
Speicherstadt and Kontorhaus District with Chilehaus (Germany) No 1467

Official name as proposed by the State Party

Speicherstadt and Kontorhaus District with Chilehaus

Location

Free and Hanseatic City of Hamburg
Germany

Brief description

Speicherstadt and the adjacent Kontorhaus district are two densely built commercial areas in the German port city of Hamburg. Speicherstadt's 300,000 m² of floor space make it one of the largest unified historic port warehouse complexes in the world. Originally developed between 1885 and 1927 (partly rebuilt 1949-1967), it includes 15 very large warehouse blocks and six ancillary buildings on a network of short canals. The neighbouring Kontorhaus district includes a number of massive office complexes built between the 1920s and the 1940s to house businesses engaged in port-related activities. Anchored by the Modernist Chilehaus office complex, the Kontorhaus district attests to architectural and city-planning concepts that emerged in the early 20th century.

Category of property

In terms of categories of cultural property set out in Article I of the 1972 World Heritage Convention, this is a *group of buildings*.

1 Basic data

Included in the Tentative List

20 September 1999 (Chilehaus)

1 February 2007 (extended to include Speicherstadt and the Kontorhaus district)

International Assistance from the World Heritage Fund for preparing the Nomination

None

Date received by the World Heritage Centre

23 January 2014

Background

This is a new nomination.

Consultations

ICOMOS consulted its International Scientific Committee on 20th century Heritage and several independent experts.

Technical Evaluation Mission

An ICOMOS technical evaluation mission visited the property from 22 to 26 September 2014.

Additional information requested and received from the State Party

A letter was sent by ICOMOS to the State Party on 10 September 2014 to request further information about the selection of the proposed boundaries for the nominated property and buffer zone, and the amount of the Speicherstadt that has been reconstructed; the comparison of Speicherstadt to other warehouse districts, and the geo-cultural area selected for the Kontorhaus district; the visual impact of the Hanseatic Trade Center and the Elbphilharmonie on the setting; and the current management of the nominated property, proposed changes, and the long-term challenges for its protection and management.

The State Party replied on 16 October 2014, sending additional documentation which has been taken into account in this evaluation.

Additional letters were sent to the State Party on 22 December 2014 and 12 January 2015, asking it to consider the possibility of including additional Kontorhaus district buildings in the nominated property, as proposed in the Tentative List; to extend the buffer zone as a support to the property and its protection; to implement the proposed Management Plan at the earliest opportunity; and to reconsider the name of the property.

The State Party replied on 12 and 30 January 2015, sending additional documentation. A meeting between ICOMOS and the State Party was subsequently held on 30 January 2015, following which revisions to the nomination were submitted on 9 and 10 February 2015, which have been taken into account in this evaluation.

Date of ICOMOS approval of this report

12 March 2015

2 The property

Description

The nominated property comprises most of Hamburg's historic Speicherstadt (warehouse district), located on a 1.1-km-long group of narrow islands in the Elbe River, and part of the adjacent Kontorhaus office district. The 20.95-ha Speicherstadt features 15 large 5- to 7-storey warehouse complexes, six ancillary buildings, and a connecting network of canals and bridges, all originally erected between 1885 and 1927. More than 50 percent of the Speicherstadt was damaged or destroyed during the Second World War, but was substantially reconstructed. The nominated portion of the adjacent Kontorhaus district is a cohesive, densely built 5.13-ha area featuring six very large office complexes begun in the 1920s – Chilehaus, Messberghof, Sprinkenhof, Mohlenhof, Montanhof, and Miramar-Haus – that stand out for their unity of function and their Modernist brick-clad architecture.

Speicherstadt

Speicherstadt, the “city of warehouses,” is the historic warehousing district for goods imported through the port of Hamburg. Its warehouse complexes are subdivided into several identically designed fire sections which together form warehouse “blocks.” Despite variations in architectural style, the blocks are generally cohesive in overall appearance, due in part to their similar volumes and to the widespread use of red brick as the main exterior material, regardless of construction date. They are also characterized by their inventive architectural design and construction elements combined with advanced technical installations and equipment.

Most of the warehouse blocks were built to a standard depth of between 25 and 30 m, subdivided into sections by fire walls. Beneath their richly historicist façades are modern skeleton frames that allow for large, non-compartmentalized floor spaces and flexibility of use. The orientation of the warehouse blocks is consistently parallel to a canal on one side and to a street on the other. On both the canal and street sides of each multi-storey block are loading doors arranged one above the other and topped by winch dormers that pierce the rooflines, forming one of Speicherstadt’s characteristic architectural motifs.

Networks of short canals and bridges also contribute significantly to the character of the Speicherstadt, which is separated from the city centre by the 45-m-wide Customs Canal, its continuation to the west, the Binnenhafen, and the adjoining upper harbour to the east. Access by water is via two canals that run from west to east and then converge to connect with the upper harbour. Perpendicular to them are three minor canals. Numerous short bridges and elevated walkways span the waterways and interconnect the warehouse blocks with each other and with the city. Most are riveted steel latticework arches with beam ties and low-lying carriageways. Nearly all of the nine streets have retained their original profiles, including granite or porphyry cobblestones.

The Speicherstadt portion of the nominated property also includes six ancillary buildings: the former Boiler House, former Central Power House, former Coffee Exchange, former Manned Fire Alarm Station, former Winch Operators’ House (Wasserschlosschen, or Little Water Castle), and former Customs Buildings. Prominently sited, most are picturesquely designed in historicist styles.

Kontorhaus district

The Kontorhaus district’s streets define a number of irregularly shaped and obliquely angled plots. Fritz Höger, the designer of the large 36,000 m² Chilehaus office complex that anchors the district, responded to this design challenge by terminating the building’s eastern tip at a very acute angle, recalling the prow of a ship. At 10 storeys tall, Chilehaus was one of the first high-rise buildings in Germany. Combining a reinforced concrete skeleton with a traditional but simplified clinker-brick cladding, it presaged a Modernist style of office building

architecture. Its sinuous monumental façades feature closely spaced brick pilasters.

In contrast to the Chilehaus, the neighbouring 10-storey, 18,200 m² Messberghof has relatively smooth façades, largely without decoration. The focus is on the workmanship in the technically demanding clinker brickwork: the interplay between the slightly varying bricks and joints lends the building its particular quality. The massive 8- to 9-storey, 52,000 m² Sprinkenhof office complex has largely unarticulated facades (so as to not compete visually with the Chilehaus) decorated with purely ornamental clinker-brick courses in a subtle Expressionist diamond pattern that frames each window as well as the small, rounded terracotta reliefs that are evenly distributed over the entire exterior surface. The 8-storey, 7,800 m² Mohlenhof has sober, unadorned brick and stone façades punctuated by a grid of narrow windows. Decorative elements are limited to simple strips at the base and cornice levels of the building.

In order to more fully represent the Kontorhaus district, the State Party, by means of documents submitted to ICOMOS on 9 and 10 February 2015, extended the nominated property to include three additional buildings, the Polizeikommissariat, Miramar-Haus, and Montanhof. The Polizeikommissariat, built in 1906-08, is located within the same urban block as the Chilehaus. The nearby 7-storey Miramar-Haus was erected in 1921-22 as the first building in the new office district. Its rounded corner and classically inspired tripartite composition recall an earlier stylistic era. Across the street and built three years later, the 9-storey Montanhof features a clinker-brick façade with a highly articulated crystalline corner that is thoroughly modern in its Expressionist design.

History and development

Speicherstadt and the Kontorhaus district were begun in the late 19th and early 20th centuries, respectively, to replace two of Hamburg’s existing inner-city quarters. Hamburg had become an important continental European port in by the end of the 19th century. The establishment of a “free port” for the customs-free handling of foreign goods, and the city’s incorporation into the German Customs Union, underpinned a move to modernize its port facilities. It was in this context that the Speicherstadt (and later the complementary Kontorhaus office district) were redeveloped. Hamburg grew to become one of the world’s busiest ports. Within the time span of a few decades, Hamburg’s city centre changed from a pre-industrial town to a modern city with commercial districts dedicated to serving the economic needs of a metropolis, and more particularly those of global trade and the international port.

Speicherstadt

Speicherstadt was built by the Hamburg Free Port Warehouse Association, mostly under the aegis of civil engineer Franz Andreas Meyer. It was developed in three construction phases between 1885 and 1927, and served as the main warehouse and storage centre of the Hamburg port for more than 100 years. It originally

consisted of 17 large warehouse blocks, primarily used for storage, as well as ancillary buildings such as a central power house and customs buildings.

A technical master plan had been drawn up by 1882 and the first construction phase was completed by 15 October 1888, when the free port officially opened. This phase covered two thirds of the Speicherstadt area and consisted of blocks A through O. The second phase, from 1891 to 1896, encompassed blocks P and Q/R. The third phase, which included blocks S through X, lasted from 1899 to 1927, but most of the construction was completed by 1912. A network of small canals and 19 short bridges was also part of the redevelopment.

The warehouses were given historicist red brick façades with decorative details. Nevertheless, they were modern constructions supported by skeleton frames (the materials of which changed over time as better fire protection became available), and were equipped with innovative technical systems such as electrical lighting and hydraulically operated drives for winches and platform lifts. The warehouse blocks also had large, efficiently planned open floor plans.

About half of the Speicherstadt was damaged or destroyed during the Second World War. Warehouse blocks A, B, C, J, K, M, and the eastern part of block O were almost completely destroyed. No attempt was made to rebuild blocks A, B, C, and J (in their place, outside the nominated property, is the modern Hanseatic Trade Center). Only the façade of block M was saved. The damage to blocks D, E, and L was less extensive. Architect Werner Kallmorgen oversaw reconstruction of Speicherstadt in the 1950s and 1960s. Some damaged buildings were rebuilt – with varying empathy for the original designs – while others were replaced with modern buildings. The most recent construction (2003-2004) was a multi-storey car park that has the same general dimensions as block O, on whose site it stands.

With the global post-war move away from general cargo to containerized transport, Speicherstadt largely lost its original function as an area for the handling and transshipment of goods; it ceased to be a free port in 2003. At the same time, it increasingly became the focus of efforts to introduce office, cultural, and leisure activities. A little less than one-third of its 300,000 m² of usable space is now used for storage or as showrooms. About 81,000 m² is occupied by offices and 25,000 m² by cafés, restaurants, and other venues for cultural and leisure activities. About 10,000 m² will be made available in the future for artists' studios. Adapting the warehouses to new uses has required some changes. Residential conversion, though, is problematic, due to area flooding, fire safety, and other issues, but is being investigated.

Kontorhaus district

The Kontorhaus district was begun in the 1920s adjacent to Speicherstadt, in the southeast part of the Altstadt (old town). It originally consisted nearly exclusively of a small

number of large office building complexes occupied by businesses associated with the port and shipping.

In the wake of a devastating cholera epidemic in 1892, the Senate decided to rehabilitate large areas of the old city of Hamburg and its new urban district (Neustadt). The second of these areas to be rebuilt was the present Kontorhaus district. Distel and Grubitz submitted the prize-winning entry in a 1914 urban design competition for the Kontorhaus district. The Miramar-Haus, Chilehaus, and Messberghof buildings (1922-24), among others, were built in its core area during the period of high inflation that followed the war. Buildings erected after the end of the inflation period included the Montanhof (1924-25), the Mohlenhof (1927-28), and the first two sections of the Sprinkenhof (1927-30). The third section of the Sprinkenhof (1939-43) was constructed during the Nazi period. The district was used primarily by companies involved in trade and shipping, which benefitted from its proximity to the eastern part of the free port. Its favourable location was a decisive factor in its success.

The nominated area of the Kontorhaus district escaped serious damage during the Second World War. More recently, a modernization of the entire Chilehaus complex was undertaken in 1990-1993, during which its shop windows were replaced with a free interpretation of the originals. The portion of the roof area of the Messberghof that had been destroyed during the war was restored in 1995-1996, with a conscious decision to use modern structures and materials such as titanium zinc sheeting. Lost sculptures were replaced by abstract bronze statues in 1997. The first and second sections of the Sprinkenhof were rehabilitated and modernized in 2000-2003, in line with heritage protection guidelines. Work on the south side of the Mohlenhof was completed in 2012, and it now closely resembles its historic appearance.

3 Justification for inscription, integrity and authenticity

Comparative analysis

The State Party implies that there is scope in the World Heritage List for the inclusion of the nominated property. The State Party compares the nominated property to other properties within a region it defines as global rather than geo-cultural, given the globalization of trade and business in the late 19th and early 20th centuries.

ICOMOS observes that the comparative analysis has been divided into two entirely separate parts, with one analysis for late 19th-century maritime warehouse districts and the other for early 20th-century “mono-functional” office districts. No comparisons were drawn with interdependent, functionally complimentary warehouse-office ensembles.

One property on the World Heritage List is compared: Liverpool (Liverpool – Maritime Mercantile City, United Kingdom, 2004, (ii), (iii), (iv)). No similar properties on the Tentative Lists are referenced. Additional port

warehouse districts chosen by the State Party include 11 European examples: Bremen, London, Dublin, Amsterdam (though not the analogous Nieuw-Entrepot), Rotterdam–Entrepothaven, Helsinki, Trieste–Porto Vecchio, Genoa, Rijeka (Fiume), Barcelona, and Marseille. European warehouse districts in ports such as Bergen, Antwerp, Porto, Gdansk, and Saint Petersburg are not included. The comparisons also include maritime warehouse districts in Mumbai, Yokohama, and Sydney in the Asia-Pacific region; Boston and New York in North America; and Buenos Aires and Rio de Janeiro in South America. Important historic inland warehouse districts, such as the 26.5-ha Exchange District in Winnipeg, Canada and the 17.4-ha Warehouse District in Cleveland, United States of America, are not compared.

The Kontorhaus district is subjected to an international comparison of interwar “mono-functional” (as versus multi-functional) office districts. Comparatives in Europe selected by the State Party are in Berlin, London, and Madrid – even though none of these had a central mono-functional office district, according to the State Party. The comparatives also include Chicago and New York in North America; Buenos Aires and São Paulo in South America; and Shanghai and Sydney in the Asia-Pacific region. Most of the office architecture around the world was still dominated by historicist forms when the Kontorhaus district’s office complexes were built, according to the State Party. ICOMOS believes this somewhat over-generalized analysis does not fully recognize global trends that were emerging in the 1920s.

ICOMOS considers that the rationale for choosing comparable warehouse districts for Speicherstadt has not been clearly articulated. The resulting set of comparative properties therefore appears Euro-centric and somewhat arbitrary, despite a sincere endeavour to present a comprehensive, worldwide picture. The values associated with Speicherstadt’s post-war layer of reconstructions have not been addressed. Liverpool, as an inscribed World Heritage property, could have been compared in greater detail to highlight both similarities and differences.

The selection of comparative office complexes for the Kontorhaus district excludes a number of historically important proto- or early Modern examples, such as the Technical Administration Building of Hoechst AG in Frankfurt, Germany and the Rockefeller Center in New York City, United States of America (not compared on the grounds it was designed as a multi-functional office and entertainment complex). While the buildings in the Kontorhaus district are constructed around open inner courtyards and therefore differ from the skyscraper typology, the latter is historically far more significant worldwide. ICOMOS, while recognizing the importance of the Hamburg examples, considers that it would have been useful to have described more fully the reasons why the courtyard typology of the large office building genre warrants recognition, and to have undertaken comparisons with a wider range of the world’s iconic examples early Modernist office building complexes.

In general, the comparative analysis does not spell out the values to be compared, and the authenticity and integrity of each of the compared properties are not addressed uniformly. ICOMOS considers that a more systematic approach would have been appropriate, particularly concerning the claimed values: the comparative analysis is inconsistent and is therefore not entirely definitive in the conclusions it draws. In spite of these weaknesses, however, the analysis strongly suggests that the Speicherstadt portion of the nominated property stands out in an international context, and that these two neighbouring districts together represent an outstanding example of a combined warehouse-office district associated with a port city.

ICOMOS considers that the comparative analysis, despite certain weaknesses and inconsistencies, justifies consideration of the nominated property for the World Heritage List.

Justification of Outstanding Universal Value

The nominated property is considered by the State Party to be of Outstanding Universal Value as a cultural property for the following reasons:

- The Chilehaus office complex is widely recognized as an iconic work of 20th century expressionist architecture. Its combination of a reinforced concrete skeleton with traditional brickwork executed with virtuoso design and craftsmanship created a modern style of office building architecture previously unseen.
- The nominated property, particularly the core area of the Kontorhaus district, documents the changes in urban development, architecture, technology, and function that resulted from the rapid expansion of international trade in the second half of the 19th century. The two mono-functional, functionally complementary districts present a globally unique microcosm, on a unique scale, of the ideal of a modern city with functional zones, and document the concept of city formation.
- The scale and the quality of the design, materials, and architectural forms of the nominated property, particularly the core area of the Kontorhaus district, bear exceptional testimony to the building tradition in the Hanseatic port city Hamburg, to the self-image of its business people, and to their own adaptability, which ensured their success.
- The nominated property 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. On the basis of their uniform design and high-quality, functional construction, in the guise of Historicism and Modernism, these two ensembles of maritime warehouses and modern office buildings of the 1920s are unique.

ICOMOS considers that the applicability of this justification to the nominated property as a whole – that

is, to Speicherstadt and Kontorhaus district collectively – is questionable. The unevenness in the valuation and justification for inscription makes it difficult to conclude that the nominated property as a whole can meet all four criteria proposed, and especially criterion (i), whose justification is proposed only in relation to the Chilehaus. ICOMOS further considers that this justification does not reveal an important interchange of values, or a unique or exceptional testimony to a cultural tradition at a global level. It does, however, allude to a distinctive architectural ensemble that illustrates an important stage in history, and this part of the justification can be considered appropriate.

Integrity and authenticity

Integrity

ICOMOS considers that the nominated property, as revised by the State Party on 9 and 10 February 2015, includes all the elements necessary to express the proposed Outstanding Universal Value and is of adequate size to ensure the complete representation of the features and processes that convey its significance. A logical and scientific basis for the selection of the revised nominated area appears to have been applied.

The attributes are well conserved and in good condition, and the nominated property does not suffer from the adverse effects of development – though some key features and attributes of the Speicherstadt portion may be threatened by future changes in use and function.

ICOMOS considers that the condition of integrity of the nominated property has been met, but the Speicherstadt portion is vulnerable in the context of planned and potential redevelopment. ICOMOS therefore recommends that heritage impact assessments be carried out before any alterations are approved and implemented, in accordance with its *Guidance on Heritage Impact Assessments for Cultural World Heritage Properties*.

Authenticity

Some of the original characteristics of the Speicherstadt portion of the nominated property were altered during and after the Second World War, when large areas were damaged or destroyed. The post-war restorations and reconstructions were carried out in accordance with the Charter of Venice: minor damage was repaired in traditional forms; major damage was resolved in a distinguishable manner; and total losses were replaced with contemporary new buildings. The changes that resulted have not reduced the ability to understand the values of the property (even if the layer of post-war reconstruction has not been proposed as contributing to the potential Outstanding Universal Value). The maritime location is unchanged, though considerable changes have been made to the adjacent urban setting. The form and design of the nominated property as a whole, as well as its materials and substances, have largely been maintained. The function of the Kontorhaus district portion has also

been maintained, though Speicherstadt's historical function is in the process of disappearing.

ICOMOS considers that the cultural value of the nominated property, as recognized in the nomination criteria proposed, has been compromised to an extent, but is nevertheless adequately expressed in a truthful and credible manner through its attributes.

In conclusion, ICOMOS considers that the conditions of integrity and authenticity have been met for the nominated property (as revised by the State Party in February 2015), though the authenticity of Speicherstadt may be threatened by future changes in use.

Criteria under which inscription is proposed

The property is nominated on the basis of cultural criteria (i), (ii), (iii), and (iv).

Criterion (i): *represent a masterpiece of human creative genius;*

This criterion is justified by the State Party on the grounds that Fritz Höger's Chilehaus, with its eastern tip recalling the prow of a ship and the characteristic detail of its facades, is regarded as an iconic work of expressionist architecture, which no standard work of reference on 20th century architecture fails to mention. By combining a reinforced concrete skeleton with traditional brickwork, executed with barely surpassable virtuoso design and craftsmanship, Höger created a modern style of office building architecture, the like of which the world had never seen.

ICOMOS considers that the applicability of this criterion to the nominated property as a whole has not been justified, but its applicability to the Chilehaus alone might be possible with further analysis. The Chilehaus is indeed included in a number of standard reference works on 20th century architecture for its expressionist aesthetics, but the other office complexes in the Kontorhaus district (and the Speicherstadt warehouses) are not widely cited as exceptional creative achievements. The plans and interior qualities of the Chilehaus, beyond stairwells and the entrance hall, are not fully addressed, nor does the dossier fully explain why the Modernist tendencies of this office building could be considered of universal value. Other early 20th century office buildings, such as the Larkin Building in Buffalo, United States of America (1904-1906, dem. 1950), are widely recognized for their groundbreaking designs; and the skyscraper typology for office buildings has been far more influential and is technologically more innovative and advanced.

ICOMOS considers that this criterion has not been justified for the nominated property as a whole.

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

This criterion is justified by the State Party on the grounds that the cultural-historical significance of Speicherstadt and the Kontorhaus district, particularly the area consisting of the Chilehaus, Messberghof, Sprinkenhof, Mohlenhof, Montanhof, and Miramar-Haus, lies in the fact that they document the changes in urban development, architecture, and technology, as well as the functional changes, which resulted from the rapid expansion of international trade in the second half of the 19th century. The two mono-functional, functionally complementary districts present a globally unique microcosm, on a unique scale, of the ideal of a modern city with functional zones, and document the concept of city formation.

ICOMOS considers that an important interchange of human values on developments in architecture, technology or town planning has not been demonstrated in the nominated property. The changes in urban development, architecture, and technology that resulted from the rapid expansion of international trade in the second half of the 19th century were endemic, and can be documented in many locations beyond Speicherstadt and the Kontorhaus district. Compelling reasons to categorize these two districts of Hamburg as a globally unique example of the ideal of a modern city with functional zones have not been put forward. Tendencies toward functional concentration characterize many cities. Some of these tendencies were unplanned consequences of market forces (central city land prices, for example) and others were planned, such as the ideal of the Functional City championed by the CIAM group of architects and town planners in the early 1930s and most extensively embodied in the Brazilian capital of Brasilia (Brasilia, Brazil, 1987, (i), (iv)).

ICOMOS considers that this criterion has not been justified.

Criterion (iii): *bear a unique or at least exceptional testimony to a cultural tradition or to a civilisation which is living or which has disappeared;*

This criterion is justified by the State Party on the grounds that, thanks to their scale, the quality of their design, their materials, and their architectural forms, both Speicherstadt and the Kontorhaus district, in particular the area consisting of the Chilehaus, Messberghof, Sprinkenhof, Mohlenhof, Montanhof, and Miramar-Haus, bear exceptional testimony to the building tradition in Hamburg, as a Hanseatic port city, and to the self-image of its business people, as well as to their own adaptability, which ensured their success.

ICOMOS considers that this justification focuses on a testimony whose articulation – which is marked by building scale, quality, materials, and architectural forms – has been restricted to the Hanseatic port city of Hamburg, and which is expressed by the self-image and adaptability of a very small group – Hamburg's business people – rather than of a civilization (or a cultural tradition) per se.

ICOMOS considers that this criterion has not been justified.

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

This criterion is justified by the State Party on the grounds that the two neighbouring mono-functional but functionally complementary districts both contain outstanding examples of the types of buildings and ensembles which epitomize the consequences of the rapid growth in international trade in the late 19th and early 20th centuries, respectively. Their uniform design and high-quality, functional construction, in the guise of historicism and Modernism, respectively, make them unique examples, the world over, of ensembles of maritime warehouses and modern office buildings of the 1920s.

ICOMOS considers that this criterion can be applied to the nominated property as a whole. Regrettably, no other combined warehouse-office ensembles have been compared, other than in Liverpool. Moreover, the two Hamburg districts are linked conceptually in the nomination dossier as being functionally complementary, but in practical terms the two districts are described, analyzed, and justified independently.

In spite of these shortcomings in the nomination dossier, ICOMOS considers that the nominated property, as revised by the State Party in February 2015, represents an outstanding example of a combined warehouse-office district associated with a port city. One of the largest surviving districts of this type in the world, despite significant losses in the Second World War, this ensemble of warehouse blocks and ancillary buildings interlaced with a network of canals and bridges, along with its associated office district, remains an exceptional testimony to the rapid growth of international trade in the late 19th and early 20th centuries.

ICOMOS considers that this criterion has been justified for the nominated property as revised by the State Party in February 2015.

In conclusion, ICOMOS considers that the nominated property meets criterion (iv) and the conditions of authenticity and integrity.

Description of the attributes

The Outstanding Universal Value of Speicherstadt and Kontorhaus District with Chilehaus is expressed in 15 large warehouse complexes, six ancillary port buildings, and a connecting network of canals and bridges originally erected between 1885 and 1927; and six massive office complexes built between the 1920s and the 1940s to house businesses engaged in port-related activities.

Most of Speicherstadt's warehouses feature richly historicist façades covering modern skeleton frames. The six ancillary buildings – the former Boiler House, former Central Power House, former Coffee Exchange, former Manned Fire Alarm Station, former Winch Operators' House, and former Customs Buildings – are prominently sited, and most are picturesquely designed in historicist styles. The ensemble of short bridges and elevated walkways span the waterways and interconnect the warehouse blocks with each other and with the city. The neighbouring Kontorhaus district features the Chilehaus, Messberghof, Sprinkenhof, Mohlenhof, Montanhof, and Miramar-Haus, six very large office complexes begun in the 1920s, plus the Polizeikommissariat, all located on irregularly shaped and obliquely angled plots in a densely built area adjacent to the warehouse district. Most of these large office complexes presaged a Modernist style of architecture, and are clad in a distinctive clinker brick.

4 Factors affecting the property

The State Party has identified a number of development and environmental pressures in the nominated property. In the Kontorhaus district, there are plans to consider allowing the use of the stepped-back upper storeys as apartments but, generally speaking, no substantial interventions to the fabric of the buildings are envisaged.

Speicherstadt, however, has witnessed a significant transformation in recent decades, with the port system evolving from general cargo to containerized transport, and with the development of the neighbouring HafenCity to the south. Speicherstadt is now much in demand by new urban users, who bring with them pressures for new uses such as cultural and leisure activities and restaurants. These pressures have also led to additional demands being made on Speicherstadt's streets and infrastructure. As a result, Speicherstadt was taken out of the remit of the Port Area Development Act in 2012. This move aims at promoting redevelopment of Speicherstadt to become an attractive urban nexus between the city centre and the HafenCity (of which the Speicherstadt is now administratively a part).

Environmental pressures include high water levels and flooding, since Speicherstadt lies outside the main dyke system. This is not an issue for the traditional uses of the buildings, but a comprehensive system of flood defences and appropriate flood-safe escape routes would have to be established before larger-scale residential uses could be realized. Such a system of defences could have

negative impacts on the nominated property's value, integrity, and authenticity. The State Party does not believe tourist activities pose a threat to the nominated property, though ICOMOS considers that a number of existing and envisioned activities are aimed, at least in part, at serving the tourist market.

ICOMOS considers that the main threats to the property are development pressures, particularly conversions to new uses and potential interventions aimed at eliminating the threat of flooding in Speicherstadt.

5 Protection, conservation and management

Boundaries of the nominated property and buffer zone

The nominated property, as revised by the State Party in February 2015, has a total area of 26.08 ha, comprised of the 20.95-ha Speicherstadt and the 5.13-ha Kontorhaus district. The State Party contends that the nominated property includes all the necessary elements to express the proposed Outstanding Universal Value. The proposed boundaries include all of the historic Speicherstadt except its west end, excluded from the nominated property because the historic warehouses there were destroyed during the Second World War and not replaced. The proposed boundaries for the Kontorhaus district, as revised by the State Party in February 2015, include a selection of six of the large office complexes built between the 1920s and the 1940s to house businesses engaged in port-related activities.

ICOMOS considers that the boundaries, while very tightly drawn, are adequate.

The 56.17-ha buffer zone, as revised by the State Party in February 2015, comprises the area immediately surrounding the nominated property. According to the State Party, it was defined using either spatial or physical boundaries, guided by the legal provisions of the Hamburg Heritage Protection Act. Its boundaries are intended to ensure that the visual experience offered by the nominated property remains intact. Sightlines to and from the nominated property have been taken into account. 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.

ICOMOS considers that the buffer zone has also been very tightly defined, to the degree that development near the nominated property but outside the buffer zone could have a negative impact on important vistas, views, and viewpoints. This is the case along in the Cremon-Insell area immediately north of Speicherstadt, where the proposed buffer zone, which is limited to the Bei den Mühren roadway paralleling the Zollkanal, excludes the adjacent built environment that forms a very prominent

backdrop to the nominated property. Where a setting such as this assists in the appreciation of the Outstanding Universal Value, but does not contribute to the Outstanding Universal Value, ICOMOS considers it desirable that it be incorporated in the buffer zone, or otherwise protected. While planning and development regulations are in place for the Cremon-Insel area, buffer zone boundaries are formally registered at the time of inscription of a property. The buffer zone thereby 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.

ICOMOS observes that a number of recent interventions in the adjacent urban landscape do not fully reflect the qualities highlighted in the nomination dossier. For example, the 105-m tall Hanseatic Trade Center (1994-2002) is in the buffer zone, and the 110-m tall Elbphilharmonie concert hall (under construction) is just outside it. Since 2000, the construction of the Hafencity south of the Speicherstadt has limited the view from the harbour side. The Design Ordinances referred to in the nomination dossier, one existing and the other proposed, should be important tools to help address this issue.

In conclusion, ICOMOS considers that the boundaries of the nominated property as revised by the State Party in February 2015, though very tightly drawn, are adequate, as is the proposed buffer zone as revised by the State Party in February 2015. ICOMOS recommends that in the future the State Party give consideration to the extension of the boundaries of the buffer zone in the Cremon-Insel area to become an integral component of the State Party's commitment to ensure the protection, conservation, and management of the property, and to officially become part of the property's overall management system.

Ownership

In Speicherstadt, the built-on plots of land, streets, squares, bridges, parking areas, waterways and water expanses, and quay walls are owned by the Free and Hanseatic City of Hamburg. Customs Buildings 2, 3, and 4 and the Wasserschlösschen are owned by the Free and Hanseatic City of Hamburg (LIG-Real Estate Management). All other properties in Speicherstadt are owned by Hamburg Port and Logistics, a partially privatized public limited company whose stocks are wholly owned by the Hamburg Capital and Holdings Management Company, which in turn is wholly owned by the Free and Hanseatic City of Hamburg. In the Kontorhaus district, the streets, squares, and parking areas are owned by the Free and Hanseatic City of Hamburg. The Chilehaus, Messberghof, Sprinkenhof, Mohlenhof, Montanhof, and Miramar-Haus office complexes are each privately owned.

Protection

The entire nominated property lies within the slightly wider boundaries of an area listed in the Hamburg Conservation Registry. Speicherstadt was listed in 1991 under the

Hamburg Heritage Protection Act (which by means of a 2012 amendment includes a duty to comply with the World Heritage Convention). The buildings and open spaces in the nominated area of the Kontorhaus district were listed under the Act in 1983 with the exception of the Mohlenhof, which was listed in 2003. The competent authority for compliance with the Act is the Department for Heritage Preservation at the Regional Ministry of Culture (Kulturbehörde), which is advised by a Heritage Council of experts, citizens, and institutions. The Act includes the obligation to make reasonable efforts to preserve the heritage asset, protect it from danger, and maintain it in good repair. Unreasonable efforts include but are not limited to cases in which the cost of maintenance and operation cannot be offset by the revenues or the utility value of the heritage asset on a sustained basis.

Areas adjacent to the nominated property are protected by Section 8 of the Act, to the extent they are classified as being "*of formative significance for [the heritage asset's] appearance or continued existence.*" A permit from the competent authority is required 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.

ICOMOS considers that the legal protection in place is adequate.

Conservation

The nominated property appears to have been fully inventoried, described, and documented during the course of preparing the nomination dossier. The State Party reports that the condition of the buildings in the Kontorhaus district portion of the nominated property can be described as very good, and those in Speicherstadt as in a good state of structural repair. Maintenance and rehabilitation efforts are undertaken by the owners in consultation with the city's Department for Heritage Preservation. The quay walls of the Speicherstadt on the water side and underneath the warehouse blocks require attention; there are plans to draw up an integrated plan concerning their repair and maintenance.

ICOMOS considers that the state of conservation of the nominated property is adequate.

Management

Management structures and processes, including traditional management processes

The nominated property is currently managed by the Free and Hanseatic City of Hamburg under the Hamburg Heritage Protection Act, which regulates the appropriate maintenance, repair, and replacement of protected heritage assets, building permissions for changing the heritage, and protection of the surroundings. Also relevant are the Hamburg Building Code (2005, amended 2009)

and 1997 zoning and land-use plan (which still defines the nominated property incorrectly as a “port area”).

The State Party advises that, should the nomination be successful, the Regional Ministry of Culture intends to appoint a World Heritage Coordinator who will be responsible within the Department for Heritage Preservation for coordinating the management of the nominated property (the required funding has already been secured), and will be affiliated a department from the Ministry of Culture. The future World Heritage Coordinator will also be responsible for carrying out regular monitoring and quality assurance activities, and will be encouraged to cooperate with the German ICOMOS committee’s World Heritage sites monitoring group. Under the Heritage Protection Act, interventions are subject to approval by the Department for Heritage Preservation.

Policy framework: management plans and arrangements, including visitor management and presentation

A Management Plan aimed at safeguarding the potential Outstanding Universal Value of the Speicherstadt and Kontorhaus District with Chilehaus, its authenticity, and its integrity, and protecting its proposed buffer zone, entered into force on 28 May 2013, according to information provided by the State Party on 12 January 2015.

The Plan manages the property under market economy conditions, *“as this is vital for the preservation of the large number of buildings,”* according to the nomination dossier. The objective of the Plan is therefore *“to reconcile safeguarding the ‘outstanding universal value’ of the future World Heritage site on the one hand, with taking the necessary measures to provide for its sustainable further development, on the other.”* The Plan is a strategic document that defines objectives for preservation and sustainable development, assesses the work that needs to be done, identifies areas of conflict and potential synergies, and establishes priority measures and projects.

Speicherstadt currently has its own Design Ordinance, and a Development Concept has also been prepared. The city intends to draft a Design Ordinance for the Kontorhaus district as well. In addition, a local development plan is currently being produced for Speicherstadt. The current zoning and land-use plan (1997) has not yet been revised to reference and mark the nominated property and its buffer zone in order to ensure maximum transparency for all stakeholders and decision-makers involved in the planning processes.

The State Party has not identified a risk preparedness plan or a visitor/tourism plan. There is currently no comprehensive system of flood defence for the entire Speicherstadt; the State Party contends that flooding does not present a real danger to the structural integrity of the buildings. According to the State Party, there are no indications that visitor/tourist activities in Speicherstadt, one of Hamburg’s main tourist destinations, could pose a

threat to or devalue the nominated property. ICOMOS regards risk preparedness and visitor/tourism plans as important tools in the management, presentation, and conservation of a property.

While staffing levels have not been provided, the State Party notes that the Department for Heritage Preservation has at its disposal architecture, landscaping, art history, and construction engineering graduates who will be assigned certain (unspecified) responsibilities and decision-making competences. Funding has been earmarked for the future post of World Heritage Coordinator. Maintenance and preservation of the buildings are the responsibility of the owners; funds to maintain public streets and spaces are made available in the Free and Hanseatic City of Hamburg’s annual budget.

Involvement of the local communities

The nomination dossier does not document the involvement of local communities in the development of the draft Management Plan or the nomination dossier. It notes that the local population and property owners feel they have a special obligation to preserve Speicherstadt and the buildings of the Kontorhaus district, and that the future World Heritage Coordinator will liaise with representatives of various local and regional interest groups as well as the general public.

In conclusion, ICOMOS considers that the management system should be extended to include risk preparedness and visitor/tourism plans that ensure the attributes that support the proposed Outstanding Universal Value, authenticity, and integrity are sustained.

6 Monitoring

The State Party does not describe a monitoring program currently in place for the nominated property. The nomination dossier states that the future World Heritage Coordinator would be responsible for carrying out regular, reactive, and preventative monitoring and quality assurance activities in the nominated property. Seven key indicators have been proposed as the measures of the state of conservation. All indicate the periodicity of the review as either “on-going” or “annually.” The indicators are vague (“public spaces”; “uses and changes of use”; “development of tourism”; etc.); none relate particularly closely to the proposed Statement of Outstanding Universal Value; and none express a benchmark that indicates a desired state of conservation.

ICOMOS considers that the key indicators chosen as the measures of the property’s state of conservation should be revised to better relate to the attributes that convey potential Outstanding Universal Value; and that a monitoring system be developed and implemented to determine whether the goals set for protection, conservation, and management are being achieved.

7 Conclusions

The State Party has made great efforts to compile the nomination dossier for Speicherstadt and Kontorhaus District with Chilehaus in a comprehensive and clear manner. ICOMOS considers that the dossier deals with Speicherstadt and the Kontorhaus district as largely separate entities when describing, comparing, and justifying the nominated property. As a result, the essence of the nomination and the nominated property as a whole is not as clear as would be desired. Nevertheless, ICOMOS considers that the nominated property, as revised by the State Party in February 2015, meets criterion (iv) and the conditions of authenticity and integrity.

ICOMOS considers that the comparative analysis justifies consideration of the nominated property for the World Heritage List, despite weaknesses and inconsistencies in its methodology. The proposed boundaries of the nominated property and its buffer zone, as revised in February 2015, are adequate, though extension of the buffer zone is recommended in the future. Legal protection is also adequate, as is the state of conservation. Risk preparedness and visitor/tourism plans should be added to the management system, the key indicators for the property's state of conservation should be revised, and a monitoring system should be developed, and all should be related directly to the attributes that convey Outstanding Universal Value.

ICOMOS further considers that the name of the property should be simplified as "Speicherstadt and Kontorhaus District."

8 Recommendations

Recommendations with respect to inscription

ICOMOS recommends that Speicherstadt and Kontorhaus District with Chilehaus, Germany, be inscribed on the World Heritage List on the basis of **criterion (iv)**.

Recommended 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 six very large office complexes that were built from the 1920s to the 1940s 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 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, 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.

Management and protection 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.

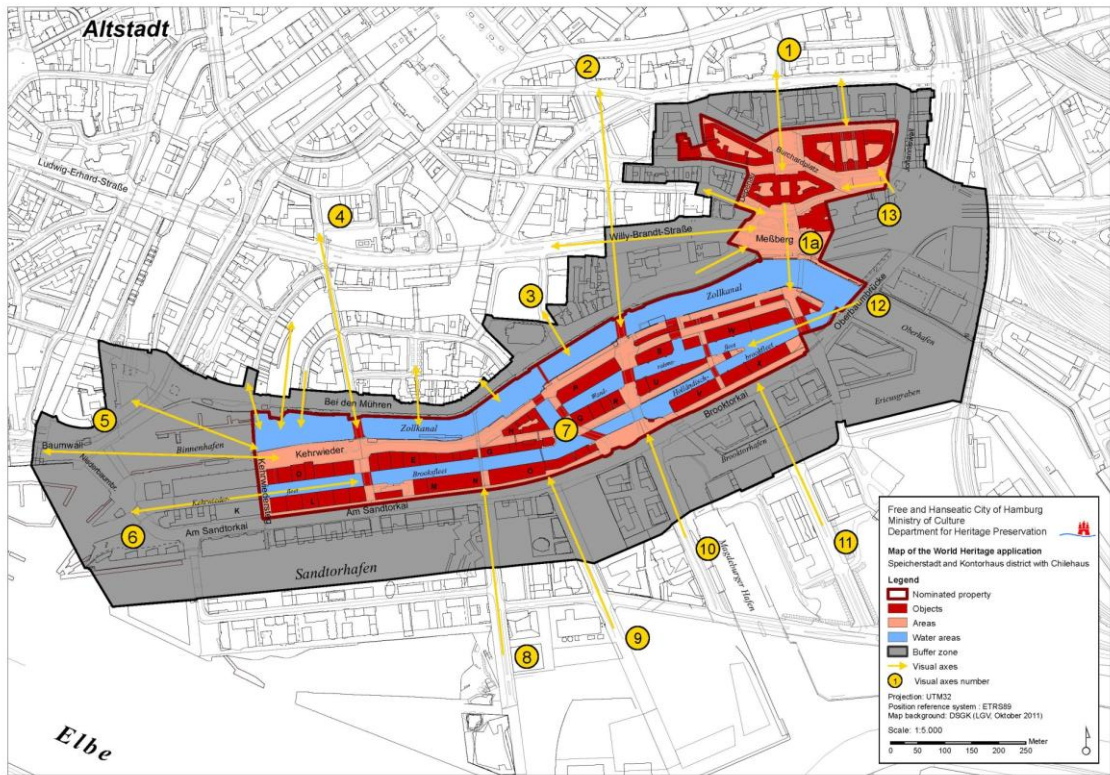
The long-term and sustainable safeguarding of Speicherstadt and the Kontorhaus district will require preserving the historic buildings, the characteristic overall impact of the Speicherstadt and Kontorhaus ensembles, and their typical appearance within the townscape; maintaining or improving the quality 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.

Additional Recommendations

ICOMOS recommends that the State Party give consideration to the following:

- Extending in the future the boundaries of the buffer zone in the Cremon-Insel area to become an integral component of the State Party's commitment to ensure the protection, conservation, and management of the property, and to be officially included in the property's overall management system;
- Expanding the management system to include risk preparedness and visitor/tourism plans that ensure the attributes that support the Outstanding Universal Value, authenticity, and integrity are sustained;
- Revising the key indicators of the state of conservation to better relate to the attributes that convey Outstanding Universal Value, and developing and implementing a monitoring system to determine whether the goals set are being achieved;
- Carrying out heritage impact assessments in Speicherstadt before any alterations are approved and implemented, in accordance with the ICOMOS *Guidance on Heritage Impact Assessments for Cultural World Heritage Properties*;

ICOMOS also recommends that the name of the property be simplified as "Speicherstadt and Kontorhaus District."



Revised map showing the boundaries of the nominated property and the buffer zone



Aerial view of Speicherstadt (left) and the Kontorhaus district (right)



Speicherstadt



The Chilehaus in the Kontorhaus district



The Messberghof in the Kontorhaus district