

**HAMBURG**

# QUARTIER AM KLOSTERWALL

## Welterbe Speicherstadt und Kontorhausviertel mit Chilehaus

Stellungnahme zum Advisory Mission Report von ICOMOS International vom März 2019  
Behörde für Kultur und Medien der  
Freien und Hansestadt Hamburg

2015 wurden *Speicherstadt und Kontorhausviertel mit Chilehaus* in die Welterbeliste aufgenommen. Der seit 2013 unter Denkmalschutz stehende, sanierungsbedürftige Hochhauskomplex „City-Hof“ liegt in der Pufferzone der Welterbestätte. Noch vor der Welterbe-Nominierung von *Speicherstadt und Kontorhausviertel mit Chilehaus* hat die FHH einen städtebaulichen Prozess gestartet, um für das Quartier am Klosterwall die bestmögliche Lösung zu finden. In diesem Prozess wurden für den City-Hof sowohl Sanierungs- als auch Neubauvarianten geprüft. Im Februar 2018 hat der Senat als Ergebnis dieses Prozesses final festgestellt, dass überwiegende öffentliche Interessen es verlangen, den City-Hof abzureißen und durch einen Neubau zu ersetzen.

In einer Kulturerbe-Verträglichkeitsprüfung (HIA) hat die FHH im Frühjahr 2018 dargelegt, dass durch diesen Abriss zwar eine wichtige bauhistorische Stadtschicht verloren gehen würde, aber keine Auswirkungen auf den Welterbestatus zu erwarten wären. Der geplante Neubau jedoch solle das Welterbe und insbesondere die ikonographische Nahtstelle des Chilehauses berücksichtigen. Die Ergebnisse der Prüfung wurden an das UNESCO Welterbezentrums und ICOMOS International übermittelt. Diese haben im April 2018 dazu Rückfragen gestellt, die im Sommer und Herbst 2018 beantwortet und in einer von der FHH beauftragten Beratungsmission (Advisory Mission) mit ICOMOS diskutiert wurden.

Der jetzt vorliegende abschließende Bericht dieser Mission fasst die Ergebnisse aus der Sicht von ICOMOS International zusammen und berücksichtigt auch die letzte Kommunikation der FHH an ICOMOS und UNESCO vom Januar 2019, aus der hervorgeht, dass man auf der Grundlage der Entwurfsfassung des Berichts und des Austausches auf Fachebene keine Gefährdung der Welterbestätte feststellen und das Projekt nach einer Bewertung durch den Senat umgesetzt werden könne.

Wie schon die Kulturerbe-Verträglichkeitsprüfung von 2018 konstatiert auch ICOMOS International durch den geplanten Abriss des City-Hofes einen Verlust für die Hamburger Denkmallandschaft der Nachkriegszeit. ICOMOS bedauert den bevorstehenden Abbruch, stellt aber keine potentielle Gefährdung des Welterbestatus fest und sieht auch keinen Beitrag des City-Hofs zum außergewöhnlichen universellen Wert (OUV) der Stätte (Empfehlung eins). Somit wird die aufschiebende Fragestellung des Senats, ob ein Abbruch des City-Hofs den Welterbestatus gefährden würde, negativ beantwortet. Der Fall wird aktuell in Kenntnis aller Berichte und Sachdarstellungen von ICOMOS und der FHH auch nicht in die offizielle Berichterstattung über den Zustand von Welterbestätten (State of Conservation Reporting) im Welterbekomitee im Sommer 2019 aufgenommen. Insofern bestätigt die finale Fassung die bisherigen öffentlichen Stellungnahmen der FHH.

ICOMOS spricht im Weiteren eine deutliche Warnung für zukünftige Projekte in der Pufferzone aus und fordert Sensibilität für eine an historischen Werten orientierte Stadtentwicklung, die auch durch eine stärkere Beteiligung der Zivilgesellschaft geprägt werden sollte. Darauf richten sich die Empfehlungen 2 bis 5 (auf S. 9) des Berichts. Die FHH arbeitet schon seit 2016 an der Umsetzung der angesprochenen Maßnahmen, insbesondere dem Denkmalpflegeplan, und begrüßt die Bereitschaft von ICOMOS, diese Arbeiten zu unterstützen.

Angesichts dieser Empfehlungen, die keine Gefährdung des Welterbestatus durch den Abriss feststellen und einen konstruktiven Prozess für die zukünftige Arbeit beschreiben, verzichtet die FHH auf die weitere Diskussion der immer noch im Bericht enthaltenen Fehler,

die auch durch die erfolgte Überarbeitung nicht korrigiert wurden. Diese betreffen u.a. die Ausführungen zur „historischen Sichtachse Nr. 13“, die Annahmen zur Neuordnung am Hauptbahnhof und der damit verbundenen Reduzierung des Lärmpegels oder die Aussage, dass im Kontorhausviertel – oder sogar bei öffentlichen Gebäuden in Hamburg insgesamt – nach dem zweiten Weltkrieg kein Klinker mehr verbaut wurde.

Die darüber hinausgehend grundsätzlich unterschiedlichen Betrachtungsweisen hinsichtlich der Bewertung von Aufgabe und Funktion der Pufferzone werden im Rahmen der Umsetzung der Empfehlungen weiter diskutiert werden. ICOMOS legt in seinem Bericht eine Definition zugrunde, die weder durch die Durchführungsrichtlinien der Welterbekonvention (OG) allgemein, noch durch die konkrete Definition der hiesigen Pufferzone gedeckt ist, wie sie die FHH zuletzt im Januar 2019 in der Stellungnahme erläutert hat: Die Definition der Pufferzone nach § 104 der Durchführungsrichtlinien im Nominierungsdossier von 2015 schließt die vorgebrachte Interpretation einer inhaltlichen Unterstützung des OUV durch die Pufferzone aus. Wie auch in § 104 der OG ist es vornehmlich eine funktionale Aufgabe die zum Tragen kommt. Im Nominierungsdossier von 2015 heißt es: *„Die Pufferzone leistet zur Sicherung der zukünftigen Welterbestätte einen wesentlichen Beitrag, indem sie sicherstellt, dass deren visuelle Erlebbarkeit gewährleistet bleibt. Die Pufferzone umfasst das Umfeld der nominierten Stätte bis zu manifesten oder sinnvoll ausgewählten Raumkanten. Sie orientiert sich damit ebenfalls an den landesrechtlichen Vorgaben des Hamburger Denkmalschutzgesetzes, das für die unmittelbare Umgebung eines Denkmals, soweit sie für dessen Erscheinungsbild von prägender Bedeutung ist, einen Umgebungsschutz vorsieht.“*

Entsprechend dieser Definitionen haben die Fachbehörden Abriss und Neubau bereits 2016 gemäß Umgebungsschutz (§ 8 DSchG) und aktuell noch einmal gemäß der Argumente von ICOMOS geprüft: Der räumliche Kontext der Pufferzone in Bezug auf das Welterbe bleibt mit dem Neubau erhalten. Der visuelle Kontext wurde in den Sichtachsen gemeinsam mit der UNESCO und ICOMOS 2015 definiert und wird weder durch den Abbruch noch den Neubau beeinträchtigt. Der historische Abschluss durch den Wallring wird mit dem Neubau weiter betont. Die historische Zeitschicht der *„herausragende[n] Beispiele von Typen von Gebäuden und Ensembles, die die Folgen des raschen Wachstums des internationalen Handels im späten 19. und frühen 20. Jahrhunderts verkörpern“* (OUV), ist durch den Verlust der „offenen und funktionalen“ Architektur der 50er Jahre nicht beeinträchtigt. Die inhaltliche und räumliche Ergänzung der Nachkriegszeit findet sich in der Burchardstraße 19-21, die auf Hinweis von ICOMOS 2015 auch Teil der Welterbestätte wurde. Alle diese Aspekte werden auch in die Umsetzung der Empfehlungen 2-5 des Reports einfließen.

Die FHH ist zuversichtlich, in Zukunft konstruktiv mit ICOMOS International an der Umsetzung der Empfehlungen zu arbeiten.

Der Bericht wird im Original veröffentlicht.

# ICOMOS

## **Report on the ICOMOS Advisory mission to SPEICHERSTADT AND KONTORHAUS DISTRICT WITH CHILEHAUS (GERMANY)**

**30<sup>th</sup> August 2018**



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## ***Contents***

- 1.** Acknowledgements
- 2.** Summary and recommendations
- 3.** Purpose of the mission
- 4.** Background to the mission
  - 4.1 Inscription
  - 4.2 Protection of the City-Hof
  - 4.3 Development of competition proposals
  - 4.4 ICOMOS Technical Reviews and the Heritage Impact Assessment
  - 4.5 Conflicting views amongst stakeholders
  - 4.6 Current condition of the City-Hof complex
  - 4.7 Proposals to be assessed
- 5.** History of the City-Hof (including images of blocks as built)
- 6.** Role of the buffer zone in protecting the World Heritage property
- 7.** Role of the City-Hof within the buffer zone
- 8.** Protection in place for the buffer zone and the City-Hof
- 9.** Potential impact on OUV of the demolition of the City-Hof and its proposed replacement
- 10.** Recommendations

## ***Annexes***

1. Terms of Reference for the mission
2. Mission experts
3. Programme for the mission
4. List of people met
5. Statement of Outstanding Universal Value
6. Map of property and buffer zone

## *1. Acknowledgements*

The Mission experts would like to thank the State Party, and particularly Birgitta Ringbeck, Federal Foreign Office, and Bernd Paulowitz, World Heritage Coordinator, Hamburg, for their efficient organisation of the mission.

The programme was helpful in combining a short site visit with presentations both from those in favour of demolition of the City-Hof to allow for its replacement by a new mixed use block, including the residential use, and those who are campaigning for the City-Hof to be retained and remodelled to give it an appropriate use. A list of those met by the mission is included as Annex 4 and the experts are grateful for the time given by these stakeholders.

One of the mission experts was already familiar with the area and the second extended her stay to allow for a fuller appreciation of the City-Hof and its surroundings.



Fig. 1. World Heritage property (area of the Kontorhaus district) and the City-Hof in the buffer zone.

## 2. *Summary and recommendations*

The mission acknowledges that City-Hof clearly has a national and possibly regional value as an important example of post-war Modernism and locally is a very significant part of the post-World War II (WWII) development in Hamburg, but these values were not the focus of the mission. The mission also acknowledges that the City-Hof does not contribute directly to the Outstanding Universal Value (OUV) of the Speicherstadt and Kontorhaus District with Chilehaus property, as indeed nothing does outside its boundaries.

The main focus of the mission was thus not the value of the City-Hof *per se*, nor how it contributes to OUV as it does not, but how the City-Hof contributes to the buffer zone which supports the OUV of the property. Thus the potential impact of the proposed demolition of the City-Hof and of its proposed replacement both need to be considered in terms of impact on OUV.

Buffer zones provide crucial support to the OUV of properties. This support role is clearly set out in the Operational Guidelines<sup>1</sup> and in the UNESCO Position Paper on World Heritage and buffer zones which states that: *A ‘Buffer zone is intended to protect World Heritage sites from negative influences. In other words, it represents a zone, that in itself is not of outstanding universal value, but that may influence a World Heritage site. The importance of the environment for the object must be properly recognized to be able to define a suitable perimeter as well as required protective measures for the buffer zone. At issue is the following: To what extent and how far is the environment relevant to the site? What is the importance of the environment to the object? What is its functional, visual and structural relationship to the object? The definition of a buffer zone must inherently be in a position to regulate undesired influences’*<sup>2</sup>.

The mission thus considered the relationship between the City-Hof and the property through analysing the way the buffer zone supports OUV, and the way the City-Hof contributes to the buffer zone.

The property was inscribed for the way the *‘exceptional ensemble of maritime warehouses and Modernist office buildings’* in the Speicherstadt and Kontorhaus Districts respectively *‘epitomize the consequences of the rapid growth in international trade in the late 19th and early 20th centuries’*, a key period of history. The buffer zone anchors the property in its surroundings and thus helps to explain its wider historical as well as social and other contexts.

The property is not an island but related by tentacles to what came before and what was developed later. It is clearly acknowledged in the Nomination Dossier that the City-Hof was built on part of the line of the old defences and that this line is seen to have significance as

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<sup>1</sup> See Section 6 of this mission report.

<sup>2</sup> UNESCO World Heritage Position Paper 25: World Heritage and Buffer Zones, 2009.

reflecting the earlier urban history of the area: the City-Hof in its linearity recalls this earlier historical period. The buffer zone is also important in explaining what came later and the links between the property and the wider city. The Kontorhaus District, together with Speicherstadt District, reflects a concentrated burst of activity in this area at a particular period of time, and the political systems that then prevailed. This comparatively short time frame is important; and in order to understand it, there is a need to be able to understand how the area developed thereafter and reflected quite different political and social circumstances. The buffer zone is thus important in highlighting the contrast between what lies within the property and what outside, as well as where there is continuity.

In the mission's view, the City-Hof exemplifies Hamburg's history in the way it reflects the next stage in the City's growth beyond Kontorhaus and two very different political systems, the Nazi period and the post-WWII period, as well as the earlier Weimar Republic, in a small area during a small space of time from the 1920s to the 1950s. It thus contributes strongly to the story that the buffer zone can tell about contrasting ideas between pre WWII and post WWII and the finite timespan of the architectural styles that are so well demonstrated within the property.

The City-Hof contrasts deliberately with the architectural language of the Kontorhaus district and the wider traditional inner town planning: it projects a new beginning and new ideas after WWII. The original white panels<sup>3</sup> made the City-Hof stand out and contributed to its success as a symbol of renewal. They are in direct contrast to the use of clinker bricks which had become discredited through their association with concentration camps. The City-Hof is a pronounced counter-point to the Kontorhaus District and allows a clear understanding of post-war architecture's response to that district. In its plan and form, the City-Hof also aimed to reflect the line of the former City ramparts, which, with its staggered tower blocks, it succeeds in doing like '*hardly any other place in the city*'. It thus also looked backwards as well as forward.

Through the choice of white panels instead of clinker bricks, which had become tainted by their associations with concentration camps, the City-Hof reinforces the finite nature of the contrasting Kontorhaus office buildings and the determination of the city to reflect different values in some of its buildings after WWII. In its form and design, the City-Hof contrasts strongly with the lower, darker and more closed forms of the clinker brick offices, but at the same time associates with them functionally, compositionally and spatially. It is a post-war response to the Kontorhaus District and the wider traditional inner city town planning.

The City-Hof is therefore of great importance in evidential, historical and aesthetic terms in allowing an understanding of how the development of the city began to change course after WWII. Moreover it was constructed to face towards the area of the railway station, which was already earmarked for development in the 1950s and which today could be part of

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<sup>3</sup> The mission appreciates that the first design by its architect R. Klophaus included brick cladding, and that the cladding materials were changed after the intervention of the Chief Planning Director W. Hebebrand, who promoted the logic of a new and innovative finish. What is important is what was built.



enlargement plans between the station and the inner city. Its design of four tower blocks linked only at the lower level by service structures has a high degree of visual permeability, creating visual links between the Kontorhaus District and the area towards the station.



Fig. 2. Views of the Kontorhaus District between the City-Hof towers; image from Drosmann N. (Hg.), *Der City-Hof. An-und Einblicke.*, Hamburg 2018. Credit: Nicole Keller und Oliver Schumacher

The City-Hof is not part of the Kontorhaus District but immediately adjacent to it; the City-Hof challenges the language and meaning of this district. It should be seen as a catalyst to understanding the meaning of the World Heritage property through the way it contributes to the story of the property in relation to the contrasting later development of the city. The mission considers that the City-Hof thus contributes significantly to the meaning of the buffer zone as a transition zone between the property and the wider city that allows an understanding of the social, political and historical context of the World Heritage property. Destruction of the City-Hof would remove an important layer in the evolution of Hamburg's urban heritage which cannot be seen so clearly elsewhere.

The mission acknowledges that the City-Hof in its present form with dark grey cladding and white windows, and in its present sad condition, struggles to convey the messages with which it is imbued. The mission considers that the City-Hof could and should be revitalised.

The mission appreciates that such a revitalisation is not straightforward, given its location next to roads with heavy traffic and open railway lines, which means that bedroom windows on the eastern sides would have to be protected from noise. It is also clear that not all of the blocks could be converted for residential use – the ground and first floors would be excluded. The same constraints do not apply to hotel use or to office spaces and thus a mixed-use solution is possible as proposed for its replacement. The feasibility of renovation and re-use has been demonstrated by engineers or architects who have assessed the structure of the City-Hof, as is demonstrated by the Prof W. Marg scheme considered by the mission. It should also be noted that the current noise levels will be significantly reduced as a result of the planned large-scale extension of the main railway station to the south, which includes roofing over currently open tracks (since the mission, Deutsche Bahn have produced concept drawings that include proposals for extending the station and covering some of the tracks including those to the east of the City-Hof.)

The Kontorhaus District is not well-known or well-visited in comparison to the Speicherstadt District. It is understood that there is a desire to raise its profile and its

attractiveness to visitors and locals. Some say that the City-Hof does not help with this process as a recent survey of residents indicated that they did not particularly like the City-Hof in its present state. The decision by the City Council to promote demolition and re-development appears to be a short-term expedient to clear away what is perceived as a problem and an eye-sore, and to provide immediate improvements to the area (as well as a large development plot that could be profitable for developers), rather than through longer-term conservation. These are, in the mission's view, the underlying reasons that influenced the formal reasons for supporting demolition. But they ignore the significance of the City-Hof as part of the story that should be promoted.

The city's approach does not sit that comfortably with the obligations of the World Heritage Convention or of the Hamburg Heritage Protection Act. Cultural heritage that is part of an inscribed property or supports that property should be seen as a catalyst for development rather than a hindrance to it. The mission considers that a longer-term perspective is needed to show how the City-Hof could be that catalyst for an economic and social revival of the wider area.

The mission notes that currently there is no over-arching Kontorhaus Heritage Protection Plan in place to parallel the one that it understands has been prepared for the Speicherstadt District. It suggests that such a plan is needed and should ideally consider not only the Kontorhaus part of the property and its buffer zone but also the wider setting, particularly in the direction of the railway station. It should also include infrastructural development. The mission was informed that the use of the station justifies expansion and an extension to the south is being considered by Deutsche Bahn (although few details are currently known other than that it will cover some currently open rail tracks and thus reduce noise levels near the City-Hof). Such an expansion could be linked to new pedestrian, cycle and other links towards the city through the Kontorhaus District.

The mission considers that the values of the City-Hof in relation to the property should be harnessed to improve the wider historical urban landscape. A Kontorhaus Protection Plan could be the catalyst for such a wider development plan but, as was suggested to the mission, monument protection would need to be taken seriously for it to be effective.

If the City-Hof is demolished and replaced by a brick-clad building, the negative impact will be greater than the loss of this one building. The potential for heritage-led urban regeneration will have been lost. The 'story' that is reflected in the buffer zone about political and social change would also be lost as the post-war era would no longer be reflected. The proposed new building would also confuse the historical record in suggesting that the tradition of brick facing somehow persisted in this area after WWII for public and office buildings. To some, it could be seen as a 'fake' historic building, an attempt to create something similar to the Klophaus brick buildings while losing an original/authentic protected monument with important associations.

As the proposed replacement is of greater length than the City-Hof, and completely visually impermeable, its monolithic form and size would dominate the eastern end of the

Kontorhaus. Its long linear form, which would extend further south than the current footprint of the City-Hof ensemble, would also cut off visual and other links with the urban landscape towards the station and in adjacent areas. Specifically, the most important historical view No.13 on the main façade of the Chilehaus from Deichtorplatz and its axial prolongation to the east will be blocked and replaced by a narrow ‘close-up view’.

The proposed building was said by its proponents to be low-key, but in the mission’s view, even though it might be called ‘anywhere architecture’, its impacts are not low-key as it would deliver major negative impacts on the property’s context and the way it is viewed, understood and perceived. It would also close options for future heritage-led regeneration.

Taking into account the protected status of the existing City-Hof complex, the history of its construction, its relationship to the spatial composition of the Kontorhaus district, as well as its location in the World Heritage buffer zone, ICOMOS repeatedly noted in its Technical Reviews of October 2016 and April 2018 that rehabilitation, rather than destruction, of the City-Hof is the most appropriate course of action.

At the time of inscription, the ICOMOS evaluation found that the legal protection and management of the property and its buffer zone were adequate, although recommendations were made on the need to encompass visitor management and to address risk preparedness. The evaluation report also commented on the lack of any mention of the involvement of local communities in the nomination dossier, although it had been stated that the future World Heritage Coordinator would liaise with representatives of various local and regional interest groups as well as the general public.

From the evidence heard during the mission, it would appear that although the legal protection and management systems are adequate, and indeed support the obligations of the World Heritage Convention, the way they have been implemented in the case of the City-Hof has not been as open and transparent as could be desired. And the communication with local and regional interest groups has been, it appears, almost non-existent, even though the involvement of the Heritage Council is written into the Hamburg Heritage Protection Act and the World Heritage Management Plan.

It is understood from a letter of 22<sup>nd</sup> February 2019 from the World Heritage Centre to the Ambassador of Germany (and which was copied to ICOMOS) that Dr Carsten Brosda, Minister of the Ministry of Culture and Media of the Free and Hanseatic City of Hamburg, has indicated that the City intends to demolish the City-Hof and proceed with the construction of the proposed Klosterwall Project, even though ICOMOS understands that a demolition permit has not yet been issued by the appropriate Ministry of Urban Development, nor has the City-Hof been sold to the developer. On the assumption that the above is correct, the following recommendations are offered:

## *Recommendations*

1. For the reasons set out above, the mission considers that although the City-Hof, being outside the property boundary, does not contribute directly to OUV, it does contribute strongly to the buffer zone of the property and the way it supports the protection of OUV; therefore the mission would regret the demolition of the City-Hof.
2. The mission also considers that any future demolition and construction in the buffer zone could have highly negative indirect impacts on the OUV of the property; and recommends that:
  - a) The nature and purpose of the buffer zone for the property should be more clearly defined, and the buffer zone should be better protected and managed;
  - b) Greater clarity should be given to the status of classified and protected buildings and areas within the property and its buffer zone, and their protection improved.
3. The mission also recommends that:
  - a) Management of large-scale projects involving the property, its buffer zone and its wider setting should be improved and made more transparent and collaborative;
  - b) Wider dialogue with the Hamburg Heritage Council should be undertaken, as envisaged in the Hamburg Heritage Protection Act.
4. The mission further recommends that:
  - a) A Kontorhaus Heritage Protection Plan be developed which should include heritage-led urban regeneration for the wider setting.
5. Overall the mission recommends that the management and protection approach as set out in the Statement of Outstanding Universal Value (SOUV) should be more closely followed: *‘The long-term and sustainable safeguarding of Speicherstadt and the Kontorhaus district will require preserving the historic buildings, the characteristic overall impact of the Speicherstadt and Kontorhaus ensembles, and their typical appearance within the townscape; maintaining or improving the quality of life of the residents of Hamburg by safeguarding a unique testimony to Hamburg’s cultural and historical development, which played a key role in establishing its identity; and raising awareness and disseminating information’.*

ICOMOS remains at the disposal of the State Party for further dialogue on any of these recommendations or their implementation.

### ***3. Purpose of the mission***

The ICOMOS Advisory mission was requested by the State Party of Germany to consider the potential impact on the OUV of the Speicherstadt and Kontorhaus District with Chilehaus property of proposals for the demolition of the City-Hof and its replacement with a brick residential block.

The City-Hof is an ensemble of towers designed by the architect Rudolf Klophaus, completed in 1958. It consists of four high-rise blocks linked at the first and second floors by a shopping arcade. Originally clad in white LECA ceramic tiles pierced by reddish-brown wooden windows, its tiles were replaced in 1978 by grey ‘Eternit’ cement panels. White plastic windows were also installed in 1972. In 1995, the City-Hof was ‘classified’ as an indispensable part of the city<sup>4</sup> and it was given protected status in 2013.

The City-Hof is now sited at the edge of the buffer zone of the Kontorhaus District of the property. From 2006, it was owned by the City of Hamburg Council and used as offices by the District of Hamburg-Mitte. In 2016, the City made the decision to offer a private investor an option to buy the building, and entered into discussions with Aug. Prien. Since 1<sup>st</sup> June 2018, the building has been unoccupied.

As the City-Hof is a protected building, a demolition permit has to be approved on the basis of evidence that its demolition is in the ‘public interest’ and that it is uneconomical to save the building. In February 2018, the Senate supported the demolition of the City-Hof (HIA, p. 59), but a formal demolition permit has yet to be issued. Although it is appreciated that technically only public interest is relevant to a demolition decision concerning public buildings, and not economic evaluation, nevertheless the City had made the following statement: “*City of Hamburg guarantees on behalf of a declaration made by the Hamburg Heritage Authority a demolition, if the most economical solution will be chosen.*”<sup>5</sup>

The mission understands that the City-Hof will only be sold by the City Council to Aug. Prien if a demolition permit is issued and the necessary land use approvals for a replacement building are in place.

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<sup>4</sup> Information provided by Elinor Schües, Chairperson of the Hamburg Heritage Council during the Mission.

<sup>5</sup> [https://www.p3-pp.de/wp-content/uploads/2017/09/DL\\_160405\\_P3-MT\\_PRES\\_FINAL-JP.pdf](https://www.p3-pp.de/wp-content/uploads/2017/09/DL_160405_P3-MT_PRES_FINAL-JP.pdf)



Fig. 3. Aerial view of the Kontorhaus district with the recently built City-Hof, 1958, in the foreground. Photo, the 1960s. Credit: City-Hof e.V.

The context for the mission was first the consultation processes that had been undertaken in recent years by the City of Hamburg, which included competitions (the first of which supported re-use and the second demolition and re-building), and secondly the considerable and sustained opposition to the proposed demolition and re-building plans expressed by a range of organisations and individuals, including some members of the State Parliament. ICOMOS has also expressed its concerns at the proposed demolition of the City-Hof in two Technical Reviews, dated October 2016 and April 2018, that were submitted to the State Party.

The Advisory mission provided the opportunity for both proponents and opponents at a regional level to explain in detail their views to the mission experts.

The mission experts made it clear that they were not discussing the merits or otherwise of the City-Hof ensemble *per se*, but rather its relationship with the inscribed property, its contribution to the buffer zone, and thus overall its support for OUV, as a prelude to considering how its proposed demolition could impact on OUV.

It was stated during the mission that, even though the Senate had approved in principle the demolition of the City-Hof, a final decision by the City Parliament would be contingent on the contents of this Advisory mission report.

## **4. Background to the mission**

### **4.1 Inscription**

The Speicherstadt and Kontorhaus District with Chilehaus property was inscribed on the World Heritage List in 2015, when its boundaries and those of the buffer zone were defined.

The property consists of two functionally complementary districts, Speicherstadt and Kontorhaus, which are seen as an outstanding combination of port warehouses and associated office blocks founded on the prosperity of Hamburg resulting from the rapid growth of international trade at the end of the 19th and the first decades of the 20th centuries.

The City-Hof lies adjacent to the Kontorhaus District but outside the property and within the buffer zone. It was thus this district that became the focus of the mission's attention, together with its buffer zone and the role that it plays.

The Kontorhaus district is a cohesive, densely-built area featuring eight mainly very large office complexes that were built between the 1920s and the 1950s to house businesses engaged in port-related activities. Anchored by the iconic Chilehaus, the massive office buildings stand out for their early Modernist brick-clad architecture and their unity of function. The Chilehaus, Messberghof, Sprinkenhof, Mohlenhof, Montanhof, former Post Office Building at Niedernstrasse 10, Kontorhaus Burchardstrasse 19-21 and Miramar-Haus attest to architectural and city-planning concepts that were emerging in the early 20th century.

The full SOUV is attached as Annex 5.

### **4.2 Protection of the City-Hof**

In 1995, the City-Hof became recognised as a historic asset but was not then formally protected.

Between 2000 and 2002, the city authorities first started to raise the possibility of demolition of the post-war modernist City-Hof complex and the need to find a new architectural and planning solution for this important site, adjacent to the eastern edge of the Kontorhaus district as well as in the immediate vicinity of the main railway station.

This produced a wave of discussions, *Pro et Contra*, on the architectural, urban, cultural, historical and socio-political values of this complex. These debates eventually led to the actual recognition of the City-Hof as a 'monument' at the academic level and to its formal protection under the new Hamburg Heritage Protection Act, 2013.

In 2012-2013, the Department for Heritage Preservation (Ministry of Culture and Media) officially assessed the heritage values of the City-Hof and included the complex in the directory of recognized monuments. On 1 May 2013, this complex was listed and placed under a conservation order for, among others, the following assessments:

- Unmistakable document of contemporary post-war architecture and post-war city construction in Hamburg located at an important place on the outskirts of the inner city and the entrance to the Hamburg inner city;
- Elegant interpretation of the block perimeter development;
- Staggered design and height development of group of skyscrapers forming an outline along the Wallring clearly shows the topography of Geesthang and the former ramparts like hardly any other place in the city.

During the preparation of the World Heritage nomination dossier, the boundaries of the World Heritage buffer zone were defined to take into consideration the location of the City-Hof, with the structure being included within the assessed boundaries of the buffer zone.

### ***4.3 Development of competition proposals***

Although discussions on how to restore or develop the City-Hof site had started in the early 2000s, and included the involvement of GMP architects (von Gerkan, Marg & Partner) in relation to conservation and re-use proposals<sup>6</sup>, the process was accelerated from 2014 onwards..

In September 2014, a tendering process and a two-phased architectural competition were launched. At this stage, the project at Klosterwall had two options for further development: 1) Preservation and renovation of the existing protected monument; and 2) Demolition and new construction. Tendering bids were invited for both options. Six bids were received for renovation, including one from GMP, and eight bids for new construction. The Jury supported the GMP bid which was seen as a desirable and feasible restoration proposal to pursue further together with one other. However, this preferred bid from GMP, for reviving and re-cladding the blocks, was excluded from the second phase as assurances it requested were apparently not in compliance with the precise competition rules (which GMP disputes).

In 2016, the City Council decided to change course and concentrated on the second option of demolition and development. Finally, under a closed procedure a developer, Aug. Prien, was awarded the tendering and entered into discussions with the City on the new development.

The developer launched a second closed competition in August, thus the development of proposals for a new building to replace the listed monument was delegated to a private investor. As the State Party progress report for UNESCO (5 October 2016) states, ‘*A bid for new construction received the highest priority for sale from the Senate*’, thus implying the demolition of the City-Hof monument.

The second phase of the competition for new construction only was launched for development that would include a four star hotel, offices, residential apartments and services. Up to 30 entries were invited for developing urban concepts, basic structures and functions during the first round (Jury meeting, January 2017), and up to 7 entries in the second round for detailed construction concepts (Jury meeting, June 2017). The final prize

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<sup>6</sup> Necker, Sylvia. CITYHOF. hamburger bauheft 09. Hamburg, Schaff-verlag, 2015. S. 32.



winner, KPW Papay Warncke, a local firm, was announced in July 2017. There were two second prizes, one for Rafael Moneo of Spain and the other for E2A, the Swiss practice of Piet Eckert and Wim Eckert.

In June 2018, ICOMOS received information on the competition and the winning entry.. On 30 August 2018, during the mission’s visit, the State Party revealed for the first time to ICOMOS full details of the winning entry by KPW Papay Warncke und Partner Architekten. The mission has no information on any other competition entries.

The mission would like to record that GMP architects (von Gerkan, Marg & Partner) in 2018 addressed a letter to the World Heritage Centre which included design documents on their project to refurbish and provide new use for the City-Hof buildings. This project had been elaborated by Prof. V. Marg under the aegis of the Consortium ‘Denkmal 4’ (consisting of Hochtief Building GmbH, Matrix Immobilien GmbH and GMP architects) and the Hamburg Chamber of Architects. The project was targeted at the salvation and rehabilitation of the City-Hof (providing new living and working places, cafes, retail, gallery and new urban public space in general). The State Party did not discuss this project during the mission.



Fig. 4. GMP proposals (von Gerkan, Marg & Partner) for refurbishing and new use for the City-Hof. Hamburg, 2015. Credit: GMP

In relation to the second competition, there are a number of statements and communications by the State Party, in which there are references to the recommendations of an ‘ICOMOS expert’, who allegedly supported the possibility of demolition during the ICOMOS technical mission in 2014. As was previously commented in the ICOMOS Technical Review, 2016, *‘ICOMOS would like to clarify that this expert was not requested by ICOMOS to provide an opinion. We would also point out that the ICOMOS evaluation agreed by the ICOMOS Panel is not based solely on the views of the mission expert but on*

*many other experts who are consulted*'. Nor did ICOMOS support the participation of another international expert, who is also called an 'ICOMOS expert' in the PowerPoint presented to the mission, in the development of terms of reference for the second architectural competition and in the jury.

Although at the time of the evaluation of the World Heritage property the tendering process was in progress, the mission would like to clarify that ICOMOS cannot fully consider potential developments during the evaluation process unless full details are made available.

#### **4.4 ICOMOS Technical Reviews and the Heritage Impact Assessment**

In April 2016, less than a year after inscription, the World Heritage Centre received a letter from the State Party advising them of proposals for the demolition of the listed City-Hof building in the buffer zone and the launch of a tendering process for its replacement.

The details were forwarded to ICOMOS who undertook a Technical Review. This review, which was submitted to the State Party in October 2016, noted that *'it appears the [World Heritage Centre] are being asked to comment only on an architectural competition rather than on the demolition of the buildings that precedes it'*. ICOMOS also stated that *'before any consideration is given to an architectural competition', 'consideration should be given to assessing formally the potential impact of the proposed demolition before any final decision is taken'* and that that impact should be assessed through a Heritage Impact Assessment (HIA).

In February 2018, ICOMOS requested the World Heritage Centre to enquire with the State Party regarding progress with the HIA. At the same time, it had been informed that a proposal for the demolition of the City-Hof was soon to be considered by the City Parliament.

The HIA was submitted to the World Heritage Centre in April 2018. This document had been commissioned by the Senate which supported the demolition of the City-Hof. The HIA concluded that the City-Hof is *'not of significance for the World Heritage property and its associated values and attributes, as it is a monument to post-war modernism'*, and thus it is set apart *'in terms of materiality, architectural language and form, and in its urban spatial integration of the values, of the situation and the (architectural) language of the Kontorhaus district'*. It went on to say that, if the City-Hof were demolished, there would be no impact on the Outstanding Universal Value of the World Heritage property.

Furthermore, it added that *'the Senate has already decided, following clarifications set out in the HIA, that the permit for the demolition will be granted'* by the City Parliament.

In detail the HIA provided the following analysis of the City-Hof: <sup>7</sup>

- OUV: no contribution to the OUV of the property;
- Integrity: protects important spatial links and close up visual integrity of the

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<sup>7</sup> Paulowitz B, Heritage Protection Department. Contribution of the City-Hof to the function of the Buffer zone and its impact on the OUV. Advisory Mission ICOMOS. 30.08.2018.

Kontorhaus district;

- Authenticity: no contribution to the defined World Heritage values; setting and position on the Wallring is historically set apart from the planning of the Inner City and Kontorhaus district; demolition of City-Hof with the replacement of a new building will lead to no change in the position and setting of the Kontorhaus District; change of city landscape formed in the last 60 years will have no impact on the authenticity of the property;
- Visual integrity: Kontorhaus district is defined through close-up experience, no long-distance points of view fixed; defined views of the Kontorhaus district *versus* vistas in the City-Hof;
- Socio-cultural context: there are no links; the heritage value of the City-Hof does not help to explain the socio-cultural development and context of the Kontorhaus district, but tells a new and different story;
- Spatial context: close up view of the Chilehaus will be strengthened after new construction, visual axis and integrity respected.

ICOMOS reviewed the HIA and a second Technical Review was submitted to the State Party in April 2018. This concluded that the HIA had not fully understood the role of the buffer zone in the way it supports the property (see section 6 below) and had concentrated on how the City-Hof was different from the Kontorhaus district and thus did not contribute to OUV of the property. Thus it had suggested that, as the City-Hof is separate from the 'core zone' in terms of date and style of construction, then its demolition does not reflect any loss to the property as it is not of '*significance for the World Heritage property and its associated values and attributes*'.

ICOMOS did not agree with this approach and analysis. It stated that in its view '*the demolition of the City-Hof would adversely affect the character of the buffer zone and thus the setting and context of the property. The City-Hof is not a part of the Kontorhaus district but a valuable part of its setting*'.

In June 2018, the State Party submitted a response to the Technical Review which re-stated the views set out in the HIA.

#### **4.5 Conflicting views amongst stakeholders**

Since 2016, the World Heritage Centre and ICOMOS have been receiving a significant number of letters from local residents and representatives of local organisations in Hamburg expressing opposition to the proposed demolition of the City-Hof and its replacement building.

The planned demolition and new construction instead of the listed City-Hof has caused protests from professional and public organizations such as the Hamburg Chamber of Architects, Association of German Architects in Hamburg, Academy of Arts in Hamburg, Hamburg Heritage Council, German Foundation for the Protection of Monuments, City-Hof e.V, ICOMOS Germany and others, including a number of political factions in the Hamburg State Parliament.

Silent demonstrations with placards assembled outside the meeting venue made it clear that this opposition was still vocal, and TV cameras evidenced its high profile in the press.



Fig. 5. Hamburg 30.08.2018. Demonstration against the demolition of the City-Hof. Photo: N. Dushkina

Two discussion sessions were organised for the mission to allow their understanding of the varying views. The first discussion session with the mission in the morning allowed representatives of the city administration to set out why they support the current proposals. In the afternoon, the discussion session allowed invited representatives of a number of organisations, including the City Parliament, to put their views to the mission. The majority opposed the scheme but not all. The mission was aware that such a forum could not encompass all those who opposed the scheme. And it was made clear during the mission by a representative of the Heritage Council that more people had wished to attend but had had problems in ‘obtaining the necessary documents’.

In the mission’s view, the morning and afternoon discussions together allowed an understanding of the key issues that are being put forward both by those for and those against the demolition proposals. The two paragraphs that follow summarise the views put forward by these two opposing sides.

#### *Those in favour of demolishing the City-Hof*

The arguments in favour of demolition revolved around the bad condition of the building, the fact that it no longer resembles the structures as built due to changes in cladding (which it was said would be difficult to reverse or modify), the perceived problems of converting it to housing (relating to regulations for opening windows, noise etc. and issues of authenticity), and the potential benefits of the proposed new development in terms of

providing a hotel, offices, housing and new squares which would upgrade public spaces and be a positive contribution to this edge of the city.

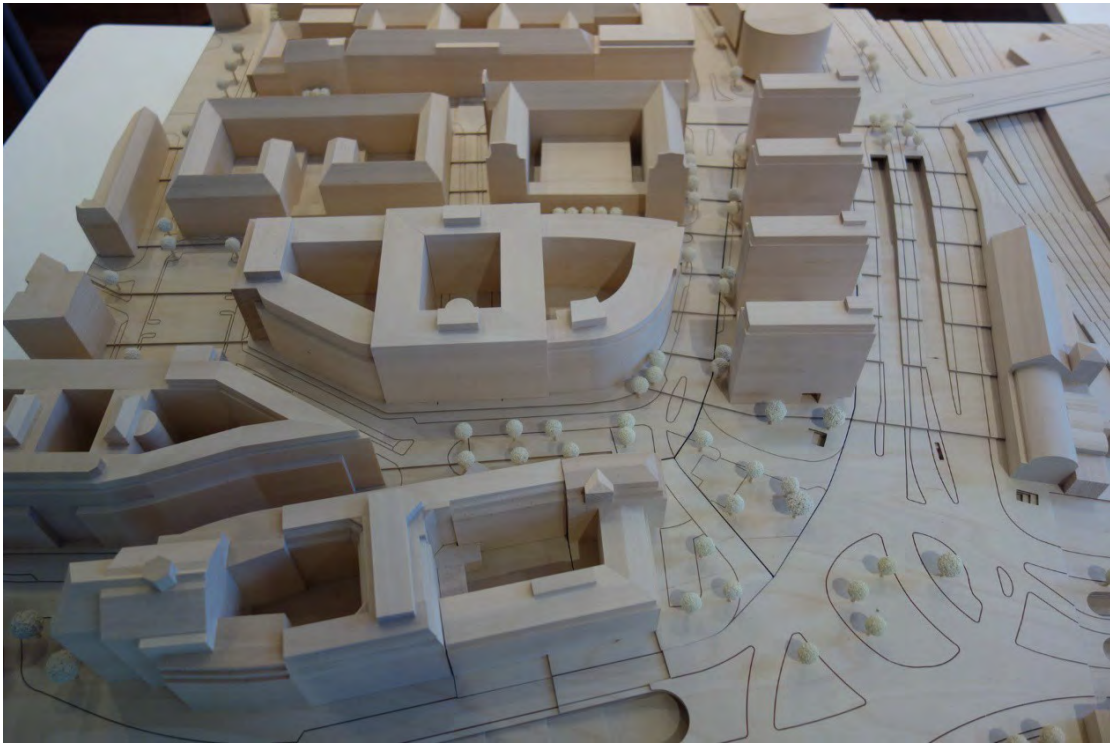


Fig.6. Model of the Kontorhaus district and the City-Hof. Present situation. Photo: N. Dushkina

The arguments also included the idea that the buffer zone was a small, visual zone which had no long views across it. Only views into the Kontorhaus District were important, not out from it and these would not be impacted (the mission notes that this is not the case for views from the east between the City-Hof towers). The HIA, it was said, had shown that the City-Hof was separate from the buildings of the Kontorhaus District and different in date and style and thus did not contribute to the OUV of the property.

Although the City-Hof is a protected (classified) building, it was argued that such protection does allow for demolition if it can be seen to be in the ‘public interest’ and if it can be demonstrated that restoration is not economically possible. It was also indicated that protecting all the one million classified structures in Germany, including 12,000 in Hamburg, would be impossible – although what percentage of these are protected under the 2013 Act was not set out.



Fig. 7. Model of the Kontorhaus district and a new project at Klosterwall. Photo: N. Dushkina

#### *Those in favour of retaining the City-Hof*

Those supporting the retention, conservation and re-use of the City-Hof stressed the contribution the building makes to the city, as indicated by its 'classification in 1995' and protection in 2013, and its contribution to an understanding of the World Heritage property. This contribution is partly related to its own merits but also to the way it reflects political and social change in post-war Germany and more widely in Europe. The building materials of the Kontorhaus (clinker bricks) became discredited after the end of WWII because of their association with bricks produced in concentration camps (although bricks continued to be used elsewhere in the city). The City-Hof, with its distinctive white cladding, marked a deliberate Modernist shift, a new beginning – but linked to some of the Kontorhaus buildings by a shared architect, Rudolf Klophaus. It was suggested that the City-Hof signifies a beginning of a new era looking forward. It was one of the first high-rise building in the city centre after 1945. It also highlights the line of the old city wall. Its demolition would remove an important layer of history and a significant urbanistic form and contrast.

The supporters of keeping the City-Hof also considered that there was a lack of proven economic justification presented by the City Council (although this is not one of the conditions necessary for formal approval of demolition of a protected structure). They considered that it was feasible (and economically viable) to restore parts of the upper floors of the building (above floor two) as housing, with some offices facing the road to the east, and stated that the Senate had had to admit that this was the case. The jury's preferred submission in the first competition by Gerkan, Marg und Partner (GMP) set out a renovation scheme that was seen to be technically and economically feasible.

It was also considered that no evidence had been put forward as to how the necessary condition of 'public interest' had been met.

The Chairperson of the Hamburg Heritage Council said that there had been a complete lack of engagement with the views of the architectural and heritage communities over the past few years. This is in spite of the requirements of the Hamburg Heritage Protection Act (see Section 3, *Heritage Council*). Members of the Council, though they should have participated in the evaluation of ‘*upcoming redevelopment projects in the World Heritage area and the new construction projects in the buffer zone*’, were not informed or involved, including with consultations on the HIA.<sup>8</sup>

Overall, it was also said that there had been a lack of transparency in deciding the fate of the City-Hof<sup>9</sup>.

The supporters of the City-Hof also considered that the scale, form and materials of the proposed replacement block would be quite unacceptable. They considered the block to be undistinguished and over-large. It would also be impervious, unlike the City-Hof which has spaces between the towers that allow views into the Kontorhaus District from the train, and its brick façade would confuse the historical record, and its length would create a barrier to future access between the Bahnhof (railway station) and the Kontorhaus District.

There was also strong support for the idea that demolition of the City-Hof would undermine the credibility of the buffer zone and the Hamburg Protection Act which could be seen as a ‘toothless tiger’. The saving of the City-Hof on the other hand could also ‘turn the tide’ of demolition of post-WWII Modernist buildings. As the Monument Association of Hamburg stated, this planned demolition is not an isolated case. Many in recent years have been demolished (e.g. listed monument of Spiegel and Unilever high-rise buildings altered; Glaxo Smith Kline, BP, Post Office and Allianz buildings demolished, etc.). Hamburg is now losing important testimonies of the post-war period, thus erasing historical and cultural signs of the past epoch, and this is having the effect of removing an important layer of history from the city.

The mission notes that contrarily, at the same time, the potential for World Heritage nominations of the post-war Modernist complexes in the West (Hansaviertel) and East Berlin (Karl-Marx-Allee) are being discussed at the international expert level. Against this background, the idea of demolishing the post-war City-Hof within the buffer zone is perceived especially acutely.

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<sup>8</sup> Statement of the Hamburg Heritage Council (p.1) to the ICOMOS Advisory mission, 30.08.2018 and Letter of the Hamburg Council for Conservation to the WHC, 04.05.2018.

<sup>9</sup> This was said not to be true by the Hamburg Preservation Department after the mission.



Fig. 8. Comparative study for urban transparency of part of the Kontorhaus district, the City-Hof and new KPW Papay Warncke project. View from the east. Credit: City-Hof. e.V.

Overall, it was suggested that the inscribed property and its buffer zone should be setting an example for conservation of monuments and areas.

#### ***4.6 Current condition of the City-Hof complex***

During the visit, the mission had the opportunity to visit the area of the City-Hof complex (1954-58) to consider its current state of conservation.

Despite the City-Hof status as a ‘monument’, it was understood by the mission that the Department for Heritage Preservation (Ministry of Culture and Media) and administration of Free and Hanseatic City of Hamburg – the owner of the building for ten years from 1 October 2006 – did not appear to have invested in its proper care and maintenance.

From a visual inspection of the exterior (it was not possible to visit the interior), it became apparent that after the offer of an option on the sale of this complex to the August Prien Construction Company in 2016, and the withdrawal of the District Authority of Hamburg-Mitte offices at the end of 2017, the buildings have not been maintained at all and appear to have been consciously prepared for demolition. Presently, the windows and entrances of the lower floors are covered with chipboards to prevent water ingress and illegal access into the building. Exterior wall surfaces, light fittings, and entrance stairs are degraded. The light-grey Eternit panels, with which City-Hof was tiled in the 1970s, have darkened considerably as the façade surfaces appear to have been impacted by city pollution. The post-war modernist aesthetics of the complex with its laconism and lightness, expressed geometry, white surfaces and matrix division of the façades, have been changed and visually weakened.





Fig. 9. Present state of the City-Hof, World Heritage buffer zone. Photo: N. Dushkina, 30.08.2018

The mission was not able to assess the present state of the interiors of the office premises, nor the ‘horizontal’ component of the complex along the Johanniswall or spaces within the City-Hof-Passage.

The surrounding area, including urban infrastructure of the Johanniswall and Burchardstraße in front of the Chilehaus and Sprinkenhof (partly territory of the World Heritage property and partly of the buffer zone), show signs of digging. Apparently, work has been undertaken to cut off the City-Hof from power and water supplies and from sewage systems as part of the preparatory processes for demolition of the monument.<sup>10</sup>

#### ***4.7 Proposals to be assessed***

Based on background technical documents, on-site visits and visual analysis, meetings and discussions with responsible representatives of the State Party, as well as with representatives of professional, public and political organizations, the mission was asked, via the Terms of Reference (agreed between the State Party and ICOMOS), to assess:

- The Protection of the World Heritage property, its Buffer Zone and its wider setting;
- The Function of the Buffer Zone for the property;
- Contribution of the Cityhof to the Function of the Buffer Zone;
- The Cityhof / Klosterwall project in relation to the Outstanding Universal Value of the World Heritage property Speicherstadt and Kontorhaus District with Chilehaus.

<sup>10</sup> <https://docomomoaustralia.com.au/dcmm/international-heritage-danger-city-hof-hamburg/>.



Fig. 10. The surroundings of the Johanniswall and Burchardstraße (partly territory of the World Heritage property and the buffer zone). Present state of the City-Hof prepared for demolition. Photo: N. Dushkina, 30.08.2018

The full Terms of Reference are set out in Annex 1.

The conclusions and recommendations of the mission will be based on the above.

## 5. History of City-Hof (including images of blocks as built)

The architect Rudolf Klophaus (1885-1957) built the complex of City-Hof in the post-war period (1954-1958) along the Johanniswall, the eastern boundary of the Kontorhaus district. The plot lies within Steinstraße and Burchardstraße/Diechtorplatz on the north and south; and within Johanneswall and Klosterwall on the west and east. Already in the 1920s-30s, there were several project ideas for this site and the surrounding area including a large-scale complex consisting of an horizontal multistore 'basement' facing the railways with a cluster of expressive vertical dominants that would have urbanised the eastern area of the Kontorhaus district (e.g. Exhibition centre, Klophaus & Schoch, 1924 and winning bid Distel&Grubitz/Paul and Karl Bonatz; Terminal building, Klophaus & Stanik, 1938, etc. many of these schemes were not realised).

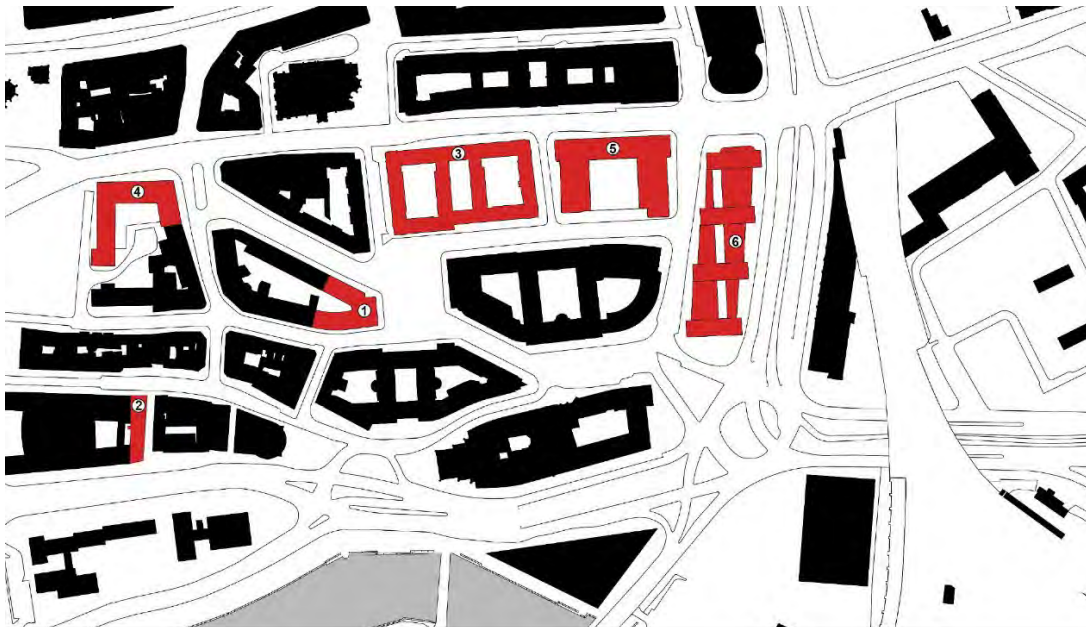


Fig. 11. Kontorhaus district with Klophaus's buildings of the 1920s-1950s including the City-Hof (n. 6).  
Credit: City-Hof e.V.

The idea of developing this area was revived in the post-war reconstruction period. According to Klophaus, who built five other buildings in the Kontorhaus district from 1927 to 1939<sup>11</sup> (thus playing a significant role in the formation of this central area) and the Chief Planning Director, Werner Hebebrand, the City-Hof should form an urban cluster consisting of several towers built in rhythmical order and working in several spatial coordinates.

The completed project consisted of four slim high-rise buildings with a height of up to twelve storeys combined with a wide horizontal two- and three-storey stylobate, stretching along Johanniswall and Klosterwall. The towers (13 to 40m) were connected by an internal City-Hof-Passage that allowed the lower floors to be open to pedestrians in all directions. Functionally, this space was used as a shopping mall and retail area, and included a large

<sup>11</sup> Mohlenhof (1927-28; with Schloch, zu Putlitz), Altstädter Hof (1936-37), Bartholomay-Haus (1937-38), Helmut-Schmidt-Haus (former Hamburger Tageblatt, 1938-39).

car park (400 parking spaces) with a fuel station. This complex expressed modernist ideas based on concepts of urban social organisation that reflected on the CIAM principle of an ‘open and functional city’. From the east and on the way to the central railway station, the dark clinker brick walls of the Kontorhaus district could be well-seen in the intervals between the four dominant high-rise towers.

The façade cladding consisted of light square LECA panels (Light Expanded Clay Aggregates) of Danish origin – innovative insulation and building material technology of the post-war period. Alvar Aalto used the same light LECA facing for the Interbau exhibition in Berlin (Hansaviertel), Klopstockstraße 30-32, 1957. As the 2018 HIA analysis rightly points out, the City-Hof complex ‘*belongs to the very early high-rise buildings of Hamburg associated with the advanced construction of the city following the Second World War*’; and ‘*There is no comparable complex in the business centre of Hamburg*’ (p. 22). The colour of the reddish-brown wooden windows was meant to acknowledge links with the colour of the bricks in the Kontorhaus district.



Fig. 12. The City-Hof by Rudolf Klophaus, 1954-1958. Photo, early 1960s. Since 2015 the World Heritage buffer zone.

In 1972, white plastic frames replaced the formerly reddish-brown wooden windows. Later in 1978, during a renovation of the façade, grey Eternit-panels were installed to cover the white LECA tiles, which however remained underneath. After the construction of the nearby road tunnel at Klosterwall, the ground floor partly lost its open urban characteristics. However, as the 2018 HIA by the State Party notes, ‘*Apart from the grey façade cladding and new enclosure for the customer centre at the North end (formerly bank) with granite, the complex is in good condition*’ (p. 22). The mission assumes that this means good structural condition with few alterations.

## **6. Role of the buffer zone in protecting the World Heritage property**

The *Operational Guidelines for the Implementation of the World Heritage Convention* (UNESCO, 2017) set out clearly the role of a buffer zone in giving an ‘*added layer of protection to the property*’. It should include the immediate setting of property, important views, and other areas or attributes that are functionally important as a support to the property and its protection.

The buffer zone should have ‘*complementary legal and/or customary restrictions placed on its use and development*’. A clear explanation of how the buffer zone protects the property should also be provided.

It is thus clear that a buffer zone has a relationship with the property it is protecting. To explain those connections, a ‘*clear explanation of how the buffer zone protects the property*’ should be set out. Buffer zones are not neutral areas nor do they only offer visual protection. They should also support the property through supporting areas or attributes that are ‘*functionally important as a support to the property and its protection*’.

A buffer zone thus does not contribute to OUV but can help support and protect OUV. It might provide a context that aids understanding of the property; it could demonstrate social, economic or other links; it might reflect the earlier or later history of an area.

The *Operational Guidelines* also set out how effective management to ensure maintenance of all aspects of OUV should go ‘*beyond the property to include any buffer zone(s), as well as the broader setting. The broader setting, may relate to the property’s topography, natural and built environment, and other elements such as infrastructure, land use patterns, spatial organization, and visual relationships. It may also include related social and cultural practices, economic processes and other intangible dimensions of heritage such as perceptions and associations. Management of the broader setting is related to its role in supporting the Outstanding Universal Value*’.

## 7. *Role of the City-Hof within the buffer zone*

For the Kontorhaus, the defined buffer zone clearly supports understanding of social and functional links between the property and its hinterland, including through other brick buildings designed by Rudolf Klophaus as housing and through the way the later development of the City-Hof contrasts with the clinker built buildings of the Kontorhaus area and heralds in a new post-WWII approach to development and planning, thus offering an important microcosm of the historical development of the city. The City-Hof became one of the most notable political, social, architectural and urban symbols of post-war Hamburg.

The City-Hof reflects a continuity of the 20<sup>th</sup> century architectural/urban evolution within artistic, social and political changes (from Brick Expressionism, Neue Sachlichkeit/New Objectivity, ‘Blut und Boden’/‘blood-and-soil’ to Modernism); it also reflects a break with associative memory of clinker brick production in the largest concentration camp of north-west Germany (Neuengamme, Bergedorf district of Hamburg). As Elinor Schües, the Chairperson of the Hamburg Heritage Council, reported in her statement during the mission, clinker brick ‘*was politically contaminated and therefore no longer used in public and exposed construction projects in Hamburg*’ immediately after WWII, (although brick was still used in the post-war period in other parts of the city) The City-Hof is thus an extrapolation of the Kontorhaus idea into the post-war period.

What appears to be lacking is definition of these relationships and an understanding as to how they should be managed in relation to the buffer zone.

At the time of inscription, ICOMOS set out the role of the buffer zone. Its evaluation report of 12 March 2015 states, ‘*Areas severely damaged in the Second World War but with a historical connection to the nominated property (such as the western end of Speicherstadt) have been included in the buffer zone, as has the entire Kontorhaus district, including high-rise buildings of the post-war period*’. This indirectly confirms that at the moment of inscription, the post-war City-Hof complex was considered to be an integral part of the wider office cluster.

The evaluation also stated that the buffer zone is very tightly drawn and should be extended in places to encompass an area that ‘*assists in the appreciation of the OUV, but does not contribute to OUV*’. This makes it clear that the buffer zone does not contain assets that contribute to OUV but as a whole is crucial to an understanding of the property.

ICOMOS’ evaluation also stated that the buffer zone ‘*becomes an integral component of the State Party’s commitment to the protection, conservation, and management of the property, and officially becomes part of the property’s overall management system*’.

The State Party nevertheless appears to have a much more limited view of the role of the buffer zone. According to the State Party, the limits of the buffer zone are intended to ensure that the visual experience offered by the property remains intact. Sightlines to and from the nominated property were taken into account when defining the boundaries.

The State Party has recently explained that the eastern boundary of the buffer zone is defined 1) by reference to the line of the former Wallring defiance system, and 2) by the border of Hamburg Inner City in the first quarter of the 20<sup>th</sup> century. These are said to be the reasons for including the City-Hof building in the buffer zone, rather than as an historic layer of post-war modernism (letter of 20 September 2018).

Notwithstanding this too-limited approach to the buffer zone, interestingly the brochure for the second completion acknowledges that the City-Hof '*forms the eastern end of the listed Kontorhausviertel with its numerous architecturally outstanding buildings (Chilehaus, Sprinkenhof, Meßberghof and Mohlenhof), which was added in June 2015 by UNESCO together with the Speicherstadt in the UNESCO World Heritage list*' and that the '*dominant up to 12-storey skyscrapers mark the completion of the eastern Kontorhausviertel on the edge of the gateway to the city center*'<sup>12</sup>

The brevity of the mission did not allow a detailed inspection of the buffer zone and adjacent urban areas. However, it was noted that in the visual vicinity of Meßberg (Kontorhaus district) and nearby in the buffer zone (north side of Kl. Reichenstraße), new construction is under way at demolition sites, the parameters of which are unknown to the mission. The fears expressed in the 2015 ICOMOS Evaluation on recent interventions in the adjacent urban landscapes of Speicherstadt (Hanseatic Trade Centre in the buffer zone and Elbe Philharmonic Hall just behind the limits) appear to be justified. The undulating roof of the 110-metre-tall Philharmonic Hall enters the zone of direct visibility with the World Heritage property on two main trajectories (Zollkanal and Holländisch-brookfleet). The crystal-like masses of huge office buildings in the southeast of the buffer zone are in direct visual contact with the Kontorhaus district, and have the effect of reducing the scale and diminishing the value of historic buildings.

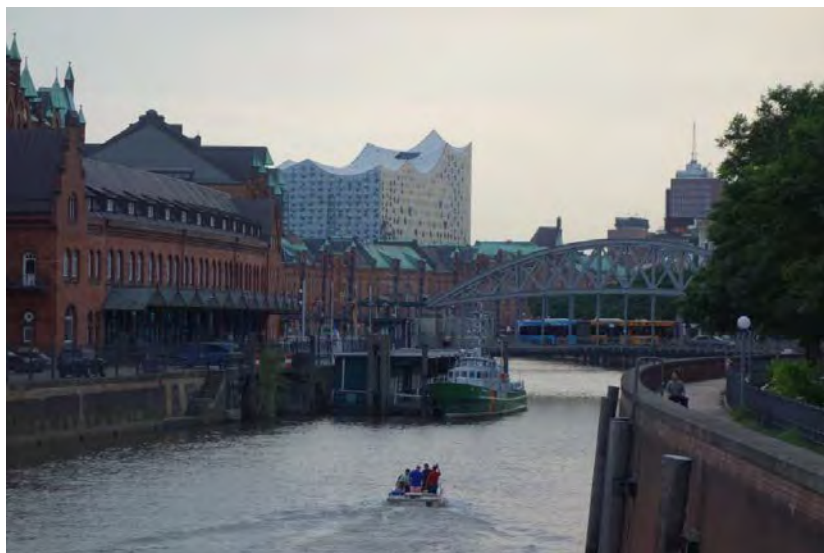


Fig. 13. The Elbe Philharmonic Hall as seen from Zollkanal, the World Heritage property. Recent intervention into the urban landscapes of Speicherstadt. Photo: N. Dushkina, 30.08.2018

<sup>12</sup> See: <https://www.competitionline.com/de/ausschreibungen/243410>.

## 8. Protection in place for the buffer zone and the City-Hof

The property has a total area of 26.08 ha, of which 5.81 ha belong to the Kontorhaus district. The buffer zone (total 56.17 ha) comprises the area immediately surrounding the nominated property.

### *Protection of the buffer zone*

The Kontorhaus district is covered by a Monument Protection zone, listed in the Hamburg Conservation Registry in 1983 and 2003. This includes 22 buildings of different construction periods, four of them built by Klophaus. The territory of the inscribed property, consisting of eight large office complexes built in the 1920s-1950s, defined by their functional unity and Modernist brick-clad architecture, is less than the area of the Protection zone.

Thus most of the buffer zone is in the Protection zone (but it excludes the City-Hof). The eastern boundary of the Protection zone runs along the western façade of the City-Hof. The eastern limit of the buffer zone coincides with the eastern façade of the City-Hof. At the same time, the northern area at Steinstraße, which is within the Protection zone, is not included in the buffer zone. (The following details were added by Bernd Paulowitz) The buffer zone is formed by a large area comprising (non-exhaustive list follows) around the Kontorhaus District buildings along the Kleine Reichenstraße and Schopenstehl, as well as the former IBM and Spiegel High-Rise buildings along the Willy-Brandt-Straße together with many other buildings there, the City-Hof and right next to it as well the buildings of the Bauer printing company, the more recent triangular shaped Deichtor-Centre from 2002 as well as the important Cultural Complex of the Deichtorhallen.



Fig. 14. Kontorhaus district. Local Protection zone (rose) and territory of the World Heritage property (yellow). The City-Hof is beyond both Protection areas, however included in the buffer zone.



Areas adjacent to the property, and this includes part of the buffer zone, are protected under Section 8 of the same Act under ‘Protection of surroundings’, to the extent they are classified as being ‘*of formative significance for [the heritage asset’s] appearance or continued existence*’. A permit is required from the competent government agency before these areas may be changed by the erection, alteration or elimination of structural elements, by the development of un-built public or private spaces, or by any other means, if such change significantly detracts from the character and appearance of the heritage asset.<sup>13</sup>

Currently, there is no overall Kontorhaus Heritage Protection Plan in place (unlike for the Speicherstadt District), but this will be developed in due course.

#### *Protection of the City-Hof*

As well as benefitting from its inclusion in the surroundings of the Protected Areas and the buffer zone, and the obligations this brings as set out in section 6 above, the City-Hof is also protected individually as a listed monument, under the Hamburg Heritage Protection Act, 2013.<sup>14</sup>

Section 4.2 (2013 Hamburg Heritage Protection Act) states that preservation of an architectural monument is carried out ‘*in the public interest, either because it is of significant historical, artistic, or scientific interest or in order to preserve characteristic features of the urban landscape*’. The City-Hof complex reflects both these positions.

A 2013 amendment of the Hamburg Heritage Protection Act includes in § 7(8) a duty to comply with the requirements of the World Heritage Convention.

The mission understands that the protection of the listed areas of Speicherstadt and Kontorhaus and the listed complex of the City-Hof are equivalent in terms of the strength of their protection, and the obligations to comply with the requirements of the World Heritage Convention.

The City-Hof is thus protected as an individual monument, as part of the setting of the Protected Areas, and as part of the buffer zone for the World Heritage property.

All these designations bring obligations to respect the requirements of the World Heritage Convention.

Section 7.5 (2013 Hamburg Heritage Protection Act) states that ‘*In the event that a heritage asset is interfered with, removed from its location or eliminated, the party causing such interference shall, within reason, be made to bear the costs associated with the heritage*

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<sup>13</sup> Following the mission, the Heritage Preservation Department stated that it carried out in 2016 and on several other occasions an audit of the surroundings and concluded that the demolition of the City-Hof would not in their view interfere with the Kontorhaus protected ensemble. ICOMOS acknowledges the existence of these audits but does not agree with their conclusions.

<sup>14</sup> In the implementation of the Hamburg Heritage Protection Act, the Heritage Council plays an important role in providing ‘independent expert advice’ (Section 3, Hamburg Heritage Protection Act), and in the property’s World Heritage Management Plan (§4.4.6).

*asset's preservation, proper restoration, recovery and/or scientific documentation*'. At the same time, Section 9.1 and 2 set out that, in case of partial or complete demolition of heritage assets, it is necessary to get a permit '*from the competent state government agency*'. This can only be done on the basis of '*prevailing public interest, especially with regard to housing construction, energy saving improvement measures, the implementation of renewable energies, and the needs of disabled and those with restricted mobility*'. The Hamburger Senate is authorized to make decisions.<sup>15</sup>

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<sup>15</sup> Quotations from the Articles (Sections) of the Hamburg Protection Heritage Act, 2013, are given in its English-language version received from the Department for Heritage Preservation (Ministry for Culture and Media) during the mission, 30.08.2018.

## ***9. Potential impact on OUV of the demolition of the City-Hof and its replacement***

The mission acknowledges that City-Hof clearly has a national and possibly regional value as an important example of post-war Modernism and locally is a very significant part of the post-World War II (WWII) development in Hamburg, but these values were not the focus of the mission. The mission also acknowledges that the City-Hof does not contribute directly to the Outstanding Universal Value (OUV) of the Speicherstadt and Kontorhaus District with Chilehaus property, as indeed nothing does outside its boundaries.

The main focus of the mission was thus not the value of the City-Hof *per se*, nor how it contributes to OUV as it does not, but how the City-Hof contributes to the buffer zone which supports the OUV of the property. Thus the potential impact of the proposed demolition of the City-Hof and of its proposed replacement both need to be considered in terms of impact on OUV.

Buffer zones provide crucial support to the OUV of properties. This support role is clearly set out in the Operational Guidelines<sup>16</sup> and in the UNESCO Position Paper on World Heritage and buffer zones which states that: *A ‘Buffer zone is intended to protect World Heritage sites from negative influences. In other words, it represents a zone, that in itself is not of outstanding universal value, but that may influence a World Heritage site. The importance of the environment for the object must be properly recognized to be able to define a suitable perimeter as well as required protective measures for the buffer zone. At issue is the following: To what extent and how far is the environment relevant to the site? What is the importance of the environment to the object? What is its functional, visual and structural relationship to the object? The definition of a buffer zone must inherently be in a position to regulate undesired influences’*<sup>17</sup>.

The mission thus considered the relationship between the City-Hof and the property through analysing the way the buffer zone supports OUV, and the way the City-Hof contributes to the buffer zone.

The property was inscribed for the way the *‘exceptional ensemble of maritime warehouses and Modernist office buildings’* in the Speicherstadt and Kontorhaus Districts respectively *‘epitomize the consequences of the rapid growth in international trade in the late 19th and early 20th centuries’*, a key period of history. The buffer zone anchors the property in its surroundings and thus helps to explain its wider historical as well as social and other contexts.

The property is not an island but related by tentacles to what came before and what was developed later. It is clearly acknowledged in the Nomination Dossier that the City-Hof

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<sup>16</sup> See Section 6 of this Mission Report.

<sup>17</sup> UNESCO World Heritage Position Paper 25: World Heritage and Buffer Zones, 2009.

was built on part of the line of the old defences and that this line is seen to have significance as reflecting the earlier urban history of the area: the City-Hof in its linearity recalls this earlier historical period. The buffer zone is also important in explaining what came later and the links between the property and the wider city. The Kontorhaus District, together with Speicherstadt District, reflects a concentrated burst of activity in this area at a particular period of time, and the political systems that then prevailed. This comparatively short time frame is important; and in order to understand it, there is a need to be able to understand how the area developed thereafter and reflected quite different political and social circumstances. The buffer zone is thus important in highlighting the contrast between what lies within the property and what outside, as well as where there is continuity.

In the mission's view, the City-Hof exemplifies Hamburg's history in the way it reflects the next stage in the City's growth beyond Kontorhaus and two very different political systems, the Nazi period and the post-WWII period, as well as the earlier Weimar Republic, in a small area during a small space of time from the 1920s to the 1950s. It thus contributes strongly to the story that the buffer zone can tell about contrasting ideas between pre WWII and post WWII and the finite timespan of the architectural styles that are so well demonstrated within the property.

The City-Hof contrasts deliberately with the architectural language of the Kontorhaus district and the wider traditional inner town planning: it projects a new beginning and new ideas after WWII. The original white panels<sup>18</sup> made the City-Hof stand out and contributed to its success as a symbol of renewal. They are in direct contrast to the use of clinker bricks which had become discredited through their association with concentration camps. The City-Hof is a pronounced counter-point to the Kontorhaus District and allows a clear understanding of post-war architecture's response to that district. In its plan and form, the City-Hof also aimed to reflect the line of the former City ramparts, which, with its staggered tower blocks, it succeeds in doing like *'hardly any other place in the city'*. It thus also looked backwards as well as forward.

Through the choice of white panels instead of clinker bricks, which had become tainted by their associations with concentration camps, the City-Hof reinforces the finite nature of the contrasting Kontorhaus office buildings and the determination of the city to reflect different values in some of its buildings after WWII. In its form and design, the City-Hof contrasts strongly with the lower, darker and more closed forms of the clinker brick offices, but at the same time associates with them functionally, compositionally and spatially. It is a post-war response to the Kontorhaus District and the wider traditional inner city town planning.

The City-Hof is therefore of great importance in evidential, historical and aesthetic terms in allowing an understanding of how the development of the city began to change course after WWII. Moreover it was constructed to face towards the area of the railway station,

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<sup>18</sup> The mission appreciates that the first design by its architect R. Klophaus included brick cladding, and that the cladding materials were changed after the intervention of the Chief Planning Director W. Hebebrand, who promoted the logic of a new and innovative finish. What is important is what was built.

which was already earmarked for development in the 1950s and which today could be part of enlargement plans between the station and the inner city. Its design of four tower blocks linked only at the lower level by service structures has a high degree of visual permeability, creating visual links between the Kontorhaus District and the area towards the station.

The City-Hof is not part of the Kontorhaus District but immediately adjacent to it; the City-Hof challenges the language and meaning of this district. It should be seen as a catalyst to understanding the meaning of the World Heritage property through the way it contributes to the story of the property in relation to the contrasting later development of the city. The mission considers that the City-Hof thus contributes significantly to the meaning of the buffer zone as a transition zone between the property and the wider city that allows an understanding of the social, political and historical context of the World Heritage property. Destruction of the City-Hof would remove an important layer in the evolution of Hamburg's urban heritage which cannot be seen so clearly elsewhere.

The mission acknowledges that the City-Hof in its present form with dark grey cladding and white windows, and in its present sad condition, struggles to convey the messages with which it is imbued. The mission considers that the City-Hof could and should be revitalised.

The mission appreciates that such a revitalisation is not straightforward, given its location next to roads with heavy traffic and open railway lines, which means that bedroom windows on the eastern sides would have to be protected from noise. It is also clear that not all of the blocks could be converted for residential use – the ground and first floors would be excluded. The same constraints do not apply to hotel use or to office spaces and thus a mixed-use solution is possible as proposed for its replacement. The feasibility of renovation and re-use has been demonstrated by engineers or architects who have assessed the structure of the City-Hof, as is demonstrated by the Prof W. Marg scheme considered by the mission. It should also be noted that the current noise levels could be significantly reduced as a result of the planned large-scale extension of the main railway station to both the north and the south, which includes roofing over currently open tracks (since the mission, Deutsche Bahn have produced concept drawings that include proposals for extending the station and covering some of the tracks including those to the east of the City-Hof).

The Kontorhaus District is not well-known or well-visited in comparison to the Speicherstadt District. It is understood that there is a desire to raise its profile and its attractiveness to visitors and locals. Some say that the City-Hof does not help with this process as a recent survey of residents indicated that they did not particularly like the City-Hof in its present state. The decision by the City Council to promote demolition and re-development appears to be a short-term expedient to clear away what is perceived as a problem and an eye-sore, and to provide immediate improvements to the area (as well as a large development plot that could be profitable for developers), rather than through longer-term conservation. These are, in the mission's view, the underlying reasons that influenced the formal reasons for supporting demolition. But they ignore the significance of the City-Hof as part of the story that should be promoted.

The city's approach does not sit that comfortably with the obligations of the World Heritage Convention or of the Hamburg Heritage Protection Act. Cultural heritage that is part of an inscribed property or supports that property should be seen as a catalyst for development rather than a hindrance to it. The mission considers that a longer-term perspective is needed to show how the City-Hof could be that catalyst for an economic and social revival of the wider area.

The mission notes that currently there is no over-arching Kontorhaus Heritage Protection Plan in place to parallel the one that it understands has been prepared for the Speicherstadt District. It suggests that such a plan is needed and should ideally consider not only the Kontorhaus part of the property and its buffer zone but also the wider setting, particularly in the direction of the railway station. It should also include infrastructural development. The mission was informed that the use of the station justifies expansion and an extension to the south is being considered by Deutsche Bahn (although few details are currently known other than that it will cover some currently open rail tracks and thus reduce noise levels near the City-Hof). Such an expansion could be linked to new pedestrian, cycle and other links towards the city through the Kontorhaus District.

The mission considers that the values of the City-Hof in relation to the property should be harnessed to improve the wider historical urban landscape. A Kontorhaus Protection Plan could be the catalyst for such a wider development plan but, as was suggested to the mission, monument protection would need to be taken seriously for it to be effective.

If the City-Hof is demolished and replaced by a brick-clad building, the negative impact will be greater than the loss of this one building. The potential for heritage-led urban regeneration will have been lost. The 'story' that is reflected in the buffer zone about political and social change would also be lost as the post-war era would no longer be reflected. The proposed new building would also confuse the historical record in suggesting that the tradition of brick facing somehow persisted in this area after WWII for public and office buildings. To some, it could be seen as a 'fake' historic building, an attempt to create something similar to the Klophaus brick buildings while losing an original/authentic protected monument with important associations.



Fig. 15. Proposed replacement of the City-Hof by a new structure 'Quartier am Klosterwall', buffer zone. KPW Papay Warncke und Partner Architekten, 2017. View along Johanneswall. Credit: KPW

As the proposed replacement is of greater length than the City-Hof, and completely visually impermeable, its monolithic form and size would dominate the eastern end of the Kontorhaus. Its long linear form, which would extend further south than the current footprint of the City-Hof ensemble, would also cut off visual and other links with the urban landscape towards the station and in adjacent areas. Specifically, the most important historical view No.13 on the main façade of the Chilehaus from Deichtorplatz and its axial prolongation to the east will be blocked and replaced by a narrow 'close-up view'.

The proposed building was said by its proponents to be low-key, but in the mission's view, even though it might be called 'anywhere architecture', its impacts are not low-key as it would deliver major negative impacts on the property's context and the way it is viewed, understood and perceived. It would also close options for future heritage-led regeneration.

Taking into account the protected status of the existing City-Hof complex, the history of its construction, its relationship to the spatial composition of the Kontorhaus district, as well as its location in the World Heritage buffer zone, ICOMOS repeatedly noted in its Technical Reviews of October 2016 and April 2018 that rehabilitation, rather than destruction, of the City-Hof is the most appropriate course of action.



Fig. 16. Proposed replacement of the City-Hof by a new structure ‘Quartier am Klosterwall’, buffer zone. KPW Papay Warneke und Partner Architekten, 2017. View from the east. The most important historical view No.13 on the main façade of the Chilehaus will be closed. Credit: KPW



Figs. 17, 8. Comparative analysis demonstrating the existing sight lines and urban transparency in the area of the City-Hof and their blockade by a new projected massive building. Credit: City-Hof e.V.

At the time of inscription, the ICOMOS evaluation found that the legal protection and management of the property and its buffer zone were adequate, although recommendations were made on the need to encompass visitor management and to address risk preparedness. The evaluation report also commented on the lack of any mention of the involvement of local communities in the nomination dossier, although it had been stated that the future World Heritage Coordinator would liaise with representatives of various local and regional interest groups as well as the general public.

From the evidence heard during the mission, it would appear that although the legal protection and management systems are adequate, and indeed support the obligations of the World Heritage Convention, the way they have been implemented in the case of the City-Hof has not been as open and transparent as could be desired. And the communication with local and regional interest groups has been, it appears, almost non-existent, even though the



involvement of the Heritage Council is written into the Hamburg Heritage Protection Act and the World Heritage Management Plan.

It is understood from a letter of 22<sup>nd</sup> February 2019 from the World Heritage Centre to the Ambassador of Germany (and which was copied to ICOMOS) that Dr Carsten Brosda, Minister of the Ministry of Culture and Media of the Free and Hanseatic City of Hamburg, has indicated that the City intends to demolish the City-Hof and proceed with the construction of the proposed Klosterwall Project, even though ICOMOS understands that a demolition permit has not yet been issued by the appropriate Ministry of Urban Development and nor has the City-Hof been sold to the developer. On the assumption that the above is correct, the following recommendations are offered.



Fig. 19. Proposed replacement of the City-Hof by a new structure 'Quartier am Klosterwall', buffer zone. KPW Papay Warncke und Partner Architekten, 2017. New image of the Johanneswall and the area in front of the Chilehaus. Credit: KPW

## **10. Recommendations**

1. For the reasons set out above, the mission considers that although the City-Hof, being outside the property boundary, does not contribute directly to OUV it does contribute strongly to the buffer zone of the property and the way it supports the protection of OUV; therefore the mission would regret the demolition of the City-Hof.
2. The mission also considers that any future demolition and construction in the buffer zone could have highly negative indirect impacts on the OUV of the property; and recommends that:
  - a) The nature and purpose of the buffer zone for the property should be more clearly defined, and the buffer zone should be better protected and managed;
  - b) Greater clarity should be given to the status of classified and protected buildings and areas within the property and its buffer zone, and their protection improved.
3. The mission also recommends that:
  - a) Management of large-scale projects involving the property, its buffer zone and its wider setting should be improved and made more transparent and collaborative;
  - b) Wider dialogue with the Hamburg Heritage Council should be undertaken, as envisaged in the Hamburg Heritage Protection Act.
4. The mission further recommends that:
  - a) A Kontorhaus Heritage Protection Plan be developed which should include heritage-led urban regeneration for the wider setting.
5. Overall the mission recommends that the management and protection approach as set out in the Statement of Outstanding Universal Value (SOUV) should be more closely followed: *‘The long-term and sustainable safeguarding of Speicherstadt and the Kontorhaus district will require preserving the historic buildings, the characteristic overall impact of the Speicherstadt and Kontorhaus ensembles, and their typical appearance within the townscape; maintaining or improving the quality of life of the residents of Hamburg by safeguarding a unique testimony to Hamburg’s cultural and historical development, which played a key role in establishing its identity; and raising awareness and disseminating information’.*

ICOMOS remains at the disposal of the State Party for further dialogue on any of these recommendations or their implementation.

***Annexes:***

1. Terms of Reference for the Mission
2. Mission experts
3. Programme for the Mission
4. List of people met
5. Statement of Outstanding Universal Value
6. Map of property and buffer zone

## **1. Terms of Reference for the mission**

### **Terms of Reference**

ICOMOS Advisory mission  
Speicherstadt and Kontorhaus District with Chilehaus (Germany)  
30<sup>th</sup> August 2018

The State Party of Germany has invited an ICOMOS Advisory mission related to the project City-Hof / Klosterwall in the buffer zone of the World Heritage Property “Speicherstadt and Kontorhaus District with Chilehaus”.

#### The mission will consider:

- a) The Protection of the World Heritage property, its Buffer Zone and its wider setting.
- b) The Function of the Buffer Zone for the property;
- c) Contribution of the City-Hof to the function of the Buffer Zone;
- d) The City-Hof / Klosterwall project in relation to the OUV of the World Heritage property “Speicherstadt and Kontorhaus District with Chilehaus”.

In order to achieve these objectives, the Advisory mission experts shall review all necessary technical documents, undertake site visits and participate in technical on-site meetings with responsible authorities.

The Advisory mission will last one working day and will take place on 30<sup>th</sup> August 2018. In preparation for the Advisory mission, the State Party shall provide ICOMOS, in advance of the mission, with all necessary background technical material.

On the basis of site visits and meetings with representative of the State Party, the Advisory mission shall prepare for the State Party a concise report including analysis of the abovementioned points and recommendations. ICOMOS shall deliver this report within 6 weeks following the site visit.

## **2. Mission experts**

ICOMOS representatives:

Susan Denyer, FSA (United Kingdom)

Dr Natalia Dushkina (Russian Federation)

### 3. Programme for the mission

Schedule for the ICOMOS Advisory Mission related to the project City-Hof / Klosterwall in the buffer zone of the World Heritage Property “Speicherstadt and Kontorhaus District with Chilehaus“(Germany)

Arrival 29<sup>th</sup> of August

Experts from ICOMOS: S. Denyer and N. Dushkina

Facilitator: B. Ringbeck, The Federal Foreign Office, coordination body World Heritage

#### Schedule:

Morning Session:

Meeting with the administration and relevant departments

- 09:00 Pick up from the hotel and visit of the Kontorhaus District and the City-Hof area
- 10:20 Meeting in the “Instituto Cervantes“, Fischertwiete 1, Chilehaus, Eingang B, 1. Etage
- 10:30 Welcome and introduction by Minister Brosda, Situation and reporting to UNESCO (Ministry of Culture and Media)
- 10:45 Chronology and process of the Klosterwall project (State Agency for Real Estate Management)
- 11:00 The Protection of the World Heritage property, its Buffer Zone and its wider setting (Department for Heritage Preservation)
- 11:10 The Function of the Buffer Zone for the property (Department for Heritage Preservation)
- 11:30 Contribution of the Cityhof to the function of the Buffer Zone and its impact on the OUV (Department for Heritage Preservation)
- 11:50 The Klosterwall project and its relation to the OUV of the World Heritage property; “Speicherstadt and Kontorhaus District with Chilehaus” (Ministry of Urban Development and Housing)

End of the meeting with the administration

12:30 Lunch

Start of the afternoon session

14:00 Consultation with stakeholders and initiatives (Parliamentary Groups: SPD, Die Grünen, CDU, FDP, Die Linke, AfD; Interest Group Kontorhaus District, Association City-Hof, August Prien Immobilien, Chairperson of the Hamburg Heritage Council, Monument Association Hamburg, Persons of the Staff council of the district of Hamburg-Mitte)

16:00 End of the stakeholder session

16:30-18:00 Conclusions, open questions and next steps with the organisers

Departure to the airport 30<sup>th</sup> and 31<sup>st</sup> of August

Contact persons in Hamburg:

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Ministry of Culture and Media

Department for Heritage Preservation

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Project-coordinator World Heritage,

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#### 4. List of people met

Brosda, Dr. Carsten, Ministry of Culture and Media, ~~Ms~~  
Denyer, Susan, ICOMOS  
Drossmann, Falco, Head of the District Hamburg-Mitte  
Duge, Olaf. Parliamentary Group, Die Grünen  
Dushkina, Dr. Natalia, ICOMOS  
Freyer, Michael, State Agency for Real Estate Management, Official in Charge Marketing  
Friederici, Axel, Interest Group Kontorhaus District  
Haft, Bodo, District Office Hamburg-Mitte, Department of Economics, Building and Environment, Dezernent  
Höing, Franz-Joseph, Ministry of Development and Housing, Chief Planning Director  
Hols, Frank, August Prien Immobilien, Managing Director  
Hosemann, Marco-Alexander, Association City-Hof  
Junge, Christian, Office for State Planning and Urban Development, Head of Division for Buildings  
Kellner, Andreas, Department for Heritage Preservation, Director  
Kettner, Heide, Office for Central Tasks, Legal Matters and Public Investments, Legal Secretary  
Koeppen, Martina, Parliamentary Group, SPD  
Mennerich, Benjamin, Parliamentary Group, AfD  
Meyer, Jens P., Parliamentary Group, FDP  
Möller, Jochen, State Agency for Real Estate Management, Head of Department Marketing  
Paulowitz, Bernd, Department for Heritage Preservation, World Heritage Coordinator  
Peters, Klaus. Staff council of the district of Hamburg-Mitte  
Ringbeck, Dr. Birgitta, The Federal Foreign Office, coordination body World Heritage  
Sassenscheid, Kristina, Monument Association Hamburg  
Schües, Elinor. Chairperson of the Hamburg Heritage Council  
Schwarzkopf, Christoph, Department for Heritage Preservation, Heritage Preservation in Urban Planning  
Seemann, Dr. Agnes, Department for Heritage Preservation, Project leader World Heritage Nominations  
Sudmann, Heike, Parliamentary Group, Die Linke  
Stapelfeldt, Dr. Dorothee, Ministry for Urban Development and Housing, Minister  
Weiler, Markus, District Office Hamburg-Mitte, Planning, Design and Construction, head of Department  
Wersich, Dietrich, Parliamentary Group, CDU  
Hamdorf, Niels. Language matters GbR Language & Media Consultancy  
Wehlert. Language matters GbR Language & Media Consultancy



## 5. Statement of Outstanding Universal Value

### Brief synthesis

Speicherstadt and the adjacent Kontorhaus district are two densely built central urban areas in the German port city of Hamburg. Speicherstadt, originally developed on a 1.1-km-long group of narrow islands in the Elbe River between 1885 and 1927 (and partly rebuilt from 1949 to 1967), is one of the largest unified historic port warehouse complexes in the world. The adjacent Kontorhaus district is a cohesive, densely built area featuring eight mainly very large office complexes that were built from the 1920s to the 1950s to house businesses engaged in port-related activities. Together, these neighbouring districts represent an outstanding example of a combined warehouse-office district associated with a port city. Speicherstadt, the “city of warehouses,” includes 15 very large warehouse blocks that are inventively historicist in appearance but advanced in their technical installations and equipment, as well as six ancillary buildings and a connecting network of streets, canals and bridges. Anchored by the iconic Chilehaus, the Kontorhaus district’s massive office buildings stand out for their early Modernist brick-clad architecture and their unity of function. The Chilehaus, Messberghof, Sprinkenhof, Mohlenhof, Montanhof, former Post Office Building at Niedernstrasse 10, Kontorhaus Burchardstrasse 19-21 and Miramar-Haus attest to architectural and city-planning concepts that were emerging in the early 20th century. The effects engendered by the rapid growth of international trade at the end of the 19th century and the first decades of the 20th century are illustrated by the outstanding examples of buildings and ensembles that are found in these two functionally complementary districts.

**Criterion (iv):** Speicherstadt and Kontorhaus District with Chilehaus contains outstanding examples of the types of buildings and ensembles that epitomize the consequences of the rapid growth in international trade in the late 19th and early 20th centuries. Their high-quality designs and functional construction, in the guise of historicism and Modernism, respectively, make this an exceptional ensemble of maritime warehouses and Modernist office buildings.

### Integrity

Speicherstadt and the Kontorhaus district contain all the elements necessary to express the Outstanding Universal Value of the property, including the buildings, spaces, structures, and waterways that epitomize the consequences of the rapid growth in international trade in the late 19th and early 20th centuries and that illustrate the property’s high-quality designs and functional construction. The 26.08-ha property is of adequate size to ensure the complete representation of the features and processes that convey the property’s significance, and it does not suffer from adverse effects of development or neglect.

### Authenticity

Speicherstadt and Kontorhaus district is substantially authentic in its location and setting, its forms and designs, and its materials and substances. The maritime location is unchanged, though considerable changes have been made to the adjacent urban setting. Speicherstadt was significantly damaged during the Second World War, but this has not reduced the ability to understand the value of the property. The forms and designs of the property as a whole, as well as its materials and substances, have largely been maintained. The function of the Kontorhaus district has also been maintained. The links between the Outstanding Universal Value of the

property and its attributes are therefore truthfully expressed, and the attributes fully convey the value of the property.

### **Protection and management requirements**

The property, which is owned by a combination of public and private interests, is within an area listed in the Hamburg Conservation Registry. Speicherstadt was listed under the Hamburg Heritage Protection Act in 1991 and the Kontorhaus district was listed under the Act in 1983 and 2003. The Act, by means of a 2012 amendment, includes a duty to comply with the *World Heritage Convention*. The competent authority for compliance with the Act is the Department for Heritage Preservation at the Regional Ministry of Culture in Hamburg, which is advised by a Heritage Council of experts, citizens, and institutions. A Management Plan aimed at safeguarding the Outstanding Universal Value, authenticity, and integrity of the property, and protecting its buffer zone, entered into force in 2013.

The long-term and sustainable safeguarding of Speicherstadt and the Kontorhaus district will require preserving the historic buildings, the characteristic overall impact of the Speicherstadt and Kontorhaus ensembles, and their typical appearance within the townscape; maintaining or improving the quality of life of the residents of Hamburg by safeguarding a unique testimony to Hamburg's cultural and historical development, which played a key role in establishing its identity; and raising awareness and disseminating information.

## 6. Map of property and buffer zone

