

UNITED NATIONS EDUCATIONAL,
SCIENTIFIC AND CULTURAL ORGANIZATION

CONVENTION CONCERNING THE PROTECTION OF THE
WORLD CULTURAL AND NATURAL HERITAGE

BUREAU OF THE WORLD HERITAGE COMMITTEE

Twenty-first session
UNESCO Headquarters, Paris, Room X (Fontenoy)

23 - 28 June 1997

Item 4.2 of the Provisional Agenda: State of conservation of properties inscribed on the World Heritage List:

Reports on the state of conservation of properties inscribed on the World Heritage List.

SUMMARY

The Committee at its twentieth session requested the German authorities to provide a full state of conservation report on the Palaces and Parks of Potsdam and Berlin for examination by the Bureau and decided that if, at the time of the twenty-first session of the Committee the threats to the World Heritage site persist, the Committee will consider the inscription of the World Heritage site of Potsdam on the List of World Heritage in Danger.

The Minister for Science, Research and Culture of Land Brandenburg has provided a 'Second Report on the state of conservation of the World Heritage Site Palaces and Parks of Potsdam and Berlin' which is attached for information.

Translation

**Second Report on the state of conservation of the World Heritage Site
"Palaces and Parks of Potsdam and Berlin"**

In December 1996 the UNESCO World Heritage Committee meeting for its 20th session in Merida discussed the report presented by the German side on the state of conservation of the World Heritage Site "Palaces and Parks of Potsdam and Berlin". The German authorities noted with satisfaction that the Committee commended the successful efforts made by the Federal Government along with Land Berlin and Land Brandenburg, notably by the Prussian Palaces and Gardens Foundation, Berlin-Brandenburg, to conserve the World Heritage Site, as well as by the City of Potsdam to improve its legal status by adopting a new Statute for protection of the monuments of the World Heritage Site and its surroundings.

In this positive assessment on the part of the Committee the Federal Republic of Germany sees encouragement for its plans to extend the World Heritage Site. The relevant application is currently being prepared in accordance with the Convention concerning the Protection of the World Cultural and Natural Heritage and the relevant Operative Guidelines and will be forwarded to the Secretariat by mid-summer at the latest.

Despite the unstinting effort and undoubted successes in protecting and preserving the World Heritage Site, the Committee came to the conclusion that the Potsdam World Heritage Site was in danger and seriously threatened by various urban development projects, most specifically by the planned new *Quartier am Bahnhof* (Station District) (formerly the Potsdam Center) and the German Unity Transport Project No. 17. The Committee has appealed to the German authorities to do their utmost to avoid or at least minimize any adverse impact on the World Heritage Site arising from these or other urban planning and development projects.

In view of the Committee's concerns of a possible threat to the World Heritage Site, the German authorities have been requested to prepare a second report. This report, which has been drawn up in consultation with the Federal Government, the Land Capital City of Potsdam and the Prussian Palaces and Garden Foundation, Berlin-Brandenburg, is herewith presented on behalf of the Land Brandenburg Government.

The goal of urban development is the preservation of the cultural landscape

On the occasion of the 19th session of the UNESCO World Heritage Committee in Berlin 1995, combined also with a visit to Potsdam, the Land Capital City of Potsdam published a booklet entitled "Potsdam and its World Heritage Site. On the History of the UNESCO World Heritage Site and its Importance for the Land Capital". In his introduction the Mayor of Potsdam summed up the importance of the World Heritage Site for the city's development in the following words: "The necessary renewal and development of the Land Capital will not be carried out to the detriment of the cultural landscape. The new will be judged in terms of the city's historic heritage. City planning and urban development must be integrated harmoniously into the cultural landscape. History provides both the context and the benchmark: the cultural landscape of Potsdam and, at its heart, the World Heritage Site." 1)

This statement of principle by the City of Potsdam reflects the transformation of urban planning and development as a result of the political changes occurring in 1989, followed by German unification in 1990. The Potsdam cultural landscape, with the City of Potsdam at its heart, evolved over a period of some 250 years. It is the product of the combined efforts of kings with a penchant for the fine arts and for building, architects, internationally renowned city and landscape planners and ordinary people with a deep sense of pride in and commitment to their city. Together they have created a unique cultural environment serving a wide range of functions and forming a spatially coherent and integrated whole.

In the City of Potsdam, at the heart of this cultural landscape, much of the historic fabric - 47 per cent to be precise - was destroyed in 1945 as a result of bombing raids. The former royal palaces and gardens situated outside the city remained for the most part unscathed. After the war large parts of the inner-city were not rebuilt and a number of outstanding monuments which had suffered damage such as the *Stadtschloss* (City Palace) and the *Garrisonkirche* (Garrison Church) were blown up. For decades city planning was based on the "socialist regional capital" model, and for political reasons the city's historic quality was obstinately neglected. A whole range of overdimensional streets and open spaces, individual buildings and building complexes from the GDR period have not only most severely impaired the cultural landscape but also serve as a grim reminder of a construction and planning policy which consistently denied the site's historic character. Even during the GDR period, however, there were a few historically significant buildings such as in Potsdam the *Nikolaikirche* (Church of

St Nicolas) and the *Altes Rathaus am Alten Markt* (Old Town Hall on the Old Market-Place) which were reconstructed or restored, as well as a handful of streets such as the Wilhelm-Staab Street in the fifties and the Brandenburg Street in the seventies.

The first democratically elected Town Council as early as 1990 opted for a radical change in urban planning and development policy. The Council instructed its officials to draw up a long-term strategy looking beyond the turn of the millennium for a sensitive and responsible new approach to the characteristic cityscape as it had evolved over the centuries. As the autumn 1996 report on the state of conservation of the World Heritage Site outlined, a series of plans for specific areas as well as an overall development plan have been drawn up or are in the process of being prepared. This includes notably a land-use plan which is now ready in draft form and defines the basic features of urban development for the whole area of the city. In many of the urban planning projects there is an effort to return to Potsdam's historic ground plan, the typical cityscape and optical relationships, limited elevation and a settlement structure featuring parks and gardens. Special attention is given to the requirements of the World Heritage Site, particularly the need to protect its surroundings. The aim of urban development and monument conservation is not to resurrect the past by means of reconstruction. Rather, what remains of the city's historic appearance and landscape should be the starting-point and yardstick for its future development.

II

Overarching master plan for urban development and the preservation of the World Heritage Site and its surroundings

Prompted by the concerns and critical observations expressed by the Committee, the L₂ Government has proposed the preparation of a comprehensive Urban Development Master Plan for the Development of the Potsdam Cultural Landscape, whose first phase is to be completed by the end of 1997 2). This master plan is intended to ensure for the various geographical sectors of the city affected by the World Heritage Site better and earlier coordination among the different bodies concerned. It will respect the need to protect the city's historic monuments, fully incorporating the World Heritage Site concept, and allow for subsequent integration into the overall construction plan 3). The master plan's main focus is to identify at an early date and resolve frictions arising from conflicting objectives or interests, specifying avenues for political leaders and officials to explore in seeking solutions to concrete problems. The plan approval procedure is to be conducted by an independent expert and allow for public

consultation, with a similar procedure being followed for subsequent updates to the plan. Given that the aim is to integrate the needs of the World Heritage Site and Potsdam's urban development, addressing questions such as function, procedures and actual implementation requirements, the Land has first put forward proposals relating to contents and procedures and notified the City of Potsdam that funds have been earmarked to support the project. The city and Land authorities are still consulting over the matter. Since both sides have a direct interest in identifying early on and solving possible conflicts of objectives, there is a firm intention to finalize the master plan in 1998, with subsequent updates as appropriate.

III

Preservation of the historic inner-city and revitalization of the city centre

In addition to intensive planning activity, since 1990 wholesale restoration work has also been carried out, with due regard to monument conservation requirements, on historic buildings in the inner-city district and a number of open spaces and streets as well have been repaired and upgraded. Many of the gaps and empty spaces in the historic part of the city have been filled in with new buildings blending well both in appearance and structure with the existing cityscape. The process of urban renewal in the historic inner-city, which has been designated an urban renewal district, has greatly accelerated over the past few years.

The main focus to date has been on repairing and upgrading the historic fabric. Thanks to urban renewal funds it has been possible to complete or start work on modernizing and renovating just about every third house in the inner-city. Compared with other urban renewal programmes this is an excellent result. Faster progress is virtually impossible due to the complicated and often unresolved ownership issues. These efforts have succeeded not only in enhancing the inner-city's attractiveness as a residential area but also as a centre for services. The City of Potsdam's monument conservation standards in the urban renewal districts are backed up by legally binding conservation statutes.

In the years ahead the emphasis will have to shift to the restoration of historic open spaces and street complexes in the inner-city. This will be complemented by landscaping along the banks of the Havel and around the *Alter Markt* in connection with the planned Federal Garden Show to be held in the year 2001.

With the help of Federal Government and Land urban renewal and development funds, the Land capital of Potsdam has been able to preserve the historic fabric of the inner-city and restore and modernize it to a significant extent. The necessary work has been carried out under the Urban Monuments Protection Programme, which allocated some DM 111.8 million to the city authorities for this purpose, with some DM 57.7 million coming from the Federal Government and the city authorities providing a further DM 50 million. Roughly a quarter of the total sum went to the *Holländerviertel* (Dutch Quarter) (over DM 24.2 million), where about half of the 134 houses dating back to the reign of Frederick William I, the Soldier King, have been restored. The other main focus were the two programmes Urban Extension North and Urban Extension South, where the funds were used to save the baroque fabric and progressively restore to use historic buildings which had long been left empty. Altogether investment in rejuvenating the inner-city, including funds made available by private investors, has totalled DM 500 million.

The efforts made by developers, politicians and officials to bring new life to the inner-city of Potsdam deserve all the more credit since the existing fabric had seriously deteriorated as a result of decades of neglect. By concentrating resources on the city centre, decisive initial steps could be taken to preserve this central part of Potsdam's cultural landscape. While obviously urban renewal and monument conservation are continuing processes, the estimate is that the crucial first phase of restoring and preserving the inner-city will be completed by the year 2001. The Land Government assumes that beyond that point there will continue to be a long-term need to support urban renewal through relevant funds.

The decision taken in the early years after unification to concentrate all efforts and resources on preserving what remained of Potsdam's historic inner-city and undertaking at the same time the necessary planning for the city as a whole has proved to have been the right one. Now the task facing the city authorities is to focus particularly on the so-called "historic city centre", meaning the area around the *Alter Markt*, the former *Stadtschloss*, the former *Lustgarten* (Pleasure Garden) and surrounding areas, all of which have been badly affected by war damage and the consequences of GDR construction and planning projects. The decisions to be taken here relate to urban development, monument conservation and architectural issues as well as the special problem of transport planning. Complicated land ownership questions, specifically restitution claims, are an additional problem.

Under the Urban Monuments Protection Programme the City of Potsdam receives not only financial assistance, it is also aided and advised by an Expert Panel on Urban Monument Con-

ervation set up by the Federal Ministry for Regional Planning, Building and Urban Development to support the Programme. This Expert Panel, whose members include authorities in the conservation of monuments as well as prominent architects and town planners from all over Germany, has advised the City of Potsdam particularly on the question of developing the *Quartier am Bahnhof* so that it integrates harmoniously with the historic inner-city. The Panel has made two recommendations, which are currently being implemented with the competitions which have now been launched.

Potsdam's key urban planning task over the coming years is directly linked to the development scheme for the *Quartier am Bahnhof*, which is situated on the opposite bank of the Havel. From the historic inner-city the project Reviving the Old City Centre (*Alter Markt/Lustgarten*) and meet the challenge of developing the *Quartier am Bahnhof* as an attractive new nodal point linking the baroque old district of Potsdam with the southern part of the city, a coherent overall functional and development planning concept is essential. One sector of the projected new *Quartier am Bahnhof* lies in the line of view of what was once the historic Grand Prospect as seen from the Babelsberg Park. Careful consideration has to be given therefore to how far this vista, largely inspired by aesthetic landscape ideals of the nineteenth century and which has clearly left its mark on the structure of the city, needs to be taken into account in determining the elevation of the new buildings.

IV

Competitions for the *Quartier am Bahnhof* and the historic inner-city

The city's historic railway station lost all significance following the construction of the Berlin Wall in 1961. The vitally necessary new station and the surrounding area are meant to provide an urban monument to the late 20th century, while at the same time clearly relating to the cultural landscape.

After intensive and constructive consultations between the City of Potsdam and the Land, investors and major public agencies, the Prussian Palaces and Gardens Foundation, Berlin-Brandenburg, and the Brandenburg Directorate for the Conservation of Monuments, chaired by the Federal Ministry for Regional Planning, Building and Urban Development, all parties agreed, at a meeting on 30 January 1997, on a procedure for city-centre urban development on both sides of the river Havel which takes account of the reservations expressed by the Heritage Committee. In February 1997, so as to clarify the interdependence of urban development pro-

jects, a two-stage seminar procedure drew up development guidelines for the *Quartier am Bahnhof/Alter Markt/Lustgarten* planning zone which are to serve as the basis for three competitions. In conjunction with the Directorate for the Conservation of Monuments and the Prussian Palaces and Gardens Foundation, Berlin-Brandenburg, the main elements were elaborated during the first stage by a committee of experts. The competition for the *Quartier am Bahnhof* will take the form of a single-stage open procedure in two working phases, in accordance with the Principles and Regulations for Competitions adopted in 1995 (GRW 1995). The jury meeting has been scheduled for 30 September 1997. This competition procedure is to run almost concurrently with the semi-open competition for the *Alter Markt/Lustgarten* zone prepared by the City of Potsdam and sponsored by Land Brandenburg. The jury meeting for this competition will take place on 29 August.

Both competitions are based on the urban-development guidelines, which will also apply to the planned third competition. Following the completion of the first two procedures, a competition with invited participants is to be tendered for the southern perimeter of the *Alter Markt (Palais Barberini)*. To uphold the continuity of expertise, the jury for this competition will also include members from the other two juries.

The urban-development competition for the *Quartier am Bahnhof* is based on a compromise in line with the decisions taken by the Committee in Merida. The investors are no longer considering the exposed site for the hotel, in spite of the planning costs of around DM 2.5 million which have already been incurred. The former plot 2 for the hotel is now the subject of the open competition. A competition has been carried out in plots 9 - 12 involving both the form of the façade and roof and the differing heights of the buildings. The jury, on 28 February 1997, voted unanimously in favour of the plans drafted by Gerkan, Marg and Partners (GMP), Hamburg.

The jury meeting was attended by representatives of the German UNESCO Commission, the Prussian Palaces and Gardens Foundation and members of the Federal Ministry for Regional Planning, Building and Urban Development's expert group on monument protection.

In order to reach a compromise and to avoid totally blocking the planning procedure for plots 9 - 12, the winner of this competition has pledged not to put into effect the results for any building measures above zero level until the competition for the entire *Quartier am Bahnhof* is over. This will allow the competitors to develop their drafts with the necessary overview of the entire site. Within two weeks of 30 September the plans for plots 9 - 12 will be reviewed in the

light of their compatibility with the competition results and the feasibility of the project. All other necessary preparatory measures serving this aim may be carried out. The type and extent of construction in the entire planning zone, the open spaces and the development essentials are the subject of a competition for the current plots (1 - 8 and 13 - 17), meaning that the required scope for planning for the competition is assured. The competition tender is attached as Annex 1.

Developing this site will yield DM 100 million which will be used for municipal infrastructure, thus directly increasing the value of this area.

The *Quartier am Bahnhof* competition is cooperatively financed. Land Brandenburg has assumed the cost of the preliminary seminar procedure, which should be taken as an example of planning for other major construction projects in the city.

The competition itself has been tendered by Federal German Railways in coordination with the Federal Ministry for Regional Planning, Building and Urban Development, the Land Brandenburg Ministry for Urban Development, Housing and Transport, the Potsdam-Center Development Corporation and the Nuthe-Auen Project Corporation. The competition is two-thirds financed by the Federal Ministry and one-third by Federal German Railways. The composition of the jury was agreed upon by the city, the Land, the Federation and the investors, with the Land being very keen to involve the Prussian Palaces and Gardens Foundation, directly responsible for the preservation of the World Heritage Site, the Directorate for the Conservation of Monuments and the Architecture Department of the over 300-year-old Berlin-Brandenburg Academy of Arts. The City of Potsdam, too, is represented on the jury. The Land will invite the French expert Yves Dauge to sit in on the jury meeting as an expert guest. M Dauge has already conducted detailed in-situ talks on behalf of the Committee, acquainted himself with the issues and played a major role in the compromise. At the final jury meeting in September 1997 all parties must agree on the further commissioning of the competition winners in order to ensure an optimum result for the city and its cultural landscape as regards further planning and construction and then implement it.

The following are among the central guidelines and requirements for the competitions:

1. The historic city of Potsdam was characterized, particularly near the former palace, by a sophisticated arrangement of different open spaces with varying functions. Based on the

additive principle of these urban spaces and the essential historical structures, these are to be redefined in line with present and expected future needs.

2. The Havel area must be preserved and developed as a complex of differing functions and forms. Damage is to be avoided or reduced in stages. During the planning process special attention is to be given to variations in social use in different open spaces and to developing specific formal qualities. Paths and roads linking the spaces are to be improved and preparations to be made for the construction of a promenade or path along the entire length of the shoreline.
3. The *Potsdam-Stadt* railway station and the *Teltower Vorstadt* are to be developed in a way which clearly distinguishes them from the historic city centre, based on those parts of the existing plans which have been accepted as fixed points. This new structure is to be oriented towards the area's specific character and the links resulting from its incorporation into the Potsdam cultural landscape; account is to be taken of its position between the historic centre and the river, the distribution of buildings, urban open spaces, functional diversification, making public spaces more attractive, the height of buildings, incorporation into the landscape, and transport links. The new construction is neither to be dwarfed by nor to dominate the Potsdam cultural landscape but rather blend into it.
4. The *Freundschaftsinsel* south of the *Alte Fahrt*, between the two arms of the Havel, should not be redeveloped and given new functions but restored and maintained as a horticultural monument to the 20th century.
5. The area's functional and urban-development relationship to the historic city centre will be the theme of the competition. The competitors will be asked to concentrate on the correlations and links between the Havel shoreline buildings on the *Alter Markt* and the development of the shoreline area in drawing up their plans.
6. New construction will have its own character and silhouette. It will be opened out towards the Havel and the historic city centre and allow room for a generous shoreline area. This open construction should not, however, preclude urban density and mixed uses.

The full guidelines for the urban development of the *Potsdam-Center/Alter Markt* planning zone and the rules of the competitions are attached hereto as Annex 2.

German Unity Transport Project No. 17 - Development of the Havel as a Waterway

There have been further meetings between the project agency, the Land and the Prussian Palaces and Gardens Foundation regarding this project. As part of additional detailed planning, the Berlin Waterways Construction Office is carrying out special expertises to ascertain the effects of the project and elaborating recommendations.

This forthcoming planning process is based on the Foundation's preferred option. The approval procedure is scheduled to begin during the second half of 1999 so that construction can start in 2001.

Adherence to the requirements stated in the Land planning department's assessment for the building measures can be guaranteed if restrictions on the flow of shipping traffic are accepted. Thus no dredging and depositing will take place on the shores of the *Neuer Garten* (New Garden), the Babelsberg Park, Glienicke and Sacrow Parks. Only minimum dredging will be carried out on the Babelsberg cutting area's northern shore and not on the shore of the Babelsberg Park.

Moorings in the Potsdam cultural landscape need not be provided if the favoured plan is adopted. No alterations to the Glienicke Bridge will take place. Special expertises will be carried out on the stability of twelve monuments nominated by the Foundation and appropriate measures taken if necessary. The project agency and the Foundation will continue to closely coordinate and discuss further planning steps and examinations. The transport project will be carried out in such a way that only one-way traffic is permitted between the Glienicke Lake and the Teltow Canal and that no dredging takes place in the Babelsberg Park area, thus ensuring that no negative effects on the World Heritage Site are to be feared. In addition, the Länder of Berlin and Brandenburg have agreed to carry out a regional-development planning procedure for the "northern alternative", which would preclude any alterations to the Potsdam cultural landscape.

VI

Individual Construction Projects in the Vicinity of the World Heritage Site

Due to its topographic position at the centre of nature reserves and monument conservation areas, surrounded by historic parks and palaces, the city of Potsdam has limited options to develop its periphery. This obliges it to concentrate on its centre, which by and large is a meaningful and future-oriented approach. Conflicts of interest with existing historic buildings and open spaces cannot, however, be ruled out. This also applies to the historic gardens which form part of the World Heritage Site. When they were created they lay beyond the city gates, mostly near to other villages and hamlets. But due to the expansion of the suburbs during the last century these parks are now directly integrated into the city's urban structure. This development, which was to a large measure completed by the start of the Second World War, led to marked changes in the surroundings of the World Heritage Site. The declared aim of the city and the Land is to retain the historic structure of these areas and to allow new building and resulting greater density only in so far as it is not harmful to the World Heritage Site's appearance.

Each case must be assessed and decided upon individually. In the past agreement has not always been reached between the City, the Foundation and the Directorate for the Conservation of Monuments on the difficult question of whether building projects harm the World Heritage Site's appearance. The parties are agreed that in future the protection of the Site will have priority over investors' interests as far as is legally possible. The overall urban monument protection plan mentioned in Chapter I will help develop more reliable criteria and allow agreement to be reached at an earlier stage. The following is to be noted with regard to the individual construction or planning projects mentioned by the Committee:

(a) New Theatre on the *Zimmerstrasse*

During a meeting chaired by the Minister for Science, Research and Culture of Land Brandenburg between the City of Potsdam, the Directorate for the Conservation of Monuments and the Prussian Palaces and Gardens Foundation, it was agreed that the new theatre can be built on the present site on the *Zimmerstrasse*. On this basis, the architect, Professor Böhm, presented a revised draft on 25 February 1997, according to which the stage tower is relocated by at least 12 metres towards the *Zimmerstrasse* and not exceeding a height of 19 metres. The theatre is thus almost in line with the eastern rear parts of the houses on the *Zimmerstrasse*. The theatre

workshop complex will no longer be on that street. The theatre itself is now much further away from the park gardens than in earlier drafts. This solution is a viable compromise which safeguards the surroundings of Sanssouci Park and which can be pursued in detail according to plan.

(b) Villas on the *Katharinenholzstrasse*

An expertise procedure taking existing land ownership conditions into account was carried out on the *Katharinenholzstrasse* building area. The draft which was placed first envisages low-density construction. It was suggested that twelve villas be built on one large plot. Due to the complex ownership situation a part-construction plan was prepared for this plot. The winner of the competition seeks to build two-storey houses with an inset, staggered third storey and a shallow sloping roof. The maximum ridge height is 11.05 metres, the elevation of the two-storey part 6.7 metres above ground. The owners will not be allowed to subsequently develop the loft space. This ridge height means that the villas will be much lower than the treetops.

The Foundation's objections against the siting of the buildings and its suggestion that they be relocated so as to allow construction to take place without blocking the sightline between *Katharinenholz* and the *Ruinenberg* and between the *Ruinenberg* and the village of Bornstedt were accepted by the city in so far as an assurance was given that future development of this area would be subject to criteria guaranteeing compatibility with the surroundings of the World Heritage Site monument, and in particular retaining the village's character.

(c) *Lennéstadt Bornstedter Feld*

The *Bornstedter Feld* has an area of 300 hectares and is situated some 3 km north of the historic city centre. To the north the site, which for over 200 years was used as a military exercise and barracks area, borders on the *Ruinenberg*, part of the World Heritage Site. As early as 1991 this area, at that time still under military use, was seen as a potential location for housing characterized by a combination of natural, landscaped and future construction zones. Initial details for its use were laid down in the North Potsdam City Plan. Its central element was a parklike green space crossing the middle of the *Bornstedter Feld* from north to south and linking the *Ruinenberg* and the *Pfingstberg* in a long crescent (the planned extension of the World Heritage Site). The realization of this plan creates a new landscape dimension through green spaces leading from the *Volkspark* (People's Park) to the Lenné Fields and thus, for the first time, provides a visible link between the fields, the *Ruinenberg* and the *Pfingstberg*. The

Volkspark project, part of the 2001 Federal Garden Show, envisages investment by the city to the tune of DM 100 million.

It would be desirable if the over 100 metre wide, non-developable green space foreseen in the plan could be further opened to form the southern access to the *Volkspark*. At present this is not possible since to the east of the green space there is a privately-owned site with multi-storey housing built by the Soviet forces in the seventies which is protected. After the expiry of the period of use for these buildings it may be possible to extend the free space of the *Bornstedter Feld*. The Foundation supports this planning approach, which provides for a free space linking the *Ruinenberg* and the *Volkspark*. The Foundation has thus suggested that the planned construction be relocated further west. However, during talks with the builder and the city, it transpired that this would lead to considerable extra land-purchase and planning costs. Both parties declared that they were not able to assume the costs necessary to amend these approved construction plans. Previous land sales and applicable construction legislation have in this case clearly left no room for any kind of planning alteration.

(d) New Buildings at the *Heiliger See*

Assessment of building projects on the shoreline of the *Heiliger See* opposite the *Neuer Garten* must follow the preservation guidelines for the *Berliner Vorstadt* adopted by the Potsdam City Council; these specify that existing buildings must be secured and that alterations to the character of existing buildings are not permitted. In spite of this, land and buildings are changing hands more and more often in this highly attractive area opposite the *Neuer Garten* and the *Marmorpalais* (Marble Palace). The new owners seek to develop their land and buildings to the utmost by extending lofts, building extensions or demolishing and then rebuilding. The construction plan for this area, which allows only such new building as does not clash with the overall image, is the basis for this assessment. Only in individual cases can minor building alteration take place. The Foundation and the city are agreed that, making restrictive use of planning legislation, reasonable compromises can be achieved by means of negotiation with builders and architects.

(e) *Potsdamer Fenster* (Potsdam Window)

The *Potsdamer Fenster* site is on the northern edge of the *Zentrum Ost*, a 1970s prefabricated estate, near the expressway between the Humboldt Bridge and the *Humboldtring*. Construction on this site, involving a congress hotel, shops and services, will upgrade the *Zentrum Ost*

by functional diversification, increasing communications and reducing traffic noise from the expressway. At the same time the historic landscaping of the adjacent Havel shoreline area will be safeguarded and restored. The current draft envisages building heights of under 15 metres and an average distance from the Havel of 130 metres. The buildings are arranged in such a way that the vista between the *Flatowturm* (Flatow Tower) in the Babelsberg Park and the *Lange Brücke* (Long Bridge) is not obstructed.

(f) Gewoba building

This project, details of which are unknown at present, appears to be planned by the Gemeinnützige Wohnungsbaugesellschaft Potsdam mbH (Potsdam Social Housing Association) in the *An der Nuthestrasse* development area. The urban development situation prior to the preparatory examination is that the *Nuthestrasse* expressway and the junction-free, high-level link to the *Humboldtring* has created a "non-space" which takes account neither of the nearby Babelsberg Park nor of the adjacent housing estate, a very noisy and sparsely-vegetated traffic route bordering on the historic park. To improve matters, the City of Potsdam plans to build high-quality housing along the *Nuthestrasse* expressway, thus shielding the 1970s estate from the traffic noise. Although this will not alter the fact that the Babelsberg Park has been separated from the surrounding landscape by the 1970s estate, it will improve the architectural quality of the area.

(g) *Alt-Nowawes* film studio site

The site of the *Althoff* studio, which was built in the 1920s, lies to the north-east of the weavers' colony of *Nowawes* founded in 1752 and the Babelsberg Park, from which it is separated by a road. The existing buildings are still used by media firms. The city's Land-Use Plan specifies this area as a special "media zone". There are no other municipal plans, to say nothing of a construction plan. There are also neither substantial building plans nor applications. The Foundation, in preliminary talks with the city, has pointed to the site's sensitive position between the Babelsberg Park, the village of *Alt Nowawes* and the surrounding area.

(h) Apartment and office building on the *Ribbeckstrasse* in *Bornstedt*

Neither planning legislation nor specific applications exist for this project.

VII
Summary

The German authorities are grateful to the Committee for its appreciation of our efforts to preserve the World Heritage Site and its comments on pertinent developments. The Committee's decisions have been carefully assessed and discussed. As this report has made clear, the Committee's concerns have resulted in

- the linking of various planning approaches to arrive at a comprehensive consideration by the city planners of the requirements of the Potsdam cultural landscape and the World Heritage Site,
- building projects being reviewed or completely altered in the light of their effects on the Site,
- better coordination between the participants in the planning procedure.

The German authorities share the Committee's view that the World Heritage Site "Palaces and Parks of Potsdam and Berlin" faced threats mainly arising from the special situation following the sweeping political changes of 1989/90. They also feel that these threats have been recognized and countered, also through the activities of local civic initiatives. The Committee's 1995 visit and its decisions played a decisive role in this process.

Steffen Reiche
Minister for Science,
Research and Culture of Land Brandenburg

Potsdam, April 1997

Footnotes:

- 1) "The inclusion in the World Heritage List is both an honour and a commitment. Potsdam's citizens, the City Council and the City Administration are well aware of this. We all appreciate living in a city whose fame has spread far beyond the state boundaries because of the area of palaces and gardens which has profoundly influenced the city and made it so attractive right up to the present day. This awareness has a decisive effect on our identity, as shown both by citizen's initiatives and by resolutions of the City Administration and the City Council, such as the decision on the Eleven Principles for City Development made on December 1st, 1993. They demonstrate that in Potsdam there is clarity, and now also general agreement, on the extent to which the World Heritage Site determines the development of the city.

This does not mean that everything has gone completely smoothly since 1989. Errors can be fruitful, however; we can learn from our mistakes. For Potsdam, at any rate, the priorities are clear. The necessary renewal and expansion of the state capital will not be carried out at the expense of the cultural landscape. New developments will accommodate to what has grown historically. The cultural landscape is the framework into which urban planning and urban development will be harmonically blended.

This demands responsibility toward our heritage and toward the requirements of the present. We also owe this to future generations. Our task for today is to preserve Potsdam as a place and a landscape of unmistakable quality.

This task can only be carried out as the work of a large community. The municipality regards it as a duty of the utmost importance. But we also need support. The state government can help. The will of the citizens and the enthusiasm of the building owners are indispensable. As in the past, it is particularly their resolve and aspirations to preserve the special qualities of our city and to help in its regeneration that determines Potsdam's present and future character as a synthesis of the arts. History has set the standards and created the preconditions: the Potsdam cultural landscape and, at its heart, the World Heritage Site recognised by UNESCO."

(Potsdam and its World Heritage Site, The History of the UNESCO World Heritage Site and its Significance for the Capital City of the Federal State of Brandenburg, Foreword by the Mayor, Page 8f. Potsdam 1995).

- 2) The proposal by Land Brandenburg assumes that the following stages of the master plan will have been completed by the end of 1997:
 - determination of the extent of the planning zone,

- integration of the existing informal plans and of the preparatory and binding construction plans,
 - determination of priority areas,
 - drawing up of a draft plan and discussions between the authorities and the parties to the procedure,
 - information and involvement of the public,
 - discussion in the political bodies and self-commitment of the city to the draft plan.
- 3) The master plan, as an informal city plan, is to provide orientation for further urban development which will be included in current and future municipal planning, both formal and informal, particularly in the overall construction plan.

EWR-offener einstufiger
städtebaulicher Realisierungswettbewerb
mit einem Ideenteil
in zwei Bearbeitungsphasen

Neues Quartier am Bahnhof (ehem. Potsdam Center)

Auslobung

(Textfassung für Preisrichtervorgespräch am 28. April 1997, noch
unbebildert)

Annex I is available in German only and can be obtained from the Secretariat, upon
request.

Traduction

(original in German, translated into French only)

Annexe au 2^e rapport destiné à l'UNESCO

3. Lignes directrices pour le développement urbanistique de la zone d'aménagement "Potsdam Center/Alter Markt (Vieux marché)" et critères spécifiques des concours

3.1 Description de la zone d'aménagement

- La zone d'aménagement *gare de Potsdam Stadt/Potsdam Center/Alter Markt/Lustgarten (Jardin de Plaisance)* est constituée au nord de la Havel par l'ancien centre de la ville (*Alter Markt*) et, au sud, par la plaine fluviale de la Havel où sont installés, depuis plus de cent ans, les chemins de fer et des exploitations industrielles et artisanales et qui se prolonge par *Teltower Vorstadt* (faubourg). Toutes les planifications futures devraient tenir compte des particularités du centre-ville et de *Teltower Vorstadt*.
- Le paysage des rives de la Havel et de son affluent la Nuthe constitue le site historique sur lequel s'est développée la ville de Potsdam. Ce paysage est un élément déterminant du site culturel de Potsdam auquel il confère son unité. Ses différentes parties aux caractéristiques variées en définissent la qualité et le potentiel.
- Dans cet ordre d'idées, une importance particulière doit être accordée à la zone de la Havel qui doit être développée en un site de promenades et de loisirs; cette zone, dans son utilisation, ne doit plus être négligée par la ville mais plutôt attirer sa participation active.

3.2 Schéma directeur d'urbanisation

- L'aménagement urbanistique de l'ensemble de cette zone doit répondre à des conceptions directrices différenciées respectant les caractères spécifiques et les potentiels de développement des différentes parties.

- Le secteur *Alter Markt* doit être développé par étapes, sur la base des projections horizontale et verticale historiques de la ville, et être conçu pour des usages publics et privés, ce qui doit lui donner un nouvel essor en tant que "nouveau centre-ville". Ce processus doit également englober des conceptions d'architecture modernes visant un urbanisme durable. La planification doit tenir compte notamment des bâtiments historiques, importants témoignages de l'histoire de la ville, qui lui confèrent ses dimensions et son identité.
- Le plan-cadre déjà établi par l'autorité responsable de l'urbanisation est une base importante permettant de faire réapparaître le plan historique de la ville au nord du pont *Lange Brücke*; ce plan devrait être concrétisé et développé au cours du processus qui va être engagé.
- La ville historique de Potsdam était caractérisée, notamment autour de l'ancien château de la ville, par une succession ingénieuse d'espaces ouverts distincts, dotés de fonctions différentes. Partant du principe de l'addition des espaces urbains et des principales structures d'espace historiques, ces différents espaces ouverts seront redéfinis, affectés à de nouveaux usages et chargés de nouvelles significations, conformément aux besoins actuels et futurs.
- La diversité des parties de l'espace de la Havel doit être conservée et développée sur le plan des fonctions et de l'aménagement. Les perturbations doivent être évitées ou réduites progressivement. Un usage social différencié des différents espaces ouverts et la mise en relief des qualités architecturales spécifiques doivent notamment constituer les priorités de la planification. Il faut développer la voirie de desserte et préparer l'aménagement d'une promenade ou d'un chemin d'un seul tenant au bord du fleuve.
- Le secteur de la *gare de Potsdam Stadt/Teltower Vorstadt* doit se développer en tant qu'ensemble structurel, en tenant compte des parties de planification réalisées jusqu'à maintenant et acceptées comme points fixes et se distinguer nettement de la vieille ville telle qu'elle s'inscrit dans le plan historique de la ville. Cette nouvelle structure s'orientera selon les données spécifiques de l'espace et les liens qui découlent de l'intégration dans le site culturel de Potsdam. A ce propos, il faudra tenir compte des critères suivants: intégration dans la vieille ville et le paysage fluvial, répartition des corps de construction, mise en valeur de l'espace urbain, répartition des usages et animation de l'espace public, développement en hauteur, intégration dans les sites naturels et voirie

de desserte. Les nouvelles constructions ne se cacheront pas; mais elles ne devront pas non plus dominer le site culturel de Potsdam, elles en seront une partie intégrante.

- Il est prévu de mettre en relief, avec les moyens qu'offre l'urbanisme, l'objectif du rattachement, sur le plan des fonctions et des transports, de *Teltower Vorstadt/Potsdam Center* à la zone du centre. L'itinéraire d'animation situé entre la zone *Alter Markt/Lustgarten* et la zone *Potsdam Center* doit être amélioré et revalorisé sur le plan de la configuration. La *Freundschaftsinsel* (île de l'amitié) située au sud de l'*Alte Fahrt* entre les deux bras de la rivière Havel ne devrait pas faire l'objet de nouvelles fonctions et propositions d'aménagement, il faudrait plutôt la réhabiliter et la conserver comme monument-jardin du XX^e siècle.
- L'aménagement de nouveaux passages pour traverser la *Freundschaftsinsel* constituerait une intervention dans le monument-jardin et il faut donc y réfléchir soigneusement. La mise en valeur de la *Freundschaftsinsel* à partir du *Lange Brücke* doit être revue sur le plan de la configuration et des fonctions.

3.3 Critères des différents concours

3.3.1 Concours "*Centre historique de Potsdam - Lustgarten//Alter Markt*"

- La revitalisation du *Alter Markt*, ancien centre de la vie urbaine, exige d'abord la remise en évidence des successions d'espaces. Ceci s'applique également à la situation provisoire qui sera créée pour la BUGA 2001, l'Exposition horticole fédérale, qui occupera le site de l'ancien château en aménageant tout d'abord, à titre temporaire, des espaces ouverts et non pas en construisant un nouveau bâtiment.
- Dans le cadre du concours, la succession d'espaces historique devra être redéfinie de manière concise dans les conditions d'ensemble susmentionnées. Les conditions d'ensemble, à savoir voies de circulation, profil *Breite Straße* et situation du Forum Karl Liebknecht, devront être vérifiées. Il y a lieu de faire une différence nette entre la *Schloßfreiheit* et le *Lustgarten* sur le plan des fonctions et de la configuration.
- L'intention exposée dans le plan-cadre de la ville et consistant à déplacer la *Breite Straße* pour dégager le terrain de l'ancien château pour un projet de développement

futur constitue une étape importante permettant de reconnaître le plan historique de la ville.

- En ce qui concerne le tracé de la *Breite Straße*, il faudrait également étudier des variantes qui déplacent la nouvelle rue vers le sud et créent ainsi une vaste place d'un seul tenant, rappelant l'ancienne *Schloßfreiheit* et pouvant être également utilisée pour des fêtes.
- Il faut veiller à ce que la *Schloßfreiheit* et le *Lustgarten*, sur le plan des fonctions et de la configuration, soient dotés d'un caractère propre et spécifique. Afin d'obtenir la qualité d'espace requise, on pourrait envisager de déplacer le Forum Karl Liebknecht à l'intérieur de l'enceinte du *Lustgarten*.
- En plus du réseau routier actuel, la voie desservant le centre-ville (ISES) pourrait être aménagée de façon à attirer les piétons et les cyclistes qui pourraient l'emprunter pour accéder au *Lustgarten* par le sud.
- Le groupe d'experts soutient les idées fondamentales du plan-cadre qui consistent
 - à réduire à long terme les dimensions du site de l'actuel hôtel Mercure et à l'intégrer dans le complexe du *Lustgarten* et
 - à remettre en évidence la succession d'espaces au nord du *Marstall* (notamment *Steubenplatz, Friedrich-Ebert-Straße*).
- Les remarques concernant les structures d'espace recherchées sont liées à l'obligation de reconsidérer l'espace situé entre la *Schloßfreiheit* et l'ancienne *Breite Brücke* l'ouest et d'examiner les possibilités de développer la fonction d'habitat dans les zones contiguës, autour de l'ancien château. Des idées correspondantes devront être proposées dans le cadre du concours.

3.3.2 Concours "Constructions sur les rives de la Havel près du *Alter Markt*"

- Pour établir de nouvelles formes de vie urbaine sur la place du *Alter Markt* et pour récupérer l'espace urbain de cette place, il semble judicieux de définir une nouvelle conception des constructions à la périphérie sud de la place (zone du Palais Barberini).

- Afin de tenir compte de la situation exceptionnelle des surfaces à bâtir tant sur le plan urbain que sur le plan du paysage, les nouvelles constructions devraient s'orienter en fonction des principes fondamentaux des constructions historiques sur le plan de l'espace, à savoir structure fermée en direction de la place du *Alter Markt*, structure ouverte et différenciée en direction de la Havel.
- L'objectif consiste à rétablir une silhouette urbaine, en tenant particulièrement compte des rapports visuels entre la *Freundschaftsinsel* et les nouvelles constructions sur les deux rives. Dans le cadre de l'élaboration d'une conception d'urbanisme, il faut vérifier s'il est possible de réduire la dominante urbanistique à l'endroit de l'ancien Palais Barberini.
- Les constructions sur les différents lots ne devraient pas obstruer l'espace vert aménagé avec beaucoup d'ambition à l'est de l'ancien Hôtel de ville. Du côté de la rivière, les nouvelles constructions doivent laisser de la place pour aménager un large chemin de promenade le long des rives. Il faut veiller à ce que les usages urbains tels que boutiques et cafés soient orientés aussi bien vers la ville, *Alter Markt*, que vers le chemin de promenade au bord de la rivière.
- L'objectif de la revitalisation de la place du *Alter Markt* dépend essentiellement du programme des usages envisagés. A cet effet, il faudrait donc chercher à développer à cet endroit la fonction d'habitat dans le cadre d'une utilisation urbaine mixte.

3.3.3 Concours Potsdam Center

- Le concours "*Potsdam Center*" ne doit pas affecter les grandes lignes de la planification.

Les conditions suivantes doivent être prises en considération:

- Les types d'usages figurant dans le projet de plan d'occupation des sols devront être maintenus dans leurs proportions principales. Pour les zones d'habitat, il faudra prévoir une solution mixte associant villas et immeubles à étages.
- La rue desservant le centre-ville (ISES) étant raccordée au-delà de la zone concernée, il n'est pas possible de la déplacer.

- Le tracé de la rue n° 2 prévue dans le plan est déterminé par le fait qu'elle doit être raccordée aux surfaces à bâtir 9 à 12.
- La surface des terrains à bâtir figurant au plan B et qui s'élève à un total de 180.000m² doit être respectée même dans le cas d'une redistribution des volumes de construction.
- Critères applicables à la zone des espaces libres:
 - a. la zone de sauvegarde du paysage dont le site est fixe (espace vert public);
 - b. la superficie totale actuelle des autres espaces verts publics, dont les sites sont variables dans le projet et qui doit rester la même;
 - c. la superficie totale actuelle des espaces verts privés qui doit rester la même;
 - d. les monuments naturels (arbres) et leurs zones de protection indispensables.

- Abstraction faite de ces critères fixes, toutes les libertés sont données pour l'aménagement d'un nouveau quartier attrayant et de haute qualité près de la Havel et de la gare.

- Le rattachement à la vieille ville, tant sur le plan des fonctions que sur le plan de l'urbanisme, doit être formulé comme sujet du concours. Les participants au concours doivent être invités à concentrer leur travail sur les liens et les rapports qui doivent exister, du point de vue des fonctions, de l'urbanisme et de l'architecture, entre le projet de construction sur les rives de la Havel près du *Alter Markt* et l'aménagement des rives.

- En plus du sujet proprement dit du concours, des idées et des propositions devront donc être présentées pour définir le concept urbanistique du projet de construction sur les rives de la Havel près du *Alter Markt* afin de mettre en évidence les rapports qui existent entre les deux rives et les constructions qui y seront aménagées.

- Dans ce contexte, la traversée de la Havel, la mise en valeur de la *Freundschaftsinsel* et l'aménagement du *Lange Brücke* devront constituer une priorité.

- La construction des nouveaux édifices est à prévoir de sorte qu'ils aient une physionomie et une silhouette propres. Elle devrait s'ouvrir en direction de la Havel et de la vieille ville en laissant une zone de berge étendue. La construction orientée vers le paysage naturel ne devrait pas exclure une densité urbaine ni des usages urbains mixtes.

- La zone du concours est reliée au patrimoine culturel universel "Châteaux et Jardins de Potsdam et Berlin" par ce qu'on appelle la "*Lange Sicht*" ("longue vue") partant du Parc de Babelsberg. La hauteur prévue dans les surfaces à bâtir 9 et 10 perturbe déjà cette perspective. Les édifices situés dans le champ de rayonnement de la "*Lange Sicht*" ne devront pas dépasser 17,80 m au-dessus d'un niveau de 34,50 m.
- Les surfaces à bâtir situées dans la partie est, à l'extérieur de "*Lange Sicht*", offrent une possibilité de compensation sur le plan de la disposition et du développement en hauteur des volumes de construction, en respectant les rapports visuels à partir de *Teltower Vorstadt*.
- En plus de "*Lange Sicht*", les axes de visibilité qui s'ouvrent de *Teltower Vorstadt* sur la silhouette de la ville et sur ses particularités devront être pris en considération.
- Les espaces verts qui font partie de la zone du concours - zone de berge *Neue Fahrt, Freundschaftsinsel, Nuthepark* - devront être aménagés en un système d'espaces libres dotés de caractères et de fonctions distincts.

3.4 Détails de procédure

- Afin d'établir un lien entre les trois concours, comme le demande l'UNESCO, la zone du Palais Barberini devra être traitée dans les deux concours "*Centre historique Potsdam-Lustgarten/Alter Markt*" et "*Potsdam Center*". Le concours de réalisation "*Constructions sur les rives de la Havel près du Alter Markt*" ne sera ouvert qu'une fois les deux autres concours terminés afin de pouvoir inviter un minimum de 10 personnes y ayant participé et présentant des idées importantes pour la continuation des travaux.
- Pour garantir une certaine continuité technique dans les concours et relier les procédures entre elles, un membre du jury de chacun des concours "*Centre historique de Potsdam-Lustgarten/Alter Markt*" et "*Potsdam Center*" devrait siéger au sein du jury du concours de réalisation "*Constructions sur les rives de la Havel près du Alter Markt*".
- L'avis du Groupe d'experts de la protection des monuments urbains (Expertengruppe städtebaulicher Denkmalschutz) devra être pris en considération dans la formulation des sujets des concours et joint en annexe aux adjudications.

Ces lignes directrices revêtiront un caractère obligatoire pour l'ouverture des différents concours.