



HAMBURG

GERMANY

KEY FEATURES OF THE CITY

Demographic Facts

- the most populous non-capital city of the EU
- 1.8 million people in the city
- 5 million inhabitants in the the Metropolitan Region

Urban Figures

- ...

Heritage

- Registered heritage: “Speicherstadt and Kontorhaus District with Chilehaus”
- Inscription: World Heritage List
- Date of inscription: 2015

EXISTING GOVERNANCE MECHANISMS

Development and Management Plans

- Heritage Preservation Plan
- “Backsteinfonds” and “Backsteinberater” Programmes

Responsible Authorities

- Government of the Free and Hanseatic City of Hamburg
- Ministry of Urban Development and the Environment
- Department for Heritage Preservation

Legislation for the protection and management

- Hamburg Heritage Protection Law
- Housing Improvement District (HID) or Innovation Neighborhood

MAIN ISSUES TO BE ADDRESSED

- Tourism and port identity
- Urban homelessness, migrants and social exclusion
- Gentrification

KEY ASPECTS OF THE CULTURE-BASED REGENERATION STRATEGIES

- Olympic City Hamburg
- IBA Hamburg
- Hafen City Hamburg

OUTCOMES AND LESSONS LEARNT

- transformation of the port system for the increasing tourism;
- expansion of new sectors and disappearance of the shipyard;
- reinterpretation of water as the element of the economy of the city
- communication and public debate with participation of citizens.



8.4 Hamburg

The “Free and Hanseatic City” of Hamburg is the second largest city in Germany and the ninth largest city in the European Union. The role of the city as a major trading centre is related to its favorable economic-geographic location, which makes Hamburg the second largest port in Europe and the tenth worldwide, and a major transport hub and junction of North Germany and North Europe. Urban heritage in Hamburg is thus strictly related to its harbor identity made of warehouse districts and port architectures, and the main regeneration activities undergone in the city relate to the re-integration of port and water into the city. By the project for HafenCity — one of the largest European transformation actions of the 21st century — Hamburg provides an example of the use and interpretation of architecture as a means to foster urban identity in regeneration processes.



8.4.1 *Key features of the city*

The city-state of Hamburg is Germany's biggest seaport city and one of the most important port cities in Europe. Stretching on the river Elbe — connecting the city to the North Sea — Hamburg benefits from a favorable economic-geographic location, particularly after regaining its Eastern European hinterland after Germany's re-unification. As a matter of facts, at the beginning of the 1990s Hamburg reactivated its transit routes — interrupted during World War II — so as becoming an important traffic junction reconnecting Western and Central Europe with Scandinavian, Baltic and East European countries.

Demographic facts

Hamburg is Germany's second largest city and the the most populous non-capital city of the European Union, with over 1.8 million people and as a city-state — one of the 16 German Federal States — the Hamburg Metropolitan Region has more than 5 million inhabitants. Since the Middle Ages, the city has been witnessing a rapid increase in population: “at the beginning of the 16th century Hamburg had about 40,000 inhabitants, by



the end of the 18th it already counted 130.000, and in 1910 this figure first rose above a 1.000.000” (Kokot 2002:49).

Urban figures

Hamburg originates in pre-historic times from the settlement of a promontory of sand in the lowlands of the Alster river, at the confluence with the Bille, and on the northern banks of the Elbe. Its extraordinarily favorable location — at the intersection of three rivers — led to its development into a trading centre in the Middle Ages. Since then, the city has been attracting many an above-average number of immigrants and has enlarged its fortifications, gaining territory and becoming one of the preferred destination for immigrants.

Strictly linked to the population growth, the city experienced different phases of urban development, particularly characterized by uncontrolled growth and massive construction of housing districts — for the working class and for the merchants — ...

Heritage

“Speicherstadt and Kontorhaus District with Chilehaus” is Hamburg’s first UNESCO site, inscribed in the World Heritage List in 2015 — already in the tentative list since 1999 —



and corresponding to two densely built urban areas in the city-centre, connecting network of roads. Speicherstadt — built in the late XIX century and partly rebuilt in the mid-twentieth century — “is one of the largest coherent historic ensembles of port warehouses in the world (300,000 m²)” (UNESCO WHL 2015). The Kontorhaus district — built in the 1920s — is a 5-hectares port areas characterized by modern red-brick architecture and the first dedicated office district on the European continent. Speicherstadt and Kontorhaus District are two mono-functional but complementary areas, in their overall image exemplifying “the effects of the rapid growth in international trade in the late 19th and early 20th centuries” (UNESCO WHL 2015).

8.4.2 Existing governance mechanisms

Development and management plans

Heritage Preservation Plan. Developed by the Heritage Department on the legal basis of *Hamburg Heritage Protection Law*, the Heritage Preservation Plan regulates the objectives and requirements for heritage preservation. The plan focuses on both the interiors and exteriors of buildings, together with open spaces, facilitates the adjustment and approval



processes in the building permission procedure, and provides measures and guidelines for “a long-term recovery of the original appearance of the quarter” (Co2olBricks, 2013: 30).

“Backsteinfonds” and “Backsteinberater” Programmes. Launched by the City-State of Hamburg in 2012, the regional programme “Backsteinfonds” aims at preserving the typical red brick facades of the city. Particularly, the “brick fund” of the programme focuses on residential units from the 1920s and the post-WWII, also addressing issues related to energy refurbishment. The financial support programme has been integrated with the quality management program “Backsteinberater” (brick consultant).

Responsible authorities

In the framework of Germany’s cultural heritage law — in which the sixteen states are responsible for the general protection of cultural objects — the main responsible authority for the city’s development is the **Government of the Free and Hanseatic City of Hamburg**. Particularly, the the **Department for Heritage Preservation** of the **Ministry of Urban Development and the Environment** works of the development of the pilot projects for the Heritage Preservation Plan. Within the context of the Plan, the selection of the architect through the call for tenders, together with the discussion with the stakeholders and the drafting of a handbook with all relevant information which has to be compiled by the owners represent key aspects of the management structure.

Legislation for the protection and management

Hamburg Heritage Protection Law. From April 2013 Hamburg has its Heritage Protection Law (HambDSchG). This law requires that transformations in historic buildings are subject to permissions allowed — for reasons of public interest, such as energy refurbishment and renewable energies — by the Department for Heritage Preservation. For what concerns ensembles or quarters under heritage protection, the peculiar approach of the law stands in the interpretation of the whole quarter as one entity. Furthermore, the structure of the law results to be open to adjustments which can regulate the ongoing process involving both the owners and the public, also because after the development work the owners can work within the regulations of the Law without asking for permission in the case of single building measures.

Housing Improvement District (HID) or Innovation Neighborhood. Applicable since 2007, the Law derives from the transfer of the legislative *Business Improvement District (BID)* model to residential areas. Hamburg was the first city to introduce the BID law in Germany and the first in all Europe to transfer the model from commercial districts through a *Law to Strengthen Residential Areas through Private Initiatives*. This model is based on joint private activities for residential neighborhoods improvements, not to be mean as physical improvement of housing on single buildings, but as an area-based approach.

8.4.3 Main issues to be addressed

Tourism and port identity. The former port-industrial areas of Hamburg are witnessing a process of profound transformation that affects their identity, so as addressing issues of “changing authenticity” in the regeneration processes (Hillmer 2003). On the other hand, tourism represents a resource and at the same time a threat in this process. In

Germany, “Hamburg Tourism” — founded in 1989 — was the first CTO working as a coalition of local authority and private sectors to deal with the issue.

Urban homelessness, migrants and social exclusion. In Hamburg, social exclusion is particularly linked to the increasing phenomenon of urban homelessness (Kokot, Axster & Gruber 2002) among both local actors — also including former dockworkers — and migrants, particularly from Eastern Europe. As a consequence, the role of NGOs, decision makers, social elites — but also neighborhood associations advocacy organizations — represents a resource to empower the potential of urban homelessness, particularly for what concerns gentrified areas.

Gentrification. Directly linked to social exclusion — in the context of changes in the port-adjacent areas — one of the main issues to be addressed concerns gentrification processes, in terms of social practice of local protagonists, forms of perception and appropriation of urban space, as well as the interaction between everyday practices and urban identities, also in terms of potential field of conflict. In this context, the political and administrative influence of the City of Hamburg plays a fundamental role.

8.4.4 Key aspects of the culture-based regeneration strategies

The key aspects of the regeneration and development programmes undergone by the city of Hamburg are related to four main initiatives: the **Masterplan Climate 2020 of the Free and Hanseatic City of Hamburg**, the Masterplan for the Olympic City Hamburg, the IBA Hamburg and the HafenCity project.

The Masterplan for the new city districts **Olympic City Hamburg (2015)** The Ministry of Urban Development and Environment Hamburg in cooperation with HafenCity Hamburg has commissioned KCAP for the master plan of the new city district Olympic City on the “Kleiner Grasbrook” area.

IBA Internationale Bauausstellung Hamburg (2013) is a 100% subsidiary of the City of Hamburg with a 100 million euros special investment fund. Established in 2007 by the Municipality of Hamburg, the IBA Hamburg is a regeneration project for the area of Wilhelmsburg with the aim of accommodating the city’s urban growth through the development of an attractive area as an “urban laboratory for the 21st century”. Based on the peculiar character of the area — which is located inside the city centre but has the qualities of a suburban area like low population density and the presence of natural resources — the initiative mainly resulted in the development of a high number of events, festivals and exhibitions (over 70) and concrete construction projects (over 50 building sites).

HafenCity Hamburg is a project of urban regeneration that provides a partial recovery of the port warehouse, however, it has the intention to restore the historic part of the city and to give it the identity of a maritime city. The project is the one of the largest rebuilding project in Europe in scope of landmass (approximately 2,2 km²). The area of the HafenCity used to be part of the free port, but with the decreased economic importance of free ports in an era of European Union free trade, large container ships and increased border security, the Hamburg free port was reduced in size, removing the current HafenCity area from its restrictions.

8.4.5 Outcomes and lessons learnt

The main lessons learnt from the case-study can be described in four main outcomes:

- **transformation of the port system for the increasing tourism**, through a profound redefinition starting from an important but obsolete harbor and working on the public space network, the relationship between car use and slow traffic use, and the relationship between recreational space and public transport;
- **expansion of new sectors and disappearance of the shipyard**, through the definition of a broader new hinterland and the displacement of port functions out of inner city;
- **reinterpretation of water as the element of the economy of the city**, also through the implementation of the new part of the city that becomes surrounded by water (the inner city area has increase by 40%);
- **communication and public debate with participation of citizens**, as participatory approaches based on negotiations between all sides have proven to be much more effective, albeit still rare.

8.4.6 Perspectives for the future

In the future perspectives of development for the city of Hamburg, the results of the two main regeneration initiatives should be taken into account; on the one hand, the processes triggered by the HafenCity project have addressed almost all of the “10 principles of sustainable development of urban waterfronts” established by the UN Global Conference Urban 21 (Berlin 2000); on the other hand, for what concerns the IBA project, though it has officially ended in 2013 the process of urban regeneration is still going on, particularly addressing the development of new residential areas. These programmes, partly completed and partly still ongoing, forecast further improvement of the livability of the city — already ranked 17th in the world for this feature in 2003 and named “European Green Capital” in 2011 — also testifying the role of Structural Fund support in urban areas.