal Chancellery

Mrs Eva Lachkovics, Deputy District Director Wien 3., Erdberg

Mr Hubert Lehner, City of Vienna, MA 41-city survey

Mr Wilfried Lipp, ICOMOS Austria, President

Mr Christoph Luchsinger, Professor of Urban Planning and Design at the Vienna University of Technology

Mr Thomas Madreiter, planning director of the City of Vienna, Executive Group for Construction and Technology, Stadtbaudirektion, Head of Group Planning,

Mr Bruno Maldoner, World Heritage Officer, Federal Chancellery of Austria, Section II art and culture, Abt. II / 4a conservation and Art Restitution Affairs

Mr Sebastian Murr, office Isay Weinfeld Architects (creative architects), project planning area Eislaufverein hotel Intercont behalf WertInvest

Mrs Barbara Neubauer, Heritage Office, President

Mrs Bettina Nezval, City of Vienna, MA 19 Architecture and Urban Design, Architectural Assessment Unit

Mrs Eva Nowotny Ambassador I.R., President Austrian Commission for UNESCO

Mr Ruth Veronika Pröckl, Federal Chancellery of Austria, Section II art and culture, Abt. II / 4a conservation and Art Restitution Affairs

Mr Franz Sattlecker, Managing Schloss Schönbrunn Kultur- und Betriebsges.mBH

Mr Thomas Swed, high form Architekten ZT GmbH, technical consultancy for WertInvest

Mr Gerhard Sonnberger, City of Vienna, MA 41-city survey

Mr Bernhard Steger, Office of the Official Executive Councillor and Deputy Mayor, Maria Vassilakou, Group Urban Development, Transport, Climate Protection, Energy and Public Participation

Mr Klaus Wolfinger, Wolfinger Consulting, Consultant for WertInvest

Mr Rudolf Zabrana, deputy district director Wien 3., Erdberg

Mr Rudolf Zunke, Chief Executive Office of the City of Vienna, Executive Group for Construction and Technology, Stadtbaudirektion, Group Planning, Coordinator World Heritage Site Vienna

ANNEX IV

List of speakers representing professional societies and citizen associations which participated on the visit of the "Intercontinental Hotel/Vienna Ice-Skating Club" site, on the afternoon of November 17th

Frau STENZEL Ursula Bezirksvorsteherin der Inneren Stadt

and to the meeting held in the premises of the University of Music and Performing Arts

Herr HUEBER Friedmund Dipl.-Ing. Dr. Univ.-Prof. Architekt Österreichische Gesellschaft für Denkmal- und Ortsbildpflege Herr Morphologie der Ringstraßenzone

Herr LANDERER Markus Initiative Strategic Environmental Assessment Board for Conservation

Herr KÜHN Christian Dipl.-Ing. Dr. Univ.-Prof. Baukulturbeirat – Vorsitzender Bundeskanzleramt Dachlandschaft Dachzonenveränderungen

Herr NEUWIRTH Franz Dipl.-Ing. MinRat i.R. Beratung Dolmetschung für Fachausdrücke

Herr MAYRHOFER Christoph, Dipl.-Ing., Architekt Kammer der Architekten und Ingenieure -"Gesetze und Regeln"

Herr PUCHHAMMER Hans Dipl.-Ing. Univ.-Prof. i.R. Architekt ICOMOS Österreich Experte -"Charakteristische Elemente des Wiener Stadtbildes"

Herr RASINGER Herbert Dipl.-Ing. Initiative Stadtbildschutz Projekt Eislaufverein Chairman

Frau SCHMIDT Hannelore Initiative Stadtbildschutz Projekt Eislaufverein

Frau STENZEL Ursula Bezirksvorsteherin der Inneren Stadt

Herr VASS Andreas Dipl.-Ing., Architekt Österreichische Gesellschaft für Architektur Hochhauskonzept; Masterplan Glacis

ANNEX V- Pictures and 3D visualizations



1 - The Intercontinental Hotel buildings (view from Lothringerstrasse)



2 - The Intercontinental Hotel buildings (view from Heuermarktstrasse)



3 - 3D visualisation showing the impact of the proposed Intercontinental Hotel buildings on the close context of the Glacis area (view from Lothringerstrasse)

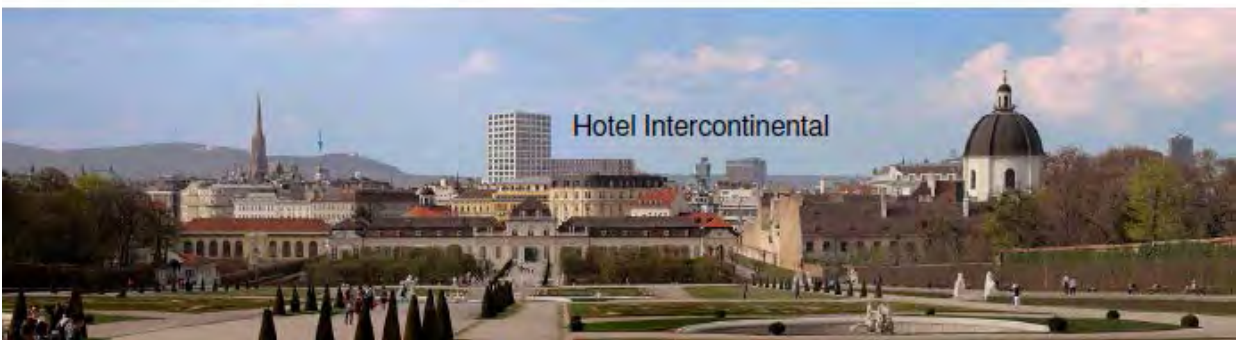
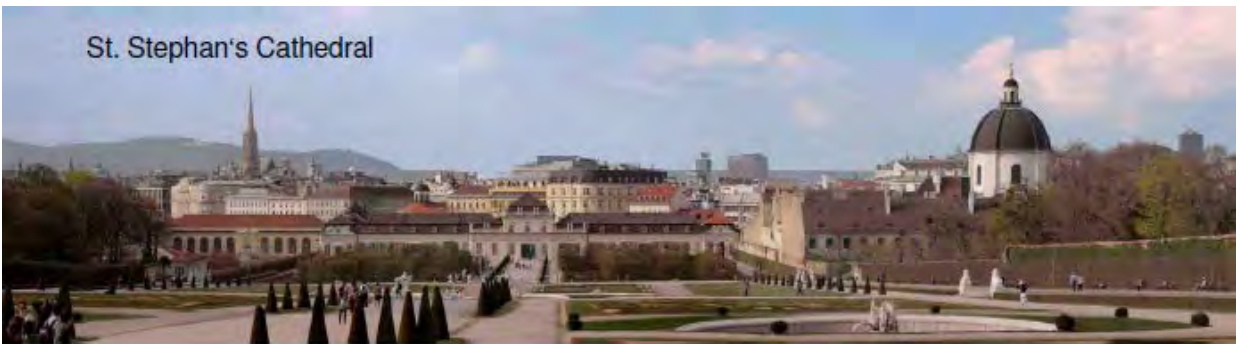


4 - 3D visualisation showing the impact of the proposed Intercontinental Hotel buildings on the aerial view of the Vienna Historic Centre from the North-East



5- Current view of the Vienna Historic Centre from the Belvedere Gardens

6- Current view of the Vienna Historic Centre from the Belvedere Gardens



7- 3D visualisation showing the impact of the proposed Intercontinental Hotel buildings on the view of the Vienna Historic Centre from the Belvedere Gardens



8 - 3D visualisation showing the impact of the proposed Intercontinental Hotel buildings on the view of the Vienna Historic Centre from the Belvedere Gardens



9 - Modification of the roof of the historic building (Park Hyatt Hotel) adjacent to the Neun Chören Engel Kirche, Platz am Hof



10 - Modification of the roof of the historic building adjacent to the Bürgerliches Zughaus, Platz am Hof

ANNEX VI

2012 UNESCO-ICOMOS Reactive Monitoring Mission

5 CONCLUSIONS AND RECOMMENDATIONS

5.1 Visual integrity

The City of Vienna uses an advanced 3D modelling technology that allows a proactive evaluation of possible visual impacts of new developments on the existing urban fabric. The mission recommends using this excellent tool more intensively to inform urban development decisions. In this context, the identification of key vistas is essential considering the attributes conveying the Outstanding Universal Value of Vienna's two World Heritage properties (taking also in consideration of ICOMOS' Guidance on Heritage Impact Assessments for World Heritage cultural properties). This practice would avoid launching projects that have a negative impact on the authenticity and/or integrity of Vienna's World Heritage properties at the outset.

5.2 High-rise developments

Issue no. 46 of Vienna's urban development guidelines addresses high-rise developments. However, this policy could be (and should be) enhanced, preferably in the near future. The identification of areas for the development of tall buildings follows, in the first line, aspirations of modernisation, densification, and the creation of new "urban hubs", while the protection of the authenticity and integrity of Vienna's World Heritage properties plays a subordinate role. Therefore, it is recommended to conduct comprehensive visual impact assessments that go beyond looking at one or two "linear" or "static" vistas (visual axes) and identify all angles and distances of visibility. This approach will provide valuable information as to where visual impacts need to be limited or even avoided, e.g. in connection with the protection of the visual integrity of a World Heritage site.

In conclusion, in spite of considerable efforts made in the assessment of visual impacts through the development and application of 3D modelling technology, the use of the existing tools needs to be more in line with the protection of the World Heritage sites' Outstanding Universal Value (authenticity and integrity) as laid out in the Management Plan and associated legal instruments such as local Decrees on protected urban areas (ensembles, buffer zone etc.) and guidelines on urban development.

5.3 World Heritage Management

The mission recognized the close personal cooperation between representatives of the administrative bodies involved in heritage conservation. However, it strongly recommends establishing binding mechanisms of cooperation with, in this particular case, the protection of historic monuments being under the responsibility of the Federal State of Austria (Bundesdenkmalamt) and the protection of urban areas being under the responsibility of the City of Vienna.

Strengthening this cooperation is even more crucial since the protection of monuments—in the existing legal framework—exclusively refers to protected buildings and has no mandate and means to interfere even with their (closest) environment.¹

Moreover, in line with paragraph 172 of the *Operational Guidelines*, the mission recommends to report new developments to the World Heritage Centre more regularly and proactively (including developments such as the Vocational Horticultural School Schönbrunn where an additional wing was constructed without having informed the World Heritage Centre of the Advisory Body).

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5.4 Recommendations concerning development projects visited during mission:

5.4.1 General findings and statements:

The investigated projects – mostly on the basis of or following-up on previous Decisions of the World Heritage Committee, have undergone a number of modifications, changes, major restructuration or have been suspended or even cancelled. However, there is still a need for

- increased consideration of Vienna's World Heritage status in the development of new
- urban projects and the respective requirements of authenticity and integrity, and a better communication of new projects.²

5.4.2 Specific projects

5.4.2.1 Vienna Main Station and adjacent developments

The Main Station in itself does not represent any harm or menace concerning the integrity of the World Heritage properties. The location has a history as railway station (East and South Station) and in that sense a perpetuation of purpose can be noticed (given that no architectural and/or historic values they have been demolished). The height of the new station does not differ significantly from the previous situation. The adjacent development, namely the two distinct groups of buildings, including tall buildings of 88 m height, with no doubt does have an impact on the visual context of its closer and wider neighbourhood. The gradual construction process will allow for further changes in position, form and volumes of the structures to reduce the possible adverse impact on the World Heritage property as recommended. During this finalization particular attention needs to be paid to keeping open the view from Upper Belvedere to the new main Station as much as possible, though this direction is not among the most important, protected historic vistas. Concerning the height of new building blocks, it is advisable not to surpass massively the ridge of the hills behind them, even if the view in this direction is not of first importance. Finally, it is recommended to assess again the possible visual impact of 35 m and 45/48 m height buildings (using the 3D tool), forming the closest group to the Belvedere ensemble. The aim of this assessment is to avoid a definite closing of this view from the ensemble.

In order to maintain visual integrity major illuminated advertising boards should be avoided where they impact on World Heritage relevant vistas. Where they exist already since before World Heritage inscription, removal is recommended as soon as possible.

¹ A result of this issue of jurisdiction are the inappropriate interventions in the roof-scape in the Historic Centre of Vienna that concern unprotected buildings (i.e. not historic monuments), but at the same time have a visual impact on their setting and possible neighbouring historic monuments.

² The "Bahnorama" is an exceptional, innovative and useful tool of awareness rising, but its potential is not fully explored in the field of exchanges with all kinds of stakeholders, namely with those interested in the conservation of visual integrity.

5.4.2.2 New developments in the properties

Fill-in-gap buildings in the Historic Centre of Vienna need to have a more concise and more sensitive approach. It is strongly recommended to refrain from demolishing any further building in the property as well as in its buffer zone. Inevitable, necessary remodelling, transformation or addition could be undertaken in the case of nonprotected buildings and this has to be done by using contemporary architectural solutions, but always under consideration of the authenticity and integrity of the properties. To fulfil this requirement it is crucial to identify appropriate criteria for architectural programmes and designs. Inviting world-famous architects alone cannot be seen as a guaranty of a good result.

Based on the recently enhanced regulations explained by representatives of the City of Vienna, a special attention has to be given to the conservation and protection of the historic roof-scape. It is recommended to develop a “house by house” guideline for the use by owners and investors in order to allow them a detailed and proactive orientation before any kind of intervention that might have an impact on the historic building stock (both individually protected buildings and other buildings which are in the protected areas).

It has to be clearly stated that some important views in connection with the Outstanding Universal Value have already been disturbed. Therefore, it is not only necessary to maintain the current status with no additional challenges, but also highly recommended that a long-term policy is developed for the gradual restoration of the integrity of these views.

As for the changes initiated and pushed forward by developers in the Historic Centre, namely some reshaped roofs, additional levels or new fill-in-buildings, the effectiveness of management has to be enhanced.

5.4.3 Progress concerning the draft retrospective Statement of Outstanding Universal Value of the Historic Centre of Vienna

The draft retrospective Statement of Outstanding Universal Value of the Historic Centre of Vienna has been submitted, completeness-checked and shared with the Advisory Body for evaluation. The mission worked with the preliminary version.

The point which deals with “Authenticity” issues might be further developed and extended also to the buffer zone.

The point about “Protection and management” is rather generic.

5.5 Heritage Impact Assessments (in conformity with ICOMOS Guidance)

The Visual Impact Studies produced by the City of Vienna (on behalf of the State Party) in 2010 and 2011 have been developed in line with ICOMOS' Guidance on Heritage Impact Assessments for World Heritage cultural properties, but were limited to visual impacts. These need to be augmented to allow consideration of all potential impacts of OUV.