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# World Heritage Patrimoine mondial

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UNITED NATIONS EDUCATIONAL,  
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POUR L'EDUCATION, LA SCIENCE ET LA CULTURE

CONVENTION CONCERNING THE PROTECTION OF THE WORLD  
CULTURAL AND NATURAL HERITAGE

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**Item 7 of the Provisional Agenda: State of conservation of properties inscribed on the World Heritage List and/or on the List of World Heritage in Danger.**

**Point 7 de l'Ordre du jour provisoire: Etat de conservation de biens inscrits sur la Liste du patrimoine mondial et/ou sur la Liste du patrimoine mondial en péril**

MISSION REPORT / RAPPORT DE MISSION

Historic Town of Zabid (Yemen) (611) / Ville historique de Zabid (Yémen) (611)

17 - 26 January 2007/ 17 - 26 janvier 2007

This mission report should be read in conjunction with Document:  
Ce rapport de mission doit être lu conjointement avec le document suivant:

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World Heritage  
Centre/ICOMOS

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**Zabid**

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Joint Monitoring Mission  
17th - 26th January 2007

March 2007

ICOMOS/ World Heritage Centre  
Paris

This report takes into account the particular instructions and requirements of our client.

It is not intended for and should not be relied upon by any third party and no responsibility is undertaken to any third party

Job number

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## Executive Summary

The Mission was carried out by Richard Hughes, ICOMOS expert, and Franca Miglioli, of the World Heritage Centre, accompanied by Cristina Lamandi, consultant to the World Heritage Centre. Meetings were held with representatives of the authorities involved in the preservation of the cultural heritage of Zabid both at local and national level.

The observations made during the mission are reported in Section 2 of this report and would support a conclusion that during the last year GOPHCY has been able to achieve some stopping of new build violations but not much else.

The Social Development Fund has independently supported reconstruction of the South Gate and on-going archaeology/conservation in the Citadel.

The result is that Zabid is critically at the point of now having no overall world heritage value. The degradation is on-going and with evidence of accelerated losses of heritage assets. From a new survey less than 50% of the original historic buildings are now destroyed. However, there are still present many fine monuments and some areas of historic urban fabric of national and international value.

The Prime Minister decree “Concerning some providences and actions to remove the Historic Town of Zabid from the list of World Heritage in danger”, issued in December 2006, and the decision of the GTZ (German Development Cooperation) to pass the successful experience of the Shibam Urban Development Project on Zabid represent some new important elements that could significantly change the safeguarding and promotion framework.

There is still a considerable scope for preserving the physical heritage, but this should now be seen as one component accompanying appropriate City and Regional development. The heritage-based actions would integrate and support a strategy of urban regeneration.

A package of undertakings, listed in Section 3.2, is recommended to the UNESCO World Heritage Committee for onward promotion to the State Party for immediate agreement, commitment, funding and actioning. Furthermore, the more important of these actions are highlighted in Section 3.4 for benchmark monitoring should the World Heritage Committee recommend that Zabid is not removed off the World Heritage List.

Should no practical actions occur within designated periods the World Heritage Committee will need to further consider the possible removal of Zabid from the World Heritage List.

# 1 Background

## 1.1 The site

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### 1.1.1 History of Zabid

It is not certain when Zabid was founded, but it was large enough to become the centre of a province (mihlaf) when Moslem power was established in this fertile region in AD 631. It is likely to have been a small local agricultural settlement that grew due to the siting on a rise above the river junction and flood plain. Its development is due to the founder of the Ziyadite dynasty, Ibn Ziyad, who was sent to the region by the Caliph al-Mamun in 820 to quell a rebellion. He gave it its circular plan, built the fortifications, and brought water to it through a network of canals. The Great Mosque was built and the earlier al-Asa'ir mosque enlarged by later Ziyadids, who ruled the Tihama until 1012. It was sacked on two occasions during this period by religious revolutionaries, but rebuilt.

Like the rest of Yemen, Zabid under its successive Banu Nagah and Mahdid rulers suffered during the troubled period between 1021 and 1159. The palace and part of the fortifications

were destroyed and the town contracted in size. Following the pacification of the region by Turansah, brother of Salah ad-Din al-Ayyubi (Saladin), Yemen became the centre of one of the leading powers in the east under the Rasulids, first as governors and then as rulers of the region. From 1216 until 1429, Rasulid rulers encouraged learning and built schools for teaching the Koran and the sciences (madrasas), along with the necessary hostels for students, all over the region: of the 62 madrasas recorded in Zabid, 22 still survive. They also built residences for themselves and restored and enlarged existing public buildings.

Zabid lost its political and economic importance under the Tahirid dynasty (1454-1538), but retained its role as a university. With the establishment of Ottoman rule, Zabid was significantly neglected in favour of the capital city, Sana'a.

### 1.1.2 Description of historic Buildings in Zabid

The core of the town is its first mosque, the Mosque of Asalir, which probably stands on the site of an earlier place of worship. The Great Mosque lies to the west of the town, possibly on the site of the ancient musalla, an open place for prayer used for meetings. The souq (market) spread from the Asalir Mosque towards the Great Mosque. Today Zabid is roughly oval in plan and covers some 135 ha.

A highly complex network of streets and alleys, some as little as 2 m wide, spread through the town, occasionally opening out into small squares. The only large open space is in front of the citadel. Each of the "blocks" formed by the streets has a

passage allowing access to the houses. Certain circuits of slightly wider streets are interpreted as remnant evidence of earlier defensive ramparts.

The urban fabric is not particularly dense as each property is comprised of an open system of rooms and courtyards. The basic unit of each house is a rectangular room (murabba), opening on one of its longer sides on to an irregularly shaped courtyard, which is surrounded by high blank walls on the street side. The corners of these courtyards are occupied by wells, latrines, washing places, and kitchens.

This basic unit becomes more complex and more highly decorated, according to the wealth and number of its occupants. It may be composed of a number of room plus courtyard units, and may also extend upwards, with two or even three storeys. The richest have elaborate carved facades or panels over their entrances or on their walls. The interiors of the murabbas of such houses are also elaborately decorated, with carved walls, niches, and ceilings. The wealthiest also have large murabbas used as reception rooms (halwas) which are lavishly decorated and furnished.

This type of structure, built in fired brick, predominates in Zabid, but there are small areas of humbler huts made of mud brick and roofed with straw or constructed of re-used wooden planks. They nonetheless conform with the basic room plus courtyard module.

With the exception of Sana'a, Zabid has the highest concentration of mosques in any Yemeni city, 86 in all. These were surveyed by the Canadian Archaeological Mission between 1982 and 1991. Most are simple brick structures covered with stucco (which is periodically whitewashed) and interior carved brick and stucco decoration. Several have distinctive architectural and decorative features, including minarets, monumental portals, intricate geometric patterns, calligraphy bands, and painted wall motifs.

These fall into four groups - hypostyle buildings (the two earliest, the Mosque of al-Asalir and the Great Mosque); the Madrasa al-Fatiniyah with long transversal barrel vault parallel to the north wall; domed mosques; and flat-roofed mosques. Fourteen of these have historical names dating to the Rasulid period, all of them madrasas, and as such are the largest group of buildings from this period in Yemen.

There appear to be no extra-mural historic settlements. Cemeteries are located outside the city and there is a particularly large one to the northwest which includes a mosque and a well, with trees.

### 1.1.3 Inscription on the World Heritage List

ICOMOS underlined the importance of the site not only in respect to its physical appearance, but also in regard to its important role as a centre of Islamic teaching. The Committee inscribed the site on the World Heritage List in 1993, under criteria (ii), (iv) and (vi), at its 19th session, recommending the authorities to strengthen the conservation and management of the site in consultation with ICOMOS.

At this time ICOMOS already had a concern about decay, conservation and management, "since the town is clearly menaced severely at the present time" (ICOMOS, October 1993).

## 1.2 The threats

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### 1.2.1 Modern Zabid

Today, as more fully discussed in the report, nearly half of Zabid within the city wall is composed of modern concrete formed buildings. These have replaced traditional buildings and ruins. They are generally of a small 'box' shape built with concrete block or with a reinforced concrete frame with block or brick infill. Around the edge of the city these form clusters with associated small yards and are generally single storey height. Towards the centre of the city are less modern buildings but which appear to be larger and occasionally are several storeys high.

Central to Zabid, just about at the highest point, is a gigantic concrete framed water tower some 25 m high. Near to the citadel are two very high telecommunication masts. The tower and masts are partially painted.

Throughout Zabid are exposed services, mostly electrical wiring but also water and sanitation pipes where they connect through to the buildings. Occasional satellite dishes and polymer water tanks are set on roofs.

### 1.2.2 Inscription on the World Heritage List in danger

The city is in decline, with historic buildings in a very poor state of preservation due to day and lack of maintenance. There is a substantial amount of uncontrolled and poor quality modern construction actively occurring.

In 2000 the Yemeni government asked for Zabid to be inscribed on the List of World Heritage in Danger to facilitate its preservation (Dec. 24COM VIII.31):

- The Committee recalled the report on the state of conservation of the Historic City of Zabid, examined by the Bureau at its twenty- fourth extraordinary session that included information on the State Party's request to inscribe the site on the List of World Heritage in Danger. ICOMOS fully supported the findings and recommendations of the UNESCO monitoring mission undertaken in 1999 and the request by the State Party that the site be inscribed on the World Heritage in Danger in view of the serious condition of the historic buildings within the property.
- The Committee decided to inscribe the Historic City of Zabid on the List of World Heritage in Danger. The Committee requested the World Heritage Centre and ICOMOS to organize a mission composed of multidisciplinary experts in order to evaluate the situation and recommend further actions.

This was done under Criteria of Ascertained danger: (b) Serious deterioration of structure and/or ornamental features; (c) Serious deterioration of architectural or town-planning coherence; (d) Serious deterioration of rural or urban space, or the natural environment; and of Potential danger: (b) Lack of conservation policy; (c) Threatening effects of regional planning projects.



Several expert missions have been recently undertaken. All the consultant have reported the following general findings:

- Many of the ancient buildings and the Suq are rapidly deteriorating.
- Old city houses are being replaced by concrete buildings.
- The original urban 'grain', even if still there, has lost its character and charm due to the substitution of the original brick walls with concrete blocks.
- Open spaces are disappearing inside the private courtyards and also in the public spaces, by construction of illegal buildings on the streets and little squares.
- There are no traditional materials easily available for repairs of historic buildings.
- There is a lack of maintenance and upkeep as the inhabitants are experiencing social decline and loss of pride
- There is no effective technical and financial support at the local, national and international level, that can be seen as effectively operating within Zabid, satisfying requirements of the city being on the World Heritage List in danger.

### 1.3 The measures previously identified

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Between 2001 and 2004, under the Emergency Assistance 121,918 US\$ were allocated by the World Heritage Fund to assist the State Party for the protection of Zabid. A series of international experts' missions were carried out (see Appendix E), notably for the:

- Elaboration of an Emergency Action Plan (2001);
- Preparation of a Preliminary Urban Conservation Plan, including urban regulations, a graphic document and guidelines (2002);
- Preparation of preliminary projects for the revitalization of the Suq and the restoration of the al-Asha'ir Mosque (2003);

A stakeholder meeting was organized in December 2004 under the title "National workshop for the rescue of the historic town of Zabid". The recommendations of the meeting made the point of the urgent actions to be taken (see Appendix F).

Despite of some efforts made, the results of these activities did not allow to stop the decline of Zabid and the deterioration of its heritage values.

1.4 The Decision adopted by the WH Committee at its 30<sup>th</sup> session (Decision 30COM7a.21)

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The World Heritage Committee,

1. Having examined Document *WHC-06/30.COM/7A*,
2. Recalling Decision **29 COM 7A.19**, adopted at its 29th session (Durban, 2005),
3. Commends the State Party for the numerous efforts made to improve the state of conservation of the property, including efforts to reduce the numbers of violations of historic fabric occurring, to remove past violations and to support the production of traditional materials;
4. Notes with great concern that the main recommendations made by the World Heritage Committee at its 29th session, notably the completion of an urban conservation plan, and a socio-economic revitalization action plan, have not been implemented;
5. Regrets that the Committee's recommendation to integrate the urban regulations drafted for the historic core within the Urban Development Plan has not yet been addressed by the State Party;
6. Urges the State Party to:
  - a) Continue its efforts to monitor and prevent future violations, and to remove existing violations in the open spaces,
  - b) Complete the urban conservation plan to be integrated in the Urban Development Plan together with the urban regulations, and
  - c) Prepare the socio-economic revitalization action plan;
7. Recommends that the State Party invite a joint World Heritage Centre-ICOMOS mission to assess the state of conservation of the property and to agree on appropriate benchmarks;
8. Requests the State Party to submit, by **1 February 2007**, a report on the progress made on the implementation of the above recommendations, for examination by the Committee at its 31st session in 2007;
9. **Decides to retain the Historic Town of Zabid (Yemen) on the List of World Heritage in Danger.**

## 2 The Present Position

### 2.1 The legal and institutional framework

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Until now, the limited international efforts for the safeguard of Zabid (missions of experts funded by the World Heritage Fund) have not been supported by a public local and regional mitigation - enhancement strategy and State Party technical and financial investments. The conservation and rehabilitation problems of Zabid do not appear to be high on the agenda of several governmental ministries.

It would appear that no improvement has been made in the legal and institutional framework. In particular, the mission was informed that the Draft Law on the "Protection of historic cities" under discussion in the last three years, has not yet been approved. An appropriate legislation for the protection of historic cities in Yemen needs to be adopted as soon as possible.

The GOPHCY office is highly under technically and financially resourced for an international campaign - lacking facilities and management skills. It is clear that there is a strong local linkage but significantly ineffective as it carries no authority. The local team are highly motivated but ineffective, missing clear terms of reference, technical skills and institutional support from Sanaa and the Local Council.

It has not been possible to see conservation as a 'catalyst' for development and not possible to see development that would be a driver' for conservation.

In 2002, under an emergency assistance request, a Preliminary Urban Conservation Plan was prepared. This draft, prepared on the basis of a "quick scan" of the urban elements, intended to be a methodological support for the preparation of the Conservation Plan, which needed to be implemented by first carrying out a detailed inventory of the buildings of the Old town. This draft has not been completed for approval and integration in the Urban Development Plan.

It is understood that the same Urban Developed Plan, approved last year and in which the area for the new development outside the historic town is identified, has never been officially transmitted to the local authorities (the Governorate of Hodeida and the Mudirja).

### 2.2 The state of conservation observed in January 2007

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#### 2.2.1 Observations inside the inscribed site

There are many fine traditional houses and monuments within Zabid of local, national and international cultural heritage value. However, there is severe ongoing-rapid degradation of the physical heritage. In those buildings examined there are good traditional internal finishing and fixtures illustrating cultural continuity

and with appropriate and necessary elements of modernity required by the inhabitants.

There would appear to be no conservation works achieved by or controlled by GOPHCY during 2006/7. The present GOPHCY role seems to be a 'holding' action only, minimising accidental and wilful damage and lessening the extent of new building.

From discussions, it is apparent that there has been considerable beneficial effects resulting from street cleaning, with knee-deep litter and detritus in the Suq been substantially reduced. However the Suq ruins and in fringe areas are significantly dirty and not conducive to conservation nor development. The situation is highly disruptive to a pleasant tourism and cultural educational experience. The conditions are clearly unhealthy and not reflecting on traditional Zabid/Islamic social traditions.

It is clear there has been a considerable change in the overall urban fabric- with significant past and active loss of built heritage assets. A visual appreciation by the consultants indicates that anywhere from 40 to 60% has been lost including houses open and public spaces. This has been confirmed by a post mission survey of the state of preservation and this is fully discussed in Section 2.3.

### **Engineering observations**

In many previous consultant missions the high quality architecture and urban form of Zabid have been celebrated and evaluated. A brief summary of a typical architectural arrangement is provided in Section 1.1.2 of this report. Fewer accounts have been made in respect of engineering character of the historic buildings. Engineering weaknesses often become the excuse for the demise and removal of traditional urban buildings. The following observations were made by the consultants and support the view that the engineering designs, construction and performances result in technically 'fit for purpose' wonderful buildings:

- The structures are simple load-bearing brick buildings founded on strip shallow foundations set in fill accumulated from historic previous developments occurring over many centuries. There is no evidence of this type of architecture experiencing foundation instability resulting in tilt and settlement, and thus wall failure. For major buildings, walls do not gain support from adjacent buildings but this may be a design feature in less robust cluster buildings.
- There appear to be no tradition of having damp proof courses, rather external elevations have plaster plinths and internal floors are raised. The core topography provides elements of a rapid natural drainage system and the soft street soils inhibit rain splash effects.
- Traditional wells and lavatories are engineered to have a cultural cleanliness and a minimum of water infiltration through floors into the ground and walls.
- The walls are formed with small sized brick originally set in mud mortars and more recently in lime mortars. There was evidence in occupied buildings for significantly amount of brick separation and time related

opening of joints and face - core splitting. Yet the construction type has a degree of flexibility.

- To some extent the external and internal plasters hold the face bricks and mortar in place. The wall structure components thus hold together well and despite termite channelling through the mortars and rain penetration into wall cores. The walls therefore illustrate, as long as they are well maintained, long-term structural integrity.
- Windows are small and openings regular to aid with simple non-concentrating load paths. Rounded openings minimise on facade lintels that would be affected by termites.
- Ground floors are often raised and this may be just a social custom or related to being off the ground when it is hot in summer and at times of intensive rain.
- Exposed bricks in external faces may relate to social status or complex local traditions for dealing with extreme heat absorption and emission (deep set joints working like a car radiator?). It is likely that complex facade decoration may help with shadow texture also contributing to thermal efficiency. High ceilings and building orientations also clearly contribute to ameliorating the harsh summer climate.
- Suspended floor and roof structures rely on simple beam systems set directly into walls without wall plates and thus the timber do not significantly act as cross structure ties. Beam ends are prone to termite attack. However, the beams appear to be stiff allowing for ceiling plasters and decoration without cracking/detachment problems.
- Flat roofs appear not to be prone to water infiltration with cracking controlled by wall stability. Of importance are plasters and parapet walls for controlling rain water and functions and such plasters may have special local traditional formulas. Spouts appear on the small side and thus casting water to wall bases where it contributes to causing fabric dampness.
- Traditional maintenance techniques have significantly contributing to maintaining structural integrity. Lack of maintenance is shown to initiate a sequence of decay and structural distress mechanisms and the progressive effects are those commonly seen elsewhere.

### **Observations on new development in Zabid**

There are significant areas of new development throughout Zabid. The consultants in a very little time were able to collect the following observations:

- Clusters of development are occurring within and around the original gateways – of buildings generally of poorer residents.
- Clusters of development are taking place around the larger traditional open areas.
- There is a general spread of development where there has been rebuilding actions by owners – leasing land or new simple buildings.

- Use of concrete block. The blocks appear well formed and strong but are mostly very poorly used for load bearing and infill panels. There is highly motivated manufacturing industry through the area.
- Use of reinforced concrete frames and first floor cantilever beam systems set over streets and passageways.
- Simple box forms of housing not respecting historic buildings forms and traditional property boundaries. Such properties appear to be occupied by poor people and who may be immigrants to Zabid.
- The quality of new architecture is poor not adding to the value and quality of historic Zabid.
- There is a new tendency of adding of second and occasional third storeys to original brick load-bearing building walls. At the present time no evidence was found that this has affected foundation integrity, but overloading cannot be ruled out.
- New massing is detracting from historic urban form - changing streetscapes and townscapes. More than 25 obvious new 'tall' buildings were observed.
- Electric cabling and water pipes have been attached to facades of buildings and run through areas on ad hoc posts and brackets.
- It is clear that there are increasing numbers of television aerials and satellite dishes and water storage tanks set on house roofs.
- There has been a systematic programme of inserting underground water and drainage pipes, not part of preservation programme but essential for development and good health. Water is now distributed throughout the city but some areas are not provided with waste discharge. The systems are partly leaking, thus not well functioning, are visually not well detailed and requiring a lot of supportive completion and maintenance programmes (same applies to Sanaa and other historic cities in the Middle East and Asia).
- Throughout Zabid are sheet metal doors with varying amounts of welded-on ornamentation. These doors have replaced highly ornamental wooden doors – a significant component of the original streetscape character.
- Generally in new buildings, there is a lack of whitewashing walls and providing new 'carved' ornamentation – thus old traditions are not maintained, respected and promoted.
- There is no longer a tradition of adding of high parapet walls providing continuity of family privacy to roof functions.
- In and around the Suq the dirty and polluted ground is clearly affecting the historic properties, the pollutants causing salt corrosion and dampness to fabric and it is likely that the conditions are highly unhealthy. Many severely decayed passageway canopies were observed throughout the Suq. Cat and human excreta is seen in all ruins and even in empty but whole buildings!

- The integrity of Zabid roovescape is being downgraded by the central Water Tower, two telecom masts, and taller commercial business buildings (selling gold in a new 'ish' type of Suq developing in the centre of Zabid).
- It is clear that there is no value placed on building ruins and the heritage importance of open /public spaces (no respect and no value for continuity and meaningful change for the better).
- The buried archaeology is appreciated as the deepness of deposit and continuity of constructions has a local fascination. Archaeological excavations are resulting in new data and ideas about the origins and early history of Zabid and the results are being internationally disseminated.
- Termites are of epidemic scale and severely infecting old and brand new buildings. It is likely that solid block walls are reducing the potential of termites to traverse up to roofs and through building contents.
- There is a shortage of traditional building materials at the right cost for promoting conservation and continuity of tradition for new development – there is especially a lack of quality brick, wood and building lime. However, there would be some remnants of craft skills for these industries in the region. However, there would appear to be no high quality craft skills left within Zabid and training initiatives.

### **General observations**

It is pleasing to see private initiatives of some richer house owners in maintaining their traditional Zabidi houses. Discussions confirm that the owners place great social and cultural value in their historic properties; they have pride in their houses, showing off the highly ornamental facades and like the traditional living style and the environmental conditions. The appreciation of the assets seems not to be based on financial value consideration, though land value for redevelopment is being increasingly appreciated and realised – thus the new building effects that are observed.

There are some private initiatives that are keeping aspects of the traditional culture alive and which are relevant to World Heritage objectives:

- Running of a library.
- An antique artefact display and shop in the east gate guard room.
- Establishment of at least 2 women's craft centres.

The Archive Library, of nationally important manuscripts, is in a very poor condition. It has no controlled environment, the security is poor and there is no controlled storage and display environment. It is understood that the manuscripts are going to be moved to a new facility within the Citadel.

There is still the basis of an 'intangible' cultural heritage within Zabid, mostly relating to music and traditional celebratory dancing but also encompassing some poetry. However, the intangible heritage is significantly under threat due to population movements in and out of the urban centre. As found elsewhere, increasing access to computers, televisions and music technology, without

education as to their good and bad cultural effects, is having a most dramatic impact on Zabid society and traditions.

There are no facilities for visitors and these would be especially important in the extremely hot and very humid summer environment. This means that tourists make purchases from local traders (good) but that they do not stay long (bad). Zabid is clearly not a major tourist destination, with day parties generally more interested exploring the whole hinterland of Hodeyda.

#### 2.2.2 Observations within the assumed buffer zone

In the official documents accompanying the nomination dossier there is no indication of the existence of a definite buffer zone, whereas a proposed 1 km buffer zone is identified in the Preliminary Urban Conservation Plan, as a tool for helping to ensure that the immediate rural setting of Zabid is not compromised.

No development has occurred to the south and west of the walled area of Zabid, reflecting on the wadi flood-prone topography and traditional agricultural activities. It is probable that the wadi would inhibit new development in the buffer zone to the south. However, the agricultural lands may need protecting for speculative development if (and which is very likely) buffer zones to the east and north are more fully developed.

Views through the buffer zone to the south, of urban Zabid to the north, illustrate:

- A foreground aspect of much new development (predominantly a grey colour) and within the alignment of the original City Wall.
- A backcloth of historic (a near total white aspect) buildings interspersed with new concrete structures and with the occasional severe massive building violation – the water tower, three/four storey new brick buildings and the telecom masts – all competing with mosque minarets and the occasional palm tree.

The observed modern and on-going development is mostly outside East and North City Gates and along the main roads on these two sides. All development is of modern reinforced concrete construction. One such building has been clad with fired brick to tone down the concrete effect.

The new Suq is a planned development within the identified buffer zone – the architecture is utilitarian of no great design merit but appears to be well used.

Development in the buffer zone and beyond appears highly un-planned and uncontrolled, thus having damaging influences rather than supportive for the World Heritage City. Apparently, development in the buffer zone has been approved by the Governor. The situation would not bode well for the new extensive development zone to the northeast. Development is clearly not progressed according to a (draft or finished) urban development master plan and taking account of conservation and development issues within historic Zabid.



### 2.3 New Survey of the Heritage Preservation Status of Zabid

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At a request of UNESCO/ICOMOS consultants, following their rapid visual appreciation of Zabid's heritage 'intactness', a comprehensive field survey of the situation has been recently achieved. The two day technical inspection had resulted in 'impressions' and 'uncertainties' regarding the precise degree of degradation of the historic urban fabric. The survey aimed to determine, by systematic and objective numerical documentation, how much of the present built stock is constituted by old buildings and how much is new. Accurate data is seen as a prerequisite for future decision making by the World Heritage Committee and for conservation and development designs that may be promoted. The results of the survey are presented below and should be noted seen in the context of **Figure 1**, which illustrates the surveyed condition of Zabid.

How much survives and thus how much has been lost should be further calculated comparing the present situation after a more complete inventory of the urban fabric and with reference back to old reliable maps.

The terms of reference of the new survey was in respect of recording a few key parameters that could be very quickly and simply documented by walking along each road and alley and through each public space. The parameters to be recorded were defined as:

- 1) The old buildings (green colour).
- 2) A block and concrete buildings (red colour).
- 3) Buildings mixed from (block + traditional bricks) (yellow colour).
- 4) Ruined traditional buildings without ceilings and windows (blue colour).
- 5) A new concrete buildings on space and outside the map (brown colour).

(The colour references refer to the presentation of the data on the attached map, **Figure 1**).

The survey has been carried out according to the UNESCO/ICOMOS requirements. Given the speed of survey, limited access onto private properties and the complexity of the urban grain it could be that there are minor inconsistencies. The survey does not take account of heritage intactness within closed off/locked private spaces and buildings. However, the comprehensive results can be statistically used in support of the UNESCO/ICOMOS commission from the World Heritage Committee.

The survey reports the following statistics:

- 1) Surviving old buildings = **44%**.
- 2) Inserted block and concrete buildings = **37%**.
- 3) Inserted mixed block + traditional brick buildings = **5%**.
- 4) Ruined traditional buildings = **5%**.
- 5) New concrete buildings on space and outside = **9%**.

These statistics confirm the visual impressions made during the UNESCO/ICOMOS mission, that less than 50% of the built fabric is 'old' and there is a progressive replacement by concrete block buildings.

The following observations have been made off the plan produced as a result of the survey, see **Figure 1**:

*Observation:* There is just about complete new redevelopment around the rim of the city within the designated walled area. Modern larger-scale development is actively occurring within the designated buffer area.

*Implication:* The urban city is separated from the designated buffer zone and also the rural agricultural setting. All views to the city are compromised by the modern urban foreground. The surviving historic core areas are on a raised landscape and thus can still be seen as a backcloth to the modern foreground character.

*Observation:* There are core areas containing significant numbers of historic buildings. But, there are no large areas where there are just old buildings.

*Implication:* The historic urban fabric is progressively being broken up into small areas. There are opportunities for conservation, management and cultural heritage promotion of these given the implementation of a campaign.

*Observation:* There are patches and 'spokes' of new buildings penetrating in to the historic core areas. Many of the new buildings (and some other structures) are rising above the traditional roofscape of Zabid.

*Implication:* These are significantly thrusting into the core areas and breaking up the city into zones, and which may not reflect on traditional clan/tribe settlement clusters. These news developments will encourage adjacent redevelopment.

*Observation:* There is a general spread of ruined buildings within the surviving historic urban fabric. There are few ruins within the zones of redevelopment.

*Implication:* It is likely that the ruins are encouraging redevelopment processes. Thus the ruins may be the first phase of a local strategy that encourages redevelopment.

*Observation:* There is a large-scale degradation of open spaces.

*Implication:* Redevelopment appears to be associated with the degraded spaces. The character of the historic core is changing and not - a disassociation between the two elements creating the traditional urban grain. The changes are not supporting living improvements of the inhabitants.

*Observation:* The citadel is being disassociated from the traditional surrounds by modern buildings.

*Implication:* Historic relationships are being lost leaving the castle as an isolated monument.

*Observation:* The inserted new buildings have not resulted in the creation of improved and new roads.

*Implication:* Complex historic routings and routing patterns appear to be retained and not replaced.

## 2.4 Active Changes

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During the mission the following activities were brought to the attention of the consultants regarding conservation/development related activities.

### 2.4.1 Cabinet decree

Recognising the loss of heritage and the extreme concerns of the UNESCO World Heritage Committee Zabid was the subject of a special governmental meeting. This was held in December 2006 and Appendix 3 provides a translation of the Prime Minister's decree.

### 2.4.2 Insertion of water and sewage infrastructure and a street paving project.

The German Cooperation has financed a project for the improvement of the sanitation system in Zabid. The concerned infrastructure project implementation started in August 2003 and the works were completed in December 2005. The executed project consisted of the construction of 31 km sewer pipelines plus 15 km house connections and a wastewater treatment plant. During the works serious damages occurred to several houses, provoked by 2 torrential rainfalls. However, the damaged structures have been or directly repaired/rebuild in kind, or compensations to cover the necessary repair/reconstruction costs were paid 60% by the Contractor and the remaining 40% by the Government through GOPHCY. It would appear that the trenching for the pipes was not accompanied with a programme of field archaeology. It is not known to what degree the building repairs were carried out to conservation standards.

The routes run through the complex of streets and alleys. In some places the water pipes enter properties above ground level and the pipes are observable. Some parts of Zabid are still to be connected to the main sewers. There is evidence that some fresh water and waste pipes are leaking.

It was decided that together with the implementation of the sewage infrastructure the paving of the public streets and squares was required. This paving programme would be done in conjunction with storm water drainage works. A paving plan

proposal was prepared in the second half of 2006 and a first phase of implementation should start by summer 2007 with funds made available by the Social Development Fund. It has been recommended that this work be started off as an experiment, aiming to inform the design, surface material choice and construction techniques and also permitting a consideration of wide-scale application related to other development priorities.

#### 2.4.3 Recent Social Development Fund practical involvement in restoration of major monuments

The Social Development Fund has recently sponsored historic reconstruction at the East Gate, South Gate and within the Citadel. These works, where inspected by the ICOMOS/UNESCO consultants showed them conforming to good traditional buildings standards. With one exception, the observed conservation is not fully to international standards. From inspected documents, conservation works to the building fabrics of Al-Iskandariyya Mosque is to a high standard and conservation here of the internal painted decorations is excellent.

The conservation work in the Citadel comprises:

- Some internal reconstruction achieving work to traditional local and sustainable standards.
- Conservation of the south flanking wall.
- Excellent work in the main Mosque.
- Excellent establishment of a small museum in a restored military barracks building.
- Two deep excellently achieved archaeological excavations with trench face stabilisation allowing for visitor viewing of discovered remains down to about an 8 m depth.

It is understood that a major conservation project has or is now about to start, of a damaged structure to the west of the entrance complex and offices.

The Social Development Fund has provided money to compensate inhabitants who have been stopped in constructing new buildings within Zabid.

#### 2.4.4 Provision of Emergency Money by the Social Development Fund

In February 2007 the Social Development Fund made immediate financial provision to GOPHCY/Zabid Town Council of \$85,000. This funding is to be used as a 'Test Phase' of practical activities. The UNESCO/ICOMOS consultants are pleased to see this initiative following their mission and discussions with the State Party.

It is proposed by GOPHCY that this fund be utilised in the following way:

Phase	Action	Financial Allocation (\$)	Comment

Component 1	Actions Emergency	1000 -1500	Grant within the existing GOPHCY System
Component 2	Renovation and Rehabilitation	50% Subsidy	
Component 3	Restoration of historic features	75% Subsidy	
			One assumes the loans are interest free

It is assumed that this would be a phased programme over the following 6 to 12 months. It is not know if this is a one-off fund and other sums would be then made available to augment the same undertakings. The ICOMOS/UNESCO consultants have communicated to GOPHCY how this \$85,000 sum could be allocated within a precisely defined three-phase programme. The uses to which the emergency money could be put are included within an action programme defined in Section 3 of this report.

#### 2.4.5 Potential involvement of GTZ

The German Development Cooperation (GTZ) is presently considering the establishment of an urban development project in Zabid. This follows a long-term commitment to a development programme in Shibam and which has been highly successful and supportive of conservation objectives of the World Heritage site.

The GTZ proposal aims to have similar objectives, driven by clearly definable social and economic development objectives for the City and surroundings. GTZ would be committed to the programme with or without Zabid being a designated World Heritage site.

During the time the UNESCO/ICOMOS consultant were in Zabid a GTZ mission, headed by Gunter Meinart, visited the City to review the conditions and opportunities and to meet key stakeholders. The aim was to gather data for setting objectives and goals, meeting partners, and programming and costing potential programmes. A draft working report on Economic Development and Preservation of Zabid, prepared by a GTZ consultant as background analysis, is presented in Appendix G.

A final decision to set up the GTZ programme in Zabid will be taken March – June 2007.

## 3 Conclusion and Recommendations

### 3.1 Justification for continued World Heritage listing

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The state of preservation of Zabid, as recorded in January 2007, indicates that it is loosing the cultural heritage values for which it was inscribed on the World Heritage List. On-going degradation of authenticity, loss of integrity, lack of conservation, no supportive development, and the wide-scale implant of inappropriate new buildings would further indicate Zabid should be removed off the List, if the process is not immediately stopped and reversed.

However, the ICOMOS/UNESCO consultants are mindful that Zabid could be kept on the World Heritage List of endangered monuments, for at least one more year, given:

1. There are still enough historic buildings and an urban form for Zabid to make a meaningful contribution to some world heritage objectives. The critical mass however is delicately balanced and if no or only a few achievements are made in the next one year this will put Zabid beyond recovery.
2. The Cabinet decree of December 2006 requiring various ministries and GOPHCY to enact a programme of practical conservation/preservation related task and management capacity building.
3. Emergency funds, though relatively small, have been released by the State Party through the SDF.
4. GTZ appears committed to providing skills and money that would significantly support WH objectives. Also, the outline proposals of GTZ, using the successes Shibam urban social and economic development models, seen as essential similar components of sustainability objectives for Zabid, are welcomed.
5. There are opportunities tied in to development, especially for short-term objectives, for modern buildings to be improved: new architectural designs and applied finishes to blend in with, and complement, the historic urban fabric.
6. The inhabitants can be motivated to appreciate their culture and history and a well-considered engagement with them is considered to be achievable. Traditional buildings are appreciated as environmentally better than modern cheaper and shorter lived ones. The severe decay of the Suq is regretted by the inhabitants would appreciate technical help and aid in make it again the heart of a thriving commercial and social area.
7. Zabid is strategically placed on the coastal plain of Yemen for future tourism and rural development, and thus can be readily promoted for built heritage and natural environment – and seen as protecting long-term objectives. The further degradation of Zabid and international downgrading would severely inhibit regional development.

8. A successful rescue campaign for Zabid would be a key component for UNESCO/ICOMOS promoting other sites in Yemen for WH status and the general preservation of the Yemeni cultural heritage.
9. Removing Zabid off the List would probably doom it to further rapid degradation and thus there would be significantly more loss of heritage assets. While retained on the List there are presently reasonable chances of saving key monuments, collections of historic houses, and some urban character/charm - thus retaining a unique heritage at the national level. However, there would have to be an acceptance of further losses and much change of character - through development upgrading and promotion of tourism.

### 3.2 A Programme of Urgent Actions

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The scope and contents of a programme that could be implemented by the State party is described here below. The programme takes account of priorities, objectives, methods and outputs that can be monitored. The actions which the ICOMOS/UNESCO consultants consider would be key undertakings to reach the 'benchmarks' for the World Heritage Committee monitoring in 2007-8 are **highlighted in red and the overall aim being to identify the degree of achievement and progress.**

#### 3.2.1 National- Government and Institutional Actions

##### **Undertaking 1: Re-issuing of Cabinet Decree No.425 – 2006.**

*Objective:* Enhanced strategy with confirmation of budget and programme for implementation by government and participating institutions

*Priority:* Very High

*Programme target for first measurable results:* June 2007.

*Output:* Key document driving the commitment of the Government of Yemen for the implementation of the World Heritage Convention regarding the protection and promotion of historic Zabid.

##### **Undertaking 2: Setting up an Inter-ministry Committee to coordinate national response to WH concerns.**

*Objective:* Definition of 'Terms of Reference' for each participating ministry with the objective of have a clear coherency of strategy and set of methods for supporting GOPHCY and other implementation parties.

*Priority:* Very High.

*Programme target for first measurable results:* June 2007.

*Output:* Terms of Reference and working arrangements agreed at first inter ministry meeting.

***Undertaking 3: Submit a request for International Assistance to form ad hoc team of technical experts***

*Objective:* To support the objectives of the World Heritage Committee, the Government of Yemen and the programme implementation organisations based in Zabid with on-going technical advice regarding emergency undertakings and conservation/site promotion. The team would provide continuity of support and more effective than different consultants being used for one-off yearly missions.

*Priority:* Moderate to High.

*Programme target for first measurable results:* June 2007.

*Output:* Exchange of data and information in support of practical actions proposed below.

***Undertaking 4: Government provision to GOPHCY in Sanaa and Zabid of adequate budget to stabilise the degradation of the World Heritage.***

*Objective:* Reinforcing GOPHCY with and skills and capabilities commensurate with precisely defined terms of reference and with sums allocated to designed programmes of work.

*Priority:* Very High.

*Programme target for first measurable results:* August 2007.

*Output:* Funded action programme with measurable goals and bi-monthly reporting.

***Undertaking 5: Setting up of Offices in Zabid by CIM and GTZ.***

*Objective:* To appropriately support the GOPHCY office and illustrated funding commitment to development objectives with key aspects of heritage preservation.

*Priority:* Very High.

*Programme target for first measurable results:* September 2007.

*Output:* Professionally staffed and equipped office meeting requirements for defined project goals and methods.

***Undertaking 6: Definition of 'Terms of Reference' for supporting authorities, agencies and participating stakeholder groups.***

GOPHCY, GOAMM, Governate of Hodeyda, Local Zabid Council, NGOs, GTZ

*Objective:* To ensure clarity of unique and joint roles and responsibilities required for short term and long term undertakings.

*Priority:* High.



*Programme target for first measurable results: October 2007.*

*Output:* Set of documents agreed with relevant parties.

***Undertaking 7: Completion of heritage protection laws.***

*Objective:* To have national laws for ensuring the heritage of Zabid is protected from accidental and wilful damage and that there are responsibilities and obligations and mechanisms for the protection and enhancement for the cultural heritage of Zabid integrated into approved social, economic and physical development.

*Priority:* Very High.

*Programme target for first measurable results: January 2008.*

*Output:* Progress reports, fully drafted draft laws for World Heritage Sites in Yemen, Government Endorsed Law.

***Undertaking 8: Implementation of 'Local' stakeholder committee.***

*Objective:* To involve all relevant organisations and people in Zabid and the region. To disseminate information, collect ideas, plan/execute activities related to the objectives of the campaign.

*Priority:* Moderate.

*Programme target for first measurable results:* Once every two months.

*Output:* with bi monthly minuted meetings responding to predefined meeting agenda and with defined action lists.

***Undertaking 9: Committee for development of new Zabid beyond the buffer zones and in the development area to the NE.***

*Objective:* Coordination of planning and execution of development and taking account of heritage related requirements in historic Zabid.

*Priority:* Moderate.

*Programme target for first measurable results: January 2008.*

*Output:* Minuted meetings addressing concerns and opportunities. Improved common understanding of the development goals, priorities, methods and risks.

***Undertaking 10: Provision of the most significant UNESCO/ICOMOS generated documents and consultant mission reports translated into Arabic for local use within Yemen.***

*Objective:* To have documents in Zabid that can be understood by all participating organisations and individuals.

*Priority:* Moderate.

*Programme target for first measurable results: January 2008.*

*Output:* Full set of documents and translated for practical use.

### 3.2.2 GOPHCY and Local Authorities Actions

***Undertaking 1: Completion and Issuing of upgraded base-line survey plan reporting the percentage of historic buildings and percentage of violations and related to older status surveys.***

*Objective:* Determination of baseline status of preservation within Zabid.

*Priority:* Extremely High.

*Programme target for first measurable results: March 2007.*

*Output:* Map showing surviving historical buildings new buildings and infringement of modernity within open and public spaces.

***Undertaking 2: Stopping of poor new construction and saving on the removal of protected heritage assets***

*Objective:* The inhibiting loss of heritage resources and change to the as-found urban fabric until planning processes are approved and implementable, and integrated with conservation and rehabilitation requirements.

*Priority:* Very High.

*Programme target for first measurable results: March 2007.*

*Output:* Measurable stopping of new construction in Zabid and Buffer until there are comprehensive.

***Undertaking 3: Production of specifications for emergency actions.***

*Objectives:* Have sound methods of carrying out emergency work that conform to international conservation ethics and methods.

*Priority:* Very High.

*Programme target for first measurable results: July 2007.*

*Output:* Texts and drawings for each type of intervention. Bill of Quantities form. Documents to be used for monitoring of undertakings and developing technical specifications for short and long term conservation undertakings.

***Undertaking 4: Cleaning of historic and new Zabid***

*Objective:* Continued improvement of environment, living conditions and health. Providing sense of pride and aiding/giving momentum with heritage preservation objectives and future development.

*Priority:* Very High.

*Programme target for first measurable results: July 2007.*

*Output:* Simple physical work and verbal information to local inhabitants and shop owners.

***Undertaking 5: Completion of the drafted Conservation Plan and with translation into Arabic. Provision of short version for wide dissemination.***

*Objective:* Completion of outstanding document that would be the main driver for implementing the operational guidelines of the World Heritage Convention.

*Priority:* Very High.

*Programme target for first measurable results: October 2007.*

*Output:* Main report with drawings. Short version for wide circulation in Arabic.

***Undertaking 6: Zabid office upgrading.***

*Objective:* To provide and reinforce the ability of GHOPHCY to implement and manage emergency campaign and then short-term and long-term operational guidelines of the World Heritage Convention - such as those undertaking prescribed and recommended in this document.

*Priority:* Very High.

*Programme target for first measurable results: October 2007.*

*Output:* Fully equipped and staffed office in Zabid and able to integrate with emerging programmes of GTZ and CIM.

***Undertaking 7: Sample of street and public space paving.***

*Objective:* To experiment with difference types and forms of paving and drainage. Testing of visual effects and providing information for costing and programming of methods for wide-scale applicability. Monitoring of improvements to street cleanliness. Stimulus to mending and improving water supply and waste disposal infrastructure.

*Priority:* Very High.

*Programme target for first measurable results: November 2007.*

*Output:* Sample of works and improved design documents.

***Undertaking 8: Provision of 'materials-bank'***

*Objective:* Free or subsidised conservation quality brick, lime and wood and termite chemicals. The brick GOPHCY kiln to be reactivated with corrections to faults. New brick improvement following research and experimentation. Upgrading of local kiln outputs to meet conservation requirements and quantities.

*Priority:* Moderate.

*Programme target for first measurable results: January 2008.*

*Output:* Supply of materials for conservation and rehabilitation projects to all involved stakeholders practically working in Zabid.

***Undertaking 9: Approval of contractors and individual specialists for carrying out emergency conservation works.***

*Objectives:* Have quality methods of carrying out emergency work that conform to international conservation ethics and methods. To ensure competent work is done and that work is not done by the cheapest bidder or friends.

*Priority:* High.

*Programme target for first measurable results: January 2008.*

*Output:* Interview reports and certification based on training and examples of work to agreed standards.

***Undertaking 10: Planned, costed and programmed schedule of medium and long term actions***

*Objective:* Thorough design of forward looking activities, reinforcing the emergency action period for achieving a sustainable goals and taking account of many heritage related activities promoted by UNESCO and other consultants in the period 1993 to 2006.

*Priority:* Moderate until November 2007 then Very High priority by March 2008.

*Programme target for first measurable results:* (see above) as outlined in this document and referencing undertakings promoted in consultant mission documents as referenced.

*Output:* designed and approved programme of undertakings for 2008 – to 2011.

***Undertaking 11: Printing and informed wide dissemination of plan showing protected red line area, buffer zone, approved development areas, recommended protected views, recommended protected agricultural land.***

*Objective:* Provision of a simple and visual aid tool, showing to everyone the status of the World Heritage Site and setting.

*Priority:* Moderately High.

*Programme target for first measurable results: May 2007.*

*Output:* Issue plan with verbal support during dissemination.

***Undertaking 12: Prescription of heritage related rules and regulations for conservation in Zabid extracted from the completed Conservation Plan***

*Objective:* Simple clear and implementable actions for GOPHCY and Local Council in respect of:

- Historic Buildings
- Open and public Spaces
- Ruins

*Priority:* High.

*Programme target for first measurable results:* January 2008.

*Output:* Texts, drawings and tape recordings in Arabic.

***Undertaking 13: Prescription rules and regulations for following by inhabitants and owners.***

*Objective:* Issuing of simple clear and implementable actions for new development within Zabid, buffer zone and setting, in respect of:

- Consultation and approval processes
- Design principles
- Relationship to historic buildings and areas and archaeological remains
- Internal alterations
- External appearances
- Landscaping
- Use of materials
- Maintenance

*Priority:* Moderate.

*Programme target for first measurable results:* December 2008.

*Output:* Texts, drawings and tape recordings in Arabic.

***Undertaking 14: Sample open and public space surrounding wall improvement***

*Objective:* To provide a suitable design, including of foundations, aiming to initiate a programme of space stabilisation and to inform local residents not to pursue strategy of space encroachment and character degradation.

*Priority:* Very High.

*Programme target for first measurable results:* October 2007.

*Output:* Sample improvement of a space and related to paving experiment. Issued report and design document for wide-scale application.

***Undertaking 15: Conservation and enhancement works at South Gate funded by the SDF.***

*Objective:* Completion of works. Completion of post works documentation. Training of GOPHCY Staff. Promotion of the monument. Monitoring of works for applicability elsewhere.

*Priority:* High.

*Programme target for first measurable results:* September 2007.

*Output:* Physical building works. Documentation. Reuse and public access. Promotion literature.

***Undertaking 16: Experimentation and consolidation of one or more ruins.***

*Objective:* To development methods and provide training in conservation methods aiming to retain authenticity and support heritage promotion.

*Priority:* Moderately High.

*Programme target for first measurable results:* October 2008.

*Output:* One or more samples of preserved ruin and 'model' sample of reinstated building assuming large-scale reconstruction based on records.

### 3.3 Medium and Long-Term Conservation Programme Actions

**Identification and evaluation of ruins throughout Zabid**

*Objective:* To define those ruins of heritage value for in situ preservation as a ruin, those for reinstatement, those for documentation/investigation then allowing for appropriate urban redevelopment.

*Priority:* Very High.

*Output:* Full documentation and evaluation of all ruins.

**Set of exploratory pits to evaluate archaeological conditions**

*Objective:* Collection of data about ground conditions throughout Zabid from which an archaeological protection policy can be prescribed for the on-going production of a development master plan and for application of foundation design for new buildings.

*Priority:* Moderate.

*Output:* Comprehensive data and evaluation reports, implementable protection policies, future archaeological research objectives.

**Visitor access to sets of Zabidi houses.**

*Objective:* Public/visitor access to the heritage identified on the World Heritage inscription for Zabid.

*Priority:* Moderate.

*Output:* Daytime access supported with guide and purchasable literature.

### **Appropriate house improvements - bathrooms and kitchens, infrastructure, air conditioning**

*Objective:* To experiment with methods of modern insertions into old traditional Zabidi houses.

*Priority:* High.

*Output:* Demonstrations of the processes and production of appropriate specifications and guidelines, ensuring authenticity and original heritage elements are not compromised.

### **Good designs for new houses within Zabid**

*Objective:* Integration of new buildings that respect and enhance the preserved heritage and meet future urban residential and commercial requirements.

*Priority:* Very High.

*Output:* Production of guidance texts and drawings. Training of GOPHCY architect to with local stakeholders.

### **Replacement of concrete buildings with contemporary brick**

*Objective:* There is a significant demand for modern buildings and observations indicate that they are desirable and a functionally viable solution. However, those newly implanted there should be replaced with materials and forms compatible with the historic importance and character of Zabid.

*Priority:* Moderately High.

*Output:* Phased replacement of houses built with concrete materials, integrated with social development for better living conditions and good designs for new houses.

### **Replacement of concrete boundary walls with brick**

*Objective:* Replacement of modern concrete block walls around surviving historic properties and edging / encroaching public spaces, which are severely affecting the integrity of the historic urban form and character of Zabid. This programme would encourage public awareness of World Heritage objectives and GOPHCY commitments.

*Priority:* Very High.

*Output:* Phased replacement, integrated with street paving objectives.

### **Literature for visitors**

*Objective:* To improve Zabid as a key place within Yemen for visitors.

*Priority:* Low to Moderate.

*Output:* Pamphlets, post cards, photographs, CDs calendars supporting private NGO visitor enterprises.

### **NGO and local resident own heritage projects.**

*Objective:* To very importantly engage with the inhabitants of Zabid, encouraging medium and long term formal and informal 'bottom up' protection, pride and enhancement of their owned urban environment.

*Priority:* Moderate.

*Output:* Projects technically supported by GOPHCY with a quality for receiving local, national and international funding.

### **Education programmes for local schools**

*Objective:* Provide materials and information for the schools curriculum and supportive of children and students being aware and proud of their heritage.

*Priority:* Moderate.

*Output:* Teacher training materials. Lesson plans, Literature on Zabid and other WH sites. Audio and visual materials, guided tour plans by GOPHCY.

### **Garden programme for private and public spaces**

*Objective:* To develop sustainable 'green' spaces which reflect on those present for many centuries through to their recent demise.

*Priority:* Moderate.

*Output:* Historical research report. Establishment of one or a few regenerated areas and for monitoring prior to wide-scale application throughout Zabid and in the Buffer zone.

### **Adoption of Zabid Urban Development Plan.**

*Objective:* Production of one or more documents addressing social, economic and physical revitalisation and development in Zabid, Buffer and surrounding rural setting. The development strategy to integrate with well-honed WH site conservation objectives and taking account of threats, risks, opportunities and maximum sustainable urban development.

*Priority:* Very High.

*Output:* Documents and planned activities building upon and reinforcing the consultancy work of GTZ, and CIM (presently supported for three years but with longer term expectations) and supplementing on-going conservation/new



development/maintenance campaigns in Zabid and integrated with local and regional development of western Yemen.

**World Heritage Visitor Centre associated with existing Zabid museum and other regional cultural facilities (natural and man-made resources).**

*Objective:* To establish a facility meeting international standards, reflecting on achieved and predicted campaign outputs, taking into account modelling of future visitor economics and combined archives/research activities with CATS, National Museum in Sanaa and ROM.

*Priority:* Moderate.

**Visitor Hotel**

*Objective:* To provide a quality guest house or hotel.

*Priority:* Presently Low to Moderate but potentially High should Zabid be saved and successfully promoted (to be reviewed annually and discussed with potential private investors).

*Output:* New quality facility aiming to better put Zabid 'on-the-map', generate an income and create local employment.

**Technical research and experimental programme**

*Objective:* For the Zabid campaign to make positive contributions to conservation science and enhance methods applicable to Zabid – reinforcing authenticity and low maintenance objectives. The main thrust of the undertaking would be in respect of:

- Brick moulding and firing
- Lime manufacturing, preparation and use
- Wall and roof thermal performance
- Traditional and modern termite treatment
- Waste recycling.

*Priority:* Moderate.

*Output:* Reports, on-going experiments, usable results, discarded experimental findings, workshops, trained persons in advanced conservation practises, increased public awareness.

3.4 Recommended benchmarks

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The mission consultants indicate to the Committee that all the above defined undertakings are important for an on-going 'recovery' campaign and would require immediate implementation with 'early' measurable results in the period March 2007 to February 2008 (a one year emergency response strategy). The immediate

undertakings would be supplemented with longer term actions with measurable results in the period 2008 to 2011 (responding to a further three year committed programme).

The proposed undertakings have been organised so the different participating parties, institutions and organisations can identify their proposed roles and responsibilities in this emergency period. Furthermore, it is essential that there are a clear set of achievable immediate, short-term and long-term goals and outputs. The proposals provide a means by which the undertakings can be monitored to ensure effective implementation and resolution of the Committee's urgent concerns regarding on-going degradation of the urban fabric and key monuments and in respect of the obliteration of the designated buffer zone.

The ICOMOS/UNESCO consultants recognise that all the proposed undertakings for the State Party to enact are valuable. They recommend to the World Heritage Committee that it may be better to focus on some of the identified concerns, to better ensure achievements, than doing all of them immediately. Here the result would likely be that the implementation team(s) becoming 'swamped', perhaps not achieving anything. The consultants have therefore defined 12 topics that could usefully be considered as benchmarking topics should the Committee recommend Zabid being kept on the World Heritage List:

**1) Adequate legal and institutional framework set up in 1 year**

- Re-issuing of Cabinet Decree No.425 – 2006.
- Government provision to GOPHCY in Sanaa and Zabid of adequate budget to stabilise the degradation of the World Heritage.
- Setting up of Offices in Zabid by CIM and GTZ.
- Completion of heritage protection laws.
- Completion of the drafted Conservation Plan and with translation into Arabic. Provision of short version for wide dissemination.

**2) Physical degradation stopped immediately and reversed**

- Stopping of poor new construction and saving on the removal of protected heritage assets.
- Approval of contractors and individual specialists for carrying out emergency conservation works.
- Appropriate house improvement design - bathrooms and kitchens, infrastructure and air conditioning.
- Good designs for new houses within Zabid.
- Starting demolition of the concrete walls on the streets and other public spaces and replacing with brick walls.
- Planned, costed and programmed schedule of medium and long term actions.
- Prescription rules and regulations for following by inhabitants and owners.

- Adoption of Zabid Urban Development Plan.

For each of the above topics it is recommended to the State Party that the World Heritage Committee be informed of rectifying the concerns by reporting on:

- Funding
- Management
- Design
- Consultation
- Programming
- Implementation
- Adequacy of output measured against the design targets

Given a decision by the World heritage Committee to retain Zabid on the World heritage List, the consultants would further recommend that the State Party provide six monthly reports for one year for emergency period; then six monthly reports for three years, for a short-term programme; then yearly for a long-term programme.

### 3.5 Conclusion

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The observations made during the joint UNESCO/ICOMOS 2007 mission would support a conclusion that during the last year GOPHCY has been able to achieve some stopping of violations but not much else and SDF has independently supported reconstruction of the south gate and on-going archaeology/conservation in the Citadel.

The result is that Zabid is critically at the point of now having no overall world heritage value. The degradation is on-going and with evidence of accelerated losses of heritage assets. However, there are still present many fine monuments and some areas of historic urban fabric of national and international value.

If it is desirable and agreed to retain Zabid on the WHL then a package of undertakings are recommended to the UNESCO World Heritage Committee for onward promotion to the State Party for immediate actioning. The heritage-based actions would integrate with and support a strategy of urban regeneration.

The mission consultants identify to the World Heritage Committee the need for the State Party to generate a future vision for Zabid enacted through clearly established cultural heritage laws, respecting the incredibly rich and diverse physical cultural heritage attributes of Yemen. From such laws would flow local conservation policies drawing upon recommendations made by previous international consultants. The principle aim would be to firstly rescue Zabid from removal off the World Heritage List and then have means by which the valuable cultural assets of Zabid can be managed and promoted.

The 2007 ICOMOS/UNESCO mission consultants are strongly of the view that there should be clearly defined achievable goals take account of national and local capabilities and therefore that such interventions should be phased with

measurable and monitorable goals and outputs - operational at different stakeholder skill and value levels. As capacities grow so may the objectives and goals change.

Given the situation of Zabid found during the mission, it is seen as necessary that the rescue campaign be re-orientated and achieved through a set of newly formulated 'drivers', these being:

- Immediate dynamic stabilisation of the active degradation of the urban fabric with appropriate injection of funds and skills and action programmes and supported by all participating institutions.
- Urban development set within a broad regional agricultural and growing commercial context. In this sense Zabid needs to reinvent itself within 20th century Yemen.
- Heritage conservation and enhancement of the retained built heritage assets as required through being on the World Heritage List and with Yemen Government being party to the World Heritage Convention.
- There be a strategy to ensure social and economic viability to sustainability topics, maximising on the need to reduce the risk of failure to achieve the World Heritage Committee's expectations in the long term.

The rescue must be seen, through design, to be robust and professional with an immediate creation of team vitality and with enhanced capacity, thus being cost effective, openly accountable and viable after recovery without on-going international support.

## 4 Acknowledgements

The World Heritage Centre and ICOMOS wish to express their gratitude to the following people:

1. Dr. Abdullah Zaid Ayssa, Chairman of GOPCHY, and his colleagues Mr Abdulmalik Ali Azzan, Mr. Arafat Al-Hadrami and the other GOPCHY staff for their excellent organisation and great hospitality.
2. The team of GTZ and Mr Ed Keall for their time, professionalism and important discussions.
3. Zabidi citizens and their families, who invited the mission consultants to appreciate their traditional private houses and who provided wonderful traditional food.

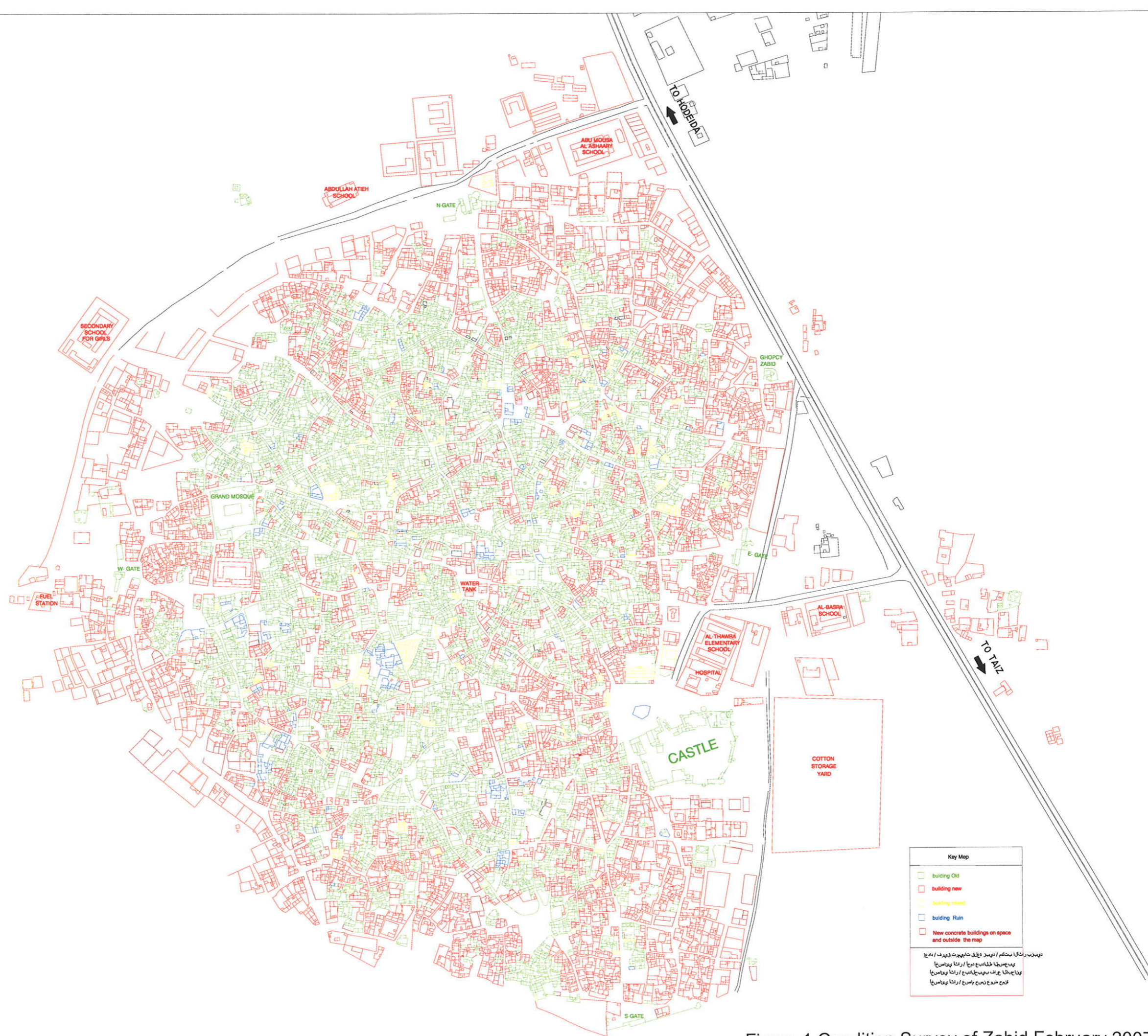


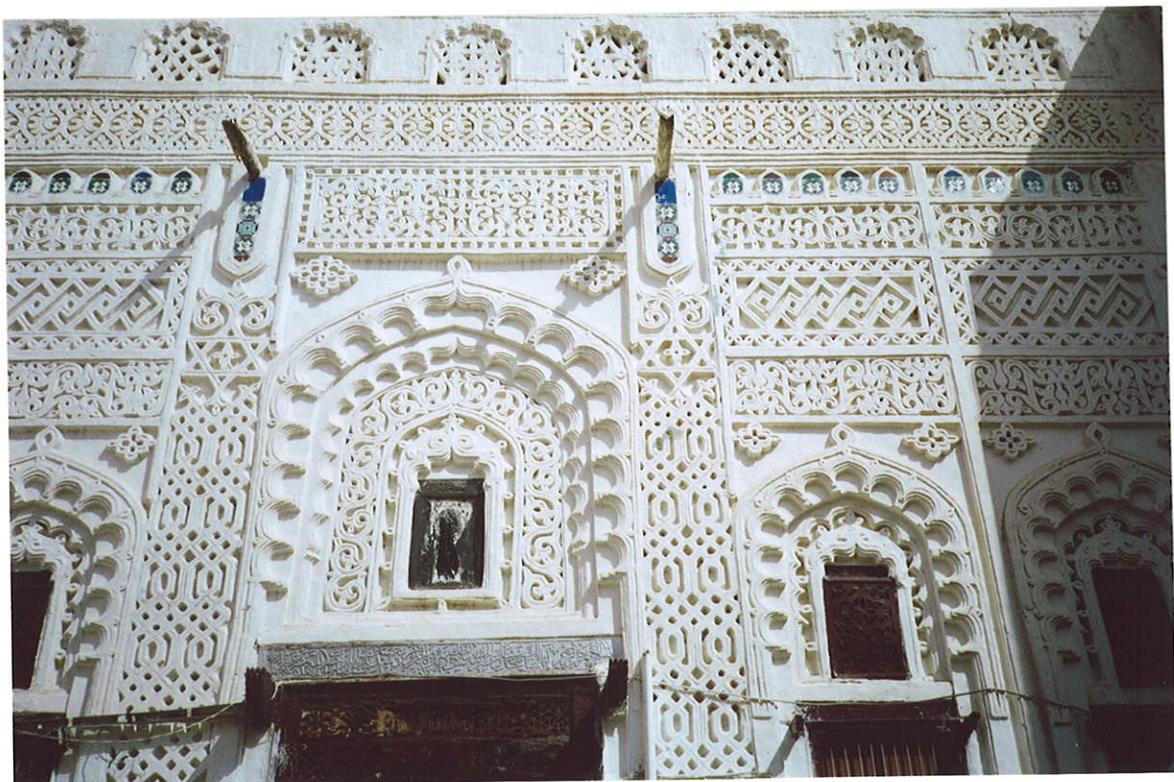
Figure 1 Condition Survey of Zabid February 2007

**OWNER PRESERVED  
HISTORIC HOUSES**



1. Well Preserved Core Area House Facade with Modern Pipe Accretions
2. A Typical Traditional Alley

**OWNER PRESERVED  
HISTORIC HOUSES**



- 3. Maintained Cluster
- 4. Maintained Facade





1. Lack of Surface Render Maintenance
2. Moderate to Severe Rain Induced Basal Decay

DECAY



3. Degradation of Canopy on Suq

4. New Build Within with Induced External Brick Wall Failure

## RUINS



1. Brick Reuse Material, Wall Robbing Near South Gate of Zabid
2. Urine Induced Basal Corrosion



3. Reuse as a Lavatory and Rubbish Tip

4. Courtyard Decay of Plaster with New Whitewash Cover over Decayed Once-Decorated Facade

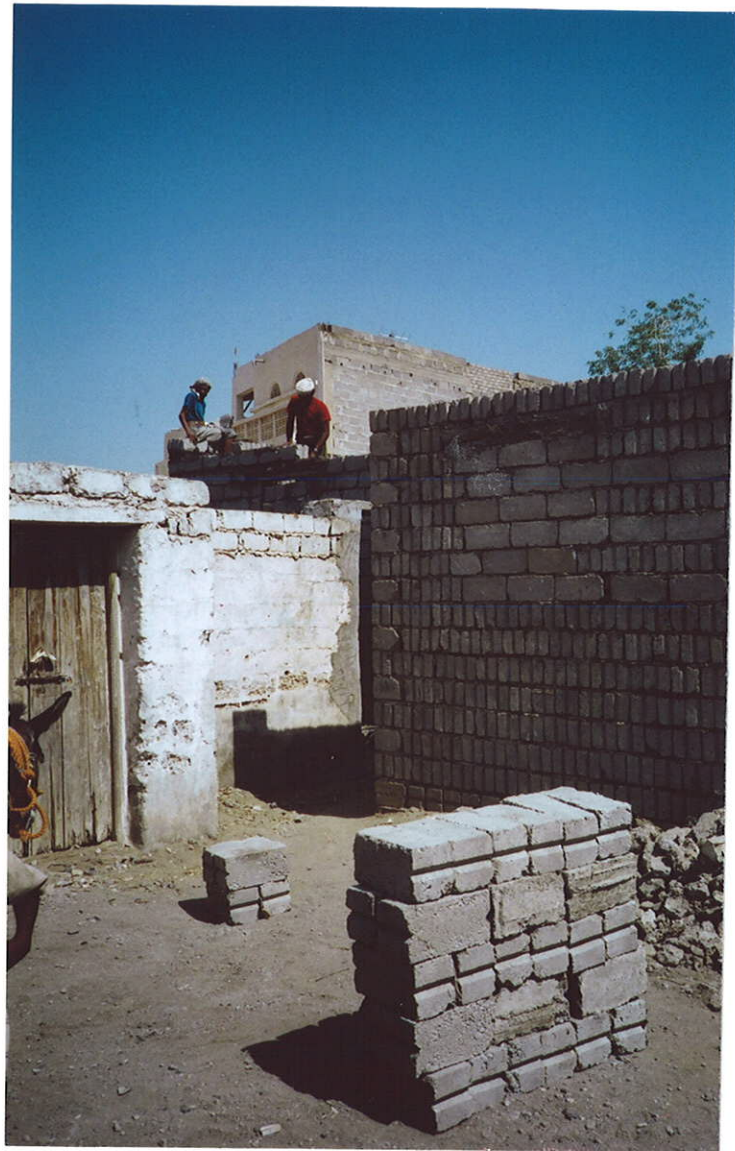


**MODERN DEVELOPMENT**



1. Abandoned Concrete Frame Building in Central Area
2. Brick Building in the Square, Opposite the Entrance to the Citadel

MODERN DEVELOPMENT



3. New Concrete Frame and Block Building
4. Active New Construction in Central Areas, Observed by the UNESCO/ICOMOS consultants

## MODERN DEVELOPMENT



5. View from South Gate Illustrating an Extensive Area of New Buildings. With Modern Structures Beyond, Set Near to Mosque

## CONSERVATION



1. South East External Tower of Citadel Complex
2. Citadel Mosque and Minaret



CONSERVATION



3. Recently Stabilised Minaret and Flanking Wall, and with Adjacent New Building

4. South Gate of Zabid

## Appendix A

### Schedule of the Mission

Activity	Who	Time	Date	Day
Arrival on IY flight n. 749, met at Airport by Mr. Azzan	<b>FM, CI</b>	<b>17:50</b>	<b>17/1</b>	<b>Wednesday</b>
Arrival on LH 652flight, met at Airport by Mr. Azzan	<b>RH</b>	<b>22:45</b>		
Meeting with Mr Ayssa and Mr Azzan, GOPHCY, + Mr Schweikhardt	<b>All</b>	Morning	<b>18/1</b>	<b>Thursday</b>
Transfer to Zabid	<b>All</b>	Afternoon		
Visit of Zabid	<b>All</b>	Morning	<b>19/1</b>	<b>Friday</b>
Meeting with the Mayor and local authorities	<b>All</b>	Afternoon		
Meeting with the Mayor, local NGOs, local authorities	<b>All</b>	Morning	<b>20/1</b>	<b>Saturday</b>
Visit of the surrounding area		Afternoon		
Meeting with GTZ group	<b>All</b>	Morning	<b>21/1</b>	<b>Sunday</b>
Visit of the bricks factories				
Transfer to Sana'a; visit to Jebel Bura on the TL	<b>All</b>	Morning	<b>22/1</b>	<b>Monday</b>
Working on the report	<b>All</b>	Afternoon		
Meeting at GOPHCY	<b>All</b>	Morning	<b>23/1</b>	<b>Tuesday</b>
Working on the report	<b>All</b>	Afternoon		
Departure from Sana'a	<b>CI</b>	<b>00:30</b>	<b>24/1</b>	<b>Wednesday</b>
Meeting at GOPHCY	<b>FM</b>	Morning		
Official lunch offered by Mr Ayssa	<b>RH, FM + GTZ team</b>			
Meeting with the Pres. of Nat. Com.	<b>FM, RH</b>	16:00		
Meeting with GTZ team	<b>FM, RH</b>	17:00		
Meeting with the Minister of Planning	<b>RH, FM + GTZ + GOPHCY</b>	<b>08:30</b>	<b>25/1</b>	<b>Thursday</b>

Meeting at the Embassy of Italy	<b>FM</b>	<b>11:00</b>		
Free time		<b>Afternoon</b>		
Departure from Sana'a, IY 748	<b>FM</b>	<b>00:30</b>	<b>26/1</b>	<b>Friday</b>
Departure from Sana'a, LH653	<b>RH</b>	<b>00:30</b>	<b>26/1</b>	<b>Friday</b>

## Appendix B

### List of People Met

#### B1.1 In Sana'a

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- Mr Abdullah Zaid Ayssa, Chairman of General Organisation for the Preservation of Historic Cities of Yemen (GOPHCY)
- Mr. Abdulmalik Ali Azzan, D.G of PR& Int. Cooperation GOPHCY
- Mr Abdulkarim Al-Arhabi, Minister of Planning and Managing Director of the Social Fund for Development (SFD)
- Mr Mohamed A. Al-Kadasi, Secretary General of the National Commission for UNESCO
- Mr Abdullah A. Dailami, Head of Infrastructure and Cultural Units of SFD
- Kamal Haglan, SFD
- Abdulhakim Al-Sayaghi, SFD

#### B1.2 GTZ team (German Technical Cooperation)

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- Mr Omar Abdulaziz Hallaj, Teamleader of Shibam Urban development Project
- Mr Günter Meinert, Head of Unit, Decentralization, Regional and Local Governance
- Mr Erik Schweikhardt, Urban Development Advisor
- Ms Maggy Grabuwdzija, consultant
- Mr Hadi Saliba, consultant

#### B1.3 In Zabid

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- Mr. Arafat Al-Hadrami, D.G of local GOPHCY
- Mr. Antar Jazem, GOPHCY
- Mr. Osama Abas Motahar, GOPHCY
- Mr. Abdulhabib Al-Dobhani, GOAAM
- Col. Abdulal Al-Modwahi, Chairman of Local Council
- Mr. Najeeb Haroon, Deputy Chair Local Council
- Col. Hamid Gobar, Police Officer

- Mr. Akram Ateah, Member of Parliament
- Shikh.Ahmed al-Bahkali, Manager of Awqaf
- Mr.Abdulrazaq al-Maqboli, Manager of Public Works
- Mr. Abdurahman Noman, Court of Zabid
- Mr.Majed Warow, NGO
- Mr.Ibrahim Al-Jarmozi, NGO
- Mr.Taher Shara'an, NGO
- Mr.Dawod Bazi, NGO
- Mr.Abdulaziz Al-Batah, NGO
- Mr.Abdo Ali Haroon, NGO
- Mr.Faisal Hashoosh, NGO
- Mrs Zakiah Hogainah, Women's NGO
- MS. Badiaah Alyami, Women's NGO
- Mr Ed Keall, Head of the Department Near Eastern and Asian Civilisations of the Royal Ontario Museum.

## Appendix C

### Cabinet decree No. 425 – 2006

#### Concerning

#### **Some providence and actions to remove the Historic Town of Zabid from the List of World Heritage in Danger.**

The Cabinet review the letter No.( 590) dated 17/12/2006 submitted from the president of (GOPHCY) Concerning Some providence and actions to remove the Historic Town of Zabid from the List of World Heritage in Danger.

#### **Decided the followings:**

1. Stopping any building construction, destruction, and any addition in the city and inside the buffer zone of the historic city according to the master plan ( approved by The Ministry of Public Works and high ways in cooperation with GOPHCY dated 23, March 2005).
2. The Minister of Public Works and high ways has to introduce the master development plan prepared in cooperation with GOPHCY which indicates the buffer zone and the new development area and adhere it. And start the implementation of the first phase of the new development area indicated in this plan.
3. The Minister of Culture and the president of GOPHCY:-
  - With the cooperation of all concerned planning authorities has to speedup to complete the Conservation plan of the Historic Town of Zabid where they can to achieve that recourse that they may see of the experts and consultants (national & international) in this field.
  - Inventory, documentation and classification of the construction violations of the Master city pattern and the invasion of public spaces and squares inside and around the city, and in the buffer zone of the historic city, make appropriate proposals to remove the violations and make proposal for the required budget for that including the compensations may accrue.
  - formation establish a Committee (capable specialized working team) from inside and outside GOPHCY to make a rescue action plan for the city and execute the studies and necessarily proposals until the issue of the conservation plan . Setting up proposal for international Aid from the world heritage committee according to the Articles ( 11&13) of the Convention Concerning the Protection of the World Cultural and Natural Heritage.

- Review the situation of (GOPHCY branch in Zabid) and Reinforce its structure with appropriate technical staff and providing the required financial potentiality.
4. The minister of finance and the minister of planning and international cooperation has to speedup to acquire the proper fund to complete the Conservation plan of the Historic Town of Zabid and execution all required studies and tasks stated in the above articles.
  5. All the concerned authorities (The Ministry of Public Works and high ways, GOAM, the ministry of planning and international cooperation, ministry of endowments, the Hodaidah governorate, the local authority in zabid, and .....atc.) Has to achieve complete and serious cooperation with GOPHCY and acquire the proper support and requirements to facility the implementation of tasks stated above and to take into consideration that the preservation of the city and its buffer zone is the responsibility of all of them not only GOPHCY.
  6. The minister of legal affaires, the minister of culture, and the president of GOPHCY has to reformulate the decree project and submit it to the prim minister for signing and issuing it.
  7. This decree has to take in action from 19/12/2006 and execute all its articles.
  8. The decree has to be executed by the means of proper administrative tools.

## Appendix D

### List of reports on Zabid available at the World Heritage Centre since 2000

2001	<b>Rapport de mission</b> : Proposition pour un plan d'action et des mesures correctives. [mission à Zabid] 13-28 mai 2001. 37 pp.
2001	<b>Rapport de mission</b> : Rapport de mission du 14-05 au 03-06-2001. 18 pp.
2001	<b>Rapport SOC par l'état partie</b> : Zabid au Yemen, ville inscrite sur la Liste du patrimoine mondial en peril. Rapport de la mission de suivi reactif (9-24/05/2001)
2001	<b>Rapport de mission</b> : Action Plan for Zabid (Yemen) on UNESCO's World Heritage List in Danger (7 pp)
2002	<b>Decision</b> : 26COM 21A.16
2002	<b>Plan de gestion</b> : A Report on the Urban Conservation and Management of the Historic City of Zabid (Yemen) – World Heritage in Danger (36 pp)
2002	<b>Rapport de mission</b> : VILLE HISTORIQUE DE ZABID. CAHIER DE RECOMMANDATIONS (No date, c.2003) (34 pp)
2002	<b>Rapport de mission</b> : Rapport de mission à Zabid ... 8-29 décembre 2002. 49 pp.
2003	<b>Decision</b> : 27COM 7A.20
2003	<b>Decision</b> : 27COM 8B.2
2003	<b>Decision</b> : 27COM 12.4
2003	<b>Rapport SOC par l'état partie</b> : Yemeni efforts towards the safeguarding of the historic city of Zabid, July 2003, presented by GOPHCY, Ministry of Culture and Tourism, Republic of Yemen, 3 pp.
2003	<b>Rapport de mission</b> : Rapport. Mission de suivi des actions entreprises en faveur de la ville historique de Zabid... 25 sept - 14 octobre 2003. 29 pp.
2004	<b>Rapport de mission</b> : Revitalization of the Historic Suq. Zabid, Yemen. Preliminary project. Summary report. March 2004. 7 pp.
2004	<b>Decision</b> : 28COM 15A.20
2004	<b>Rapport de mission</b> : Mission report. Expert mission to Sana'a, Republic of Yemen, organized from 22 to 29 October 2004. December



2004. 39 pp + 3 maps. [Note: although the mission was "to Sana'a" where meetings were held, the report concerns only Zabid]

- 2004      **Rapport de mission** : "National Workshop on the Rescue of the Historic City of Zabid" (Yemen) [Report of Mission 14-16 December 2004] (17 pp)
- 2004      **Rapport de mission** : Mission report. Mission to Yemen (12-19 December 2004). 21/12/2004. 5 pp.
- 2005      **Rapport SOC par l'état partie** : Report on the State of Conservation of the Historic Town of Zabid, GOPHCY, February 2005, 8 pp
- 2005      **Conservation Plan. Proposal for finalization.** March 2005.
- 2006      **Rapport SOC par l'état partie** :
- 2005      **Decision** : 29COM 7A.19
- 2005      **Decision** : 29COM 8C.2
- 2006      **Decision** : 30COM 8C.2
- 2006      **Decision** : 30COM 7A.21

## Appendix E

### Recommendations of the Stakeholders Meeting on Zabid 14-16 December, 2004

The recommendations are actually a summary of the meeting's proceedings and discussions between the representatives of the local community of the town of Zabid, officials, dignitaries, scholars specialists and supporters who were carefully selected to represent the spectrum of stakeholders on the town of Zabid coupled with officials at the national and international levels in addition to Yemeni and expatriates researchers.

Following a discussion over the remarks and recommendations which were presented by the participants, a drafting committee was formed to review the set of remarks and the recommendations. The committee also decided to group the recommendations according to the following topics:

- 1- Administrative aspects.
- 2- Planning aspects
- 3- Executive Aspects
- 4- Training
- 5- Finance
- 6- Communication.

The committee also arranged the recommendations according to priority. Implementations of these recommendations is linked to the implementation timetable and the nature and extent of such recommendations and where the responsibility for implementation lies , Nationally or internationally.

The following are the recommendations according to topics stated above:

#### **Administrative Aspects:**

1- The formation of a supreme committee for the conservation of the historic town of Zabid similar to the supreme committee which exist for the Old City of Sana'a. The participants recommended that the formation of such committee should take place in an urgent manner and should include the membership of:

- Director of the president of the Republic/s office, Chairman.
- The Minister of Culture and Tourism, Deputy Chairman.
- Minister of Endowments and Guidance, Member
- Executive Director of the Social Fund for Development, Member.
- Governor of the Governorate of Hodeidah, Member.
- Chairman of the General Authority for the Preservation of Historic cities, Member and Reporter.
- Chairman of the General Antiquities and Museums Authority, Member
- Deputy Minister of Public Works and Roads for Urban Development, Member.
- Deputy Minister of Finance for Budget sector, Member
- Deputy Minister of Planning for Projects Sector, Member
- Member of the Parliament Rep. Of Zabid District, Member
- District Director of the town of Zabid, Member.

The committee can freely refer to person of expertise and specialists.

2- To declare a National and regional Campaign to safeguard the historic town of Zabid to be launched in 2005 and to declare Zabid the Capital of Yemeni Culture for the year 2005 with the aim of intensifying National and regional effort to safeguard the town and to facilitate the provision of sufficient financing to carry out human resources development and preservation projects in the city( Ministry, Ministry of Planning and International cooperation and the Council of Ministers).

3- To speed up the process of issuing the Historic cities conservation Law by the concerned government authorities) Ministry, GOPHCY, Ministry of Legal Affairs, Council of Ministers, parliament).

4- To speed up the creation of an independent technical unit which could be named ( The Heritage House) and which would service as an independent ( financially and administratively) Unit which can be supported internationally for two to three years and would b be mandated to carry-out:

- Implementation of the conservation Plan.
- Supervise the implementation of the conservation law, supportive legislation's such as the antiquities law, urban planning law and other laws by executive bodies.
- Advice preservation , restoration and rehabilitation projects in the town of Zabid and the government agencies and investors as well as others on Technical matters related to the conservation of the city.
- Prepare and implement an action plan for the safeguarding of the city.
- Evaluation of progress in the development and conservation of the town of Zabid.
- Enhance relations and builds confidence with the World Heritage Center that the Yemeni side is capable of implementing the Conservation Plan..
- Coordinates with all concerned agencies and to encourage their participation in line with their mandates and to monitor their activities related to the conservation of the Historic town of Zabid.( details of the functions and mechanism of the heritage house have been prepared by a consultant of the World Heritage Center, Hadi Seliba) August 2002).

5. Call upon the Ministry of Local Administration and the Governorate of Hodeidah to revive and strengthen the administrative role of the Historic town of Zabid and to increase financial allocations to the town to enable it to play the required role.

6. Called Upon the education of Judges, Prosecution office and security officials of their role in implementing the penal code related to building violations in Zabid specially those who don't obtain building permits from GOPHCY's office.

7. Removal of the Concrete columns and leveling of the open space and to prevent any new construction in this area by looking for a large building, to restore this building and to give it the function of the branch office for the Ministry of Public works and Roads in the town ( Ministry of Public Works and GOPHCY).

8. To speed up procedures to remove the Hotel building being constructed in front of Al-Shabareeq Gate ( governorates of Hodeidah, Ministry of Public Works and Roads, The high committee for compensation, GOPHCY.)

9. To halt any building permits by the Public Works department or any other agency inside the historic quarter or within the buffer zone of the town delineated in the town's land use plan and to prevent any new violation, to strengthen monitoring and following over any restoration and rehabilitation work in the city. ( The local Council, the Executive office of the District of Zabid).

10. Prepare a project for the removal of all small scale violations such as fences, and small constructions and others and to benefit from the experience of the Old City of Sana'a on this regard).(GOPHCY, the local Council).

11. Prepare a short tem and long term plan for removal of all types of violations based on a detailed and through study of such violations and to compensate those concerned according to existing laws such as the Urban Planning law, and the antiquities law and other laws( Ministry of Public Works, GOPHCY).

### **Second: Planning Aspects:**

- To speed up the approval and launching of the Architectural Development and Land use Plan for the Historic Town of Zabid ( Ministry of Public Works- Urban Development Sector, GOPHCY.)
- To speed up the completion of the study and the launching of detailed plans for the proposed expansion areas outside of the historic town area and to publish the executive code and planning guidelines along with specification and terms and conditions for building in these areas . The provision and building of all needed infrastructure and to provide an alternative and room for the residents of the city of expand as well as providing opportunities for investments ( Ministry of Public Works, GOPHCY).
- Completion of preparation of the Architectural Development and Land Use plan for the Historic town of Zabid, its executive by laws and guidelines during the first six months of the year 20005 as a maximum period, to approve it and launching it for implementation.( GOPHCY, World Heritage Center, the UNDP Cultural Project).
- Pay Greater attention to the neighboring areas of the historic town of Zabid from a planning perspective in a similar manner as the attention given to the Historic part.

- To speed up the implementation of works to support the critical parts in Asha'er Mosque and to finalize the implementation drawings for the Old Market and the Asha'er Mosque considering that these two units are the center of any economic rejuvenation for the city (SFD, GOPHCY, WHC, The UNDP Cultural project.)

### **Third: Executive Aspects.**

#### 1- Urgent:

- The translation of these recommendations a detailed action plan which includes the type of intervention and the main agency responsible for implementation as well as the sub-agency responsible for follow-up and to define required costs and deadlines for implementation and completion of all the tasks.
- To prepare an urgent plan for the conservation of the architectural fabric of the town as follows:
  - As soon as the Old Market studies and the Asha,er Mosque studies are completed, search for financing should be carried out to finance the initiation of the implementation of the Old Market plan to revive the economic situation of the town of Zabid considering that it is the heart of the city and would form the basis for improvement of the town's economic conditions.
- To speed up the completion of the Sewerage and Sanitation projects for the town.
- Follow-up on the Office of the Public Works and the Social Fund For Development to finance a project for the pavement of the street network of the historic town of Zabid and to conduct a review of the lighting network so that the required infrastructure for the lighting can be carried out along side the pavement works.
- Called up the Social Fund For Development to carry out a study for the production of traditional building material in an affordable manner and specially ( Baked bricks).
- Called upon all government agencies and International organizations to support the effort for the restoration and rehabilitation of homes in a similar manner as that of the Historic Town of Shibam-Hadhramout with due considerations to the local characteristics of Zabid and its economic conditions.

#### 2- On-going:

- Called upon the General Authority for Tourism Development to adopt tourism project which provides needed tourism facilities in the town of Zabid in a manner which is suitable to the characteristics of Zabid as an historic town and to come up with a tourism guide for the towns' tourist attractions and historic landmarks.
- Called Upon the Ministry of Public Works and Roads represented by the General Authority for Slaughterhouses and Meat markets to speed up the implementation of a central slaughterhouse for the new town of Zabid to provide new work opportunities and a value added economic activity.
- Called upon industrial companies in the public and private sectors to contribute to the support of the textile industry and handicraft industries in the town of Zabid and to help in the marketing of these products with particular emphasis on the construction of a textile plant in the town of Zabid.

### **Fourth: Training Aspects:**

- Within a qualification program, specific training and qualification program targeting Conservation agencies should be created.
- Qualification of specialists to prepare restoration and rehabilitation projects for homes, and historic building and landmarks as well as historic areas).
- Qualification of staff on the preparation and management of conservation plan for the Historic cities..
- Qualification of traditional builders and handicrafts persons.

- Called upon the Faculties of Engineering, Architecture Department, Civil Engineering Departments , the Faculty of Literature's departments of antiquities and history to include curriculums related to the conservation of the urban cultural heritage as part of their academic curriculums and the direct graduation thesis for students on the conservation of Zabid in Particular for the year 2005 in coordination with the GOPHCY, GOAAM and the Local Council of Zabid to prevent repetition of selection of projects.

**Fifth: The financial aspects**

- The establishment of a fund for the preservation of the town of Zabid and the approval of a financial allocation for the fund worth Yr 400.000.000 ( four Hundred Million) to be used as follows:
- To cover compensations according to the law.
- Removal or restoration and rehabilitation of all the violations according to the conservation plan and annexes.
- Support and protect traditional building which are about to collapse until restoration work is carried out.
- Seek out other sources of financing for the fund to ensure sustainability of the fund and to make it effective.

**Sixth: Communication Aspects:**

Called upon all media organization( officials and private) to intensify their offerings by highlighting the value of conservation of the urban cultural heritage as a source of pride and Yemeni identity and as an important part of the comprehensive human resources development plans with special emphasis on the historic town of Zabid specially in the media organizations 2005 program schedules.

## Appendix F

# Economic Development and Preservation of Zabid

From: Burkhard v. Rabenau, Consultant  
 To: Omar Abdul Aziz Hallaj, Team Leader SUDP  
 Date: January 19, 2007

## Summary of Findings

### 1. Introduction

This report is based on limited readings, discussions with Erik Schweikhardt and Omar Abdul Aziz Hallaj, and a two day visit to Zabid and surroundings. The visit was used to visit the Old City and to meet with local officials (GOPHCY, Development and Cleaning Fund, GOAM, Local Council members, and private sector officials). Because of the brevity of the trip, the results are qualitative and impressionistic. They raise questions and suggest priorities, but almost always must be verified. Despite some uncertainty, I believe that the impressions are quite solid, and despite their preliminary nature, the policy conclusions deserve consideration.

Key findings on the existing situation and development potential include:

- **Demographic and Economic Indicators:** There is significant uncertainty as to key indicators describing urban Zabid and its rural hinterland. The most plausible data suggest that urban Zabid has a population of 23,000, and the district overall (in its new boundaries) has a population of close to 150,000. But others put the number at only 50,000, and published data were not available during the mission. A map with historical and new district boundaries would be desirable, as are data on agricultural land and production.
- **Overall Physical Situation:** Zabid's potential as a world heritage site is quickly declining, to the point where the city is of interest mainly for its individual monuments rather than as a historical city. Little time is left. Ideally, any international assistance should be conditional on key milestones, including evidence that further heritage loss is prevented within a three months.
- **Heritage Preservation:** Essentially, two alternative strategies are available. One is to give up on the preservation of Zabid as an urban heritage site and to focus on the preservation of key monuments. Call this the **Monument Preservation Strategy**. The other is to seek preservation of the city, by halting further heritage loss and by reversing some of the worst losses of the past. Call this the **Urban Preservation Strategy**. Of the two strategies, the second is by far the more ambitious, costly, and risky. It cannot succeed unless all parties including the National Government, Local Council and the leading families of Zabid are fully behind it. It will also require an associated tourism strategy to make it work. The risk is that local and national government nominally agree to the second strategy, but will not provide the backing necessary – as has been the case in the past.
- **Economic Base:** Zabid has lost most of its traditional jobs in the small crafts sector, agricultural processing, and regional trade. In addition, agriculture is in decline, with plausible estimates suggesting that as much as 30 percent of once productive land now lies idle. Zabid also has not been successful in developing either a roadside market (though there is the Commercial Center on a secondary road to Fasa), or a weekend market – markets that exist in all nearby cities. Attempts to establish a new weekend market with international assistance have failed. The tourism sector is very weak and encounters local resistance. The Guest House visited by perhaps half the visitors to Zabid, was burned down four times. The traditional economic base as a District Capital has been cut significantly, as the district was divided into 4 or 5 new districts, reducing the number of jobs remaining in Zabid.
- **Economic Development:** Zabid's economic decline has been driven by long-term factors common to all urban centers that are impossible to reverse (including growth in automobile ownership, income, degree of specialization and trade, and the extent to which urban centers produce for their hinterland). In addition however, it has done worse than other urban centers in the Tihama and now seems to be weaker than several towns nearby. Part of the reason is a lack of development flexibility associated with Zabid's physical heritage, which has made it difficult to adjust and take advantage of new trends (such as the highway markets that exist in all other cities). Another part of the explanation may be a lack of social capital that affects internal decision making and cooperation within Zabid society. A small number

of households dominate decision making and have captured government, making it difficult to disentangle their interests from those of larger society.

- **Economic Opportunities for Zabid:** Economic development opportunities have been identified in two areas: For ten years, Zabid has been discussing with the national government the possibility of making Zabid the capital of a new Governorate. This would transfer significant national resources to Zabid. Should this happen, a key concern is that the new resources and investments will benefit the Old City rather than lead to greenfield development. Second, there is the economic development impact of historic preservation and an associated tourism strategy. However, the limited local support for this type of strategy so far, and incidents suggesting hostility towards tourism, do not make this a sure-fire bet.
- **Souq:** Preservation planners rightfully are concerned about the situation of the souq. Yet their suggestion to close down competing markets (such as Zabid's own Commercial Center) smack of planner socialism not compatible with a market economy and at any rate are not politically or economically viable. Nor would they revive the souq. Revival depends on the economic renewal of Zabid as a whole and to some degree, on developing sectors that can make use of outdated market buildings. Demand most likely could come from a revival of modernized crafts in association with a tourism strategy. In addition, the souq will have to be significantly reduced in size.
- **Historic Preservation:** Assume an **Urban Preservation Strategy** is being followed. Whether this makes economic sense, will have to be determined during a follow-up mission. It clearly depends on cost and available funds. Almost certainly however, it will require all of the following:
  - **Immediate Prevention of Heritage Loss:** This includes both carrots and sticks – carrots in the form of incentives, and sticks in the form of code enforcement. Code enforcement so far has not been successful. Proposals for an *Enforcement Unit* advocated by local GOPHCY have not received national backing. One test of the seriousness of national and local authorities is that new construction stops within 3 months.
  - **Transfer of Development Rights:** This is a tool that compensates households for the opportunities lost for having to comply with preservation codes. Essentially, each owner of a building with remaining heritage value is rewarded for the loss of opportunities associated with heritage enforcement. Owners sign a contract with SDF or a trust, that signs the right to certain building changes over to the trust. The contract is legally binding and enforceable as any such contract would. In exchange for the transfer of these rights, the owner receives compensation in an amount to be determined.
  - **Lending Facilities:** This represents a substantially expanded lending facility, building on the Dutch experience. This experience should be reviewed, including the extent to which lending was compatible with preservation objectives.
  - **Rehabilitation Incentives:** These are similar to the incentives paid in Shibam with SDF funding. The amount would likely be capped at 35 percent of total cost, and funding would be limited to construction activities that are in line with preservation objectives. The lending facility would be there to fund part of the other 65 percent, if the owner does not have the needed cash at hand.
  - **Community Awareness and Backing:** There seems little local backing for preservation, and in particular not for codes and their enforcement. In part this may be because the community expects few rewards from historical preservation. An important step will be to gauge community attitudes.
  - **Traditional Builders and Construction Trade:** There no longer is any construction in traditional bricks, though the knowledge of brick production and construction have not been lost. As in Shibam, organizing traditional builders and receiving their backing is important.
- **Tourism:** The total number of visitors is estimated as between 6,000 and 15,000, though most local indicators suggest a number closer to 6,000. Zabid lies on the Southern tourist route from Sana'a to Manaka, Hodeidah, Zabid, Mokha, Taiz, Ibb and Jibla. Most tourists on this route would visit Zabid for an average 2-3 hours. Direct expenditures are estimated as YR 500-1,500 per tourist, so that the economic impact is minimal. Zabid's tourism potential will depend on its future conservation strategy. Based on current trends, the tourism potential is small, limited to a short visit of the citadel and a few additional monuments. However, with substantial effort and a comprehensive conservation and heritage strategy focused on the development of a crafts sector, a larger tourism industry, nearby beach development, hotels, and restaurants, this potential could be significant, particularly if Yemen succeeded in raising its tourism numbers nationally.

- **Crafts:** Little remains of Zabid's once rich craft heritage in the form of pottery, weaving, dyeing, and textile production generally, wood working, wood painting, rope production, and production of basketry and mats from plant materials. Four Women's Associations have been established, each with its own niche markets of crafts. Unfortunately, very little of this material is of a quality that could be marketed broadly, and with a few exceptions, it is not up to international tourism standards. Still, these associations are very active; they have formed based on local initiative and with little or no international assistance; and they clearly have potential within a tourism strategy. The extent to which men could be motivated to take up once again traditional crafts – as has happened in Shibam – is worth exploring.
- **Agriculture:** Agriculture has been the economic foundation for much of Zabid's wealth. It is the agricultural hinterland that provides an urban center with its role as provider of services, producer of goods, processor of agricultural crops, and as trader and intermediary. In addition, Zabid's urban population owns much of the agricultural land surrounding Zabid. Preliminary investigations suggest that agriculture is in serious decline, as a result of a decline in groundwater and surface water supplies – though there is much disagreement on the root causes. As a result of the greater cost of water (associated with higher pumping costs) and declining availability, farmers have started to shift to less water intensive crops, and they may eventually shift to water conservation methods – though this is a process not yet started.

## 2. Overall Economic Situation

For many centuries, Zabid was the leading urban center serving the urban and rural population in Wadi Zabid and part of the neighboring Wadis of Rima to the north and Nakhla to the south. While the relative importance of Zabid has declined for the last 80 years, the decline has become precipitous over the last 40 years and accelerated over the last 20 years. The reasons are discussed in Section X and have to do both with new transport and trade patterns and the emergence of more nimble competitors. The Government's decentralization policy recognized the relative decline and today, what was once the District of Zabid, has been divided into 5 districts with centers in Al Gharaji, Jabal Ras, Al Tuhaytah, Al Hocha and Zabid.<sup>1</sup>

The population of the City of Zabid including immediate surroundings is estimated at 22,000, and the size of the district (in new borders) is estimated at 120-150,000, though some local officials put the number as low as 50,000. It should be easy to develop better estimates, but local information at this point is notoriously unreliable, see also Section X. Population estimates used in recent engineering projects are extrapolated based on the country's average growth rate of 3.7%, but make no adjustments for Zabid's apparent economic decline.

In the past, Zabid's economy served its urban population and rural hinterland as a center of local and regional trade, agricultural processing (cotton, reed, oil from seeds) and local workshop production (weaving, dyeing, pottery making, basketry/mat weaving, carved and painted wood furniture, rope making and much else). Changes in income, means of transport, and production technology have eroded most of the competitive advantages that Zabid once possessed, and its historical buildings and obsolete infrastructure acted as a burden to needed renewal and rehabilitation. In addition, government capture may be a problem, with a small group of leading families and landowners dominating local decision making. This makes it difficult to reverse decisions, such as the establishment of the Commercial Center, which many see as a leading cause of the decline in the Souq (though I will argue that it is irreversible anyway).

The current situation is characterized by declining agriculture, a shift of trade to competing centers, the almost total loss of the handicraft and small workshop sector, and the destruction of historical assets that could have provided Zabid a new competitive advantage based on tourism.

The remaining economic base of urban Zabid includes a small tourism sector (further quantified in Section X), regional trade in agricultural products to Hodeidah and Sana'a, a small district administration with relatively high-paying public sector jobs, and minor agricultural processing in the form of a public sector cotton plant. In addition, the families of Zabid own much of the agricultural land surrounding the city, and hence survive in part based on the agricultural rent received – though ownership is highly concentrated with just a three families owning much of the property.

## 3. Summary of Potential

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<sup>1</sup> This is an approximate list. Al Husainiyah to the north is a separate district, but was originally part of Bayt al Faqih. Similarly, Hays may be a separate district, but was so prior to changes in district boundaries some six years ago.



The existing situation is difficult to reverse, for reasons discussed in Section X. For almost a decade Zabid had hoped to become the capital of a new Governorate. Recent talks (in 2006) with Central Government have revived this hope. However, while this may channel central resources to Zabid and assist in stabilizing the economic situation, it has little economic benefit to society at large, even as it strengthens the local economy. Moreover, local interests would almost certainly use the resulting building funds for greenfield development rather than rehabilitation of the World Heritage site. The reasons for this conclusion are discussed in Section Y. For obvious reasons, a greenfield development would divert limited investments funds away from the rehabilitation of the historical city.

Opportunities associated with the World Heritage Site designation have not been exploited, and there is little taste by the community for a tourism-based strategy. The specific potential of the tourism sector is discussed below. At any rate, it makes tourism led-rehabilitation difficult, and it may eventually reduce Central Government support for rehabilitation subsidies.

#### **4. Agriculture**

Depending on the source, Zabid is surrounded by a mostly rural population of between 25,000 and 125,000 within current district borders. The higher number is based on voter roles used in Local Council elections adjusted for growth since 2001, and hence should be reliable – though visual evidence of such a large rural (and hence mostly agricultural) population is difficult to come by.

Key agricultural products are bananas (15% of area) and mangos (25%). Other traded crops for national markets include cotton, tomatoes, ochra, and peppers. A public sector firm located outside Zabid employs a permanent staff of 43 (augmented by 25 seasonal workers) to process 4,500-6,000 tons of cotton annually. However, processing is limited to separating seeds from cotton; operations are declining and well below capacity; and the plant likely would not be profitable in the private sector, given that it operates for only half a year but hires most workers year-round. The next tomato factory is in Bajil, close to Hodeidah, and no other processors are based in Zabid.

There is no evidence in Zabid of wholesale operations related to the agricultural sector (sale of agricultural machinery, pesticides or fertilizer). Zabid operators are said to act as intermediaries in the banana and mango trade, marketing local crops nationally and at the Port of Hodeida, but do not act as importers or exporters themselves – which is where typically, most of the money is to be made. The main additional impact of agriculture is that much of the land around Zabid is owned by urban residents who lease it out to farm operators. The average farm size is likely around 10-20 fedan, though many farmers may operate smaller plots – and many owners may own areas many times larger.

As to future potential, the key concern of farmers and owners is the decline over the past 6-7 years of agricultural production, attributed to a lack of water resources. There is general agreement that the decline is real, though quantitative estimates vary. According to the head of an agricultural association (who is also a farmer), 60 percent of the land that was once cultivated now remains fallow or has been abandoned. Others think that this is an exaggeration, and that it is only 30 percent. While locals give a number of reasons for the loss of arable land (see Annex X), the most likely is groundwater depletion, perhaps coupled with tighter government constraints on new drilling or expanding the depth of existing wells.

Agricultural policy is beyond the scope of this assignment. It may suffice to note, that farmers in the future may switch to less water intensive crops (mangos instead of bananas) or adopt water conservation measures (drip irrigation, channel liners). Still, if the current situation and recent decline in agricultural production is confirmed by future analysis, one would conclude that agriculture is not likely a source of major future growth for urban centers such as Zabid.

#### **5. Tourism Sector**

Zabid's tourism sector remains underdeveloped and Zabid's designation as World Heritage Site has brought few tangible benefits to the population. Over the years, tourism potential has experienced a steep drop – a decline that has continued unabated since 2004, when a UNESCO Workshop warned government of possible decertification. Key problems include the unchecked deterioration, removal and replacement of historical buildings; and the addition of many new structures inconsistent with the historical texture of the city. As a result, tourists to Zabid now visit individual monuments rather than a historical city.

Information about the tourism sector remains fragmentary, including such basic data as the number of annual visitors. Still, it should be possible to develop most data required for a tourism strategy during a mission planned for March, particularly if the National Tourism Strategy reports can be located.

**Number of Tourists:** Professionals working in the tourism field vary in their estimates of tourists visiting Zabid per year. Consultant reviewed ticket sales at the Citadel, and discussed tourism numbers with the owners of the Pasolini House, the Guest House, and tour guides (see Annex X) resulting in an estimate of 4-6,000 visitors in 2006 – less than half those visiting Shibam. Other professionals however insist that Zabid is visited by more tourists than Shibam. Zabid is one station on a typical one-week tour of Manaka, Hodeidah, Zabid, Hocha, Mokha, Taiz, Ibb, and Jibla. In addition, there are about a dozen cruise ship landings annually in Hodeidah (average boat size 1000), with 30% of passengers taking a Southern tour to the Tihama (and the remainder visiting other destinations including Manaka.

**Tourism Economic Impact:** Tourism's economic impact on Zabid remains small. Using participant estimates, perhaps 50% of Zabid's visitors have a meal in the Guest House, perhaps 80% buy a ticket to the citadel; 5% make a small purchase in the local souq (including buying postcards or a weaving); 40-50% make a donation to the Pasolini House (average about YR 200); and perhaps 20-30% hire a local guide (most groups come with their own guide). As estimated in Annex VII, the average direct impact of tourism on the local economy may therefore be around YR 8 million, or YR 450 per capita per year.

In addition, Government subsidies for historical preservation, infrastructure and other measures could easily triple this figure. Based on experience in Shibam, a ball-park estimate of gross urban income for a city of the size of Zabid, is YR 500 million. Subsidies plus other income of YR 50,000 may be as much as 10% of community income.

**Tourism Potential:** Yemen's tourism potential is far greater than its current numbers suggest. In the absence of regional conflicts and without internal safety concerns, both national and regional tourism numbers could double or triple. Even then however, the economic impact of tourism will remain small.

On its own, Zabid is faced with a choice in strategy: It can follow a *Monument Conservation Alternative* that aims at preserving the most important individual monuments. Instead, it may follow an *Urban Restoration Alternative* that aims at an integrated restoration of the historical city. In this case, it might make sense to develop a complementary tourism strategy that would make tourism one of the economic lead sectors of the Old City.

Surely there are numerous options to substantially raise tourism income, including the re-activation of the handicraft sector, higher fees from visits to historical sites, access to a greater number of buildings, and making available hotel and restaurant facilities to international standard. However, none of this will matter much without successful and broad-based conservation and rehabilitation programs. In addition, continued high prevalence of malaria and typhoid limit the appeal for an overnight stay in the area. While Government already fights these diseases, more will have to be done to assure tourists that it is safe to stay in the area.

## 6. Local Trade and Historical Souq

There is widespread agreement among preservation experts that Zabid's historical souq is central to the preservation ambitions of the city and to Zabid's economic revival. Yet it will be difficult to devise a strategy to reverse recent trends. Preservation experts fail to understand the long-term reasons for the decline and their recommendation, to close competing markets, are unrealistic (in addition to being infeasible and economically undesirable).

The current situation of the Souq is indeed deplorable. At most 30% of the establishments remain occupied. Many buildings have collapsed, and others are shuttered or vacant. Even estimates of 1999 report that 70% of buildings are waqf-owned with rents too low for basic maintenance. Only 10% of all buildings were then classified as in good shape, while 50% were poor and 40% in ruins. The situation today is likely worse.

The overall level of business is low, with only those too old, poor, or sick willing to buy there. Few craftsmen remain. There was still a weaver, several sewing shops, and a mill for linseed oil, but none of the traditional trades that might form the basis for a revival of the souq. Most stores sell groceries and vegetables judged by local residents as being of inferior quality. While there are a few stores of potential interest to tourists (coffee shop, weaver, basketry goods) a local guide estimates that at most 5% of tourists stop to buy anything.

Most people associate the demise of the Souq with the establishment of a rival Commercial Center built just 15-20 years ago along the new road to Faza at the northern edge of the city. Built by Government, the Center was leased on favorable terms to Zabid's leading families that in turn rent at market rates to small businesses. The deal is said to be highly lucrative, and one certainly should not expect the Center to close down.

It is difficult to see how the situation could be reversed. The changes in Zabid are part of a country-wide trend, in which traditional souqs have lost business while new markets developed along major roads.

Indeed, this was visible in the early 1980, when this Consultant was working in Yemen on a country-wide strategy for secondary cities. The change is the result of rising car ownership; new construction methods available to those building from scratch; the obsolescence of traditional souqs in term of accessibility, parking and flexibility in meeting modern market requirements; and the greater profitability of greenfield development generally.

There are other developments that shape Zabid's opportunities:

- In Yemen as elsewhere in the world, pattern of trade have changed. The share of goods being produced locally, for the local market, has declined dramatically (the result of changing technologies with greater economies of scale and lower transport costs). Pottery, weavings, clothing, and furniture traditionally produced in Zabid for its city and immediate hinterland, are now imported. To pay for these imports, regions generally have become more specialized, selling to the rest of the world things they are good at. The problem is that these new goods and services may not need the buildings of a traditional souq. The size and layout of Zabid's Old Souq is based on the needs of small trade and traditional crafts. But it is not what would be needed say, for a modern agricultural processing plant. To have the Souq survive in its current form and size, one needs to find new uses for its old buildings. Tourism and tourism-oriented trade and traditional crafts represent one possibility – though this would require (i) the rehabilitation of Zabid in line with tourism needs, and (ii) a fundamental re-orientation of the local economy. Even then, demand may not be sufficient to fill-up all of the souq.
- New markets have established themselves to the south and north of Zabid – all taking advantage of road-side opportunities. None of these would be dislodged easily, as experiments with a new weekly market have shown. Elsewhere we speculate on why such a market did not develop in Zabid along the main North-South road, but rather along the road to Faza. The most likely answer is that this was a decision taken to benefit the current operators, and almost certainly related to land-ownership and property rights.
- UNESCO consultants have recommended to look elsewhere for examples on how to revive Zabid's Souq. Indeed this is a good idea, but only if the examples apply to Zabid. The problem is that many may not. There are areas in Yemen, where traditional souqs survive and do well. But these invariably are in large metropolitan areas. In Sana'a, the metropolitan area has grown at a rate of 12 percent per year, and now justifies the large souq, despite much competition from new shopping facilities elsewhere. But this is not the situation in Zabid.
- As mentioned, tourism could be a way out. Yet at the moment, there is little tourism related activity – and available opportunities in the tourism sector have not been used. Several respondents mentioned the limited local interest in the sector, while others even suggest hostility, noting that the City's only touristic outlet, the Guest House has been burned down four times.

**Options:** So what are possible options for Zabid's Souq? The most viable option is to maintain and rebuild **part** of the Souq and to convert the remainder to other uses. These uses may simply be open area, parking space, or the widening of roads. Even then however, the reduced Souq area may well be too large for existing retail demand. In that case, some of the stalls may be maintained for future use. Quite possibly, with a revival of Zabid's economy (say as a result of greater tourism or as a Governorate capital), business will rise eventually, justifying a larger souq than required in the immediate future.

This physical strategy is expensive and justified economically only as part of a larger strategy focused on stopping the loss of physical heritage, rehabilitation, and economic revitalization. For the economic revitalization, two opportunities are the administrative reorganization of Zabid as capital of a new Governorate (with investments directed towards Old City rehabilitation rather than greenfield development), and a re-orientation of the economy towards tourism. The two opportunities alone will not be sufficient. An in-depth look will be required to uncover additional opportunities in trade, services, or agriculture.

## 7. Historical Asset Base

Zabid is shadow of what it was 20 years ago. Modern construction is progressing at a rapid pace and an emergency conference by UNESCO held two years ago, appears to have done little to slow construction.

There seems to be little will or capacity to stop new construction, including violations of the Presidential Decree that prohibits construction using cement. GOPHCY pointed to several instances, when violations have been stopped, but in each case, a closer review shows that in each case, the reason for successful intervention were property rights violations.

Zabid still has a few important buildings, and in a few instances, there may still exist a block or two of streets with a view of historical buildings and walled courtyards undisturbed by modern concrete structures. But for the most part, visitors today get little sense of the historical city, but rather visit individual monuments: the

citadel, the Pasolini House, 2-4 gates, 2-3 mosques, and perhaps, a glance on a few traditional decorated brick facades framed by modern concrete buildings.

In its existing state, therefore the tourism potential of the city is small. So what should be done?

**Enforcement, Rehabilitation, Reconstruction and Restoration:** The overall focus so far has been mainly on enforcement, though of course, this has been only talk and no action. During the recent visit, GOPHCY could not present a single case of enforcement that was based on preservation arguments, i.e. that was based on the use of cement in contravention of Presidential Decree. The few times that a building or building addition was demolished, infringed on someone else's property rights, not historic preservation goals.

There also has been a small emphasis on rehabilitation. A revolving fund of \$30,000 provides interest free loans to individuals, and GOPHCY has made improvements without reimbursement at a cost of YR 8 million, or about \$40,000. Neither level of funding is sufficient to make much of a difference, though it may well have been useful, if it was part of a pilot inquiry.

In the future, according to informal sources, Government in addition aims to take a third tack. The intent is to reverse past heritage losses by returning buildings to their original state. This might involve demolishing additions and changes not in line with preservation principles, either to return a building to its original state or to replace inappropriate changes with designs that follow preservation principles. We call this the restoration approach, and distinguish it from reconstruction and rehabilitation.

There are several comments.

- First, enforcement is much cheaper than restoration. Returning buildings to their original state, once they have been altered, is costly financially but even more costly economically. The future financial cost is the cost to the builder and government of returning a building to its original state. But the economic cost includes the cost of opportunities foregone from the changes already made by the owner. It should be obvious, that the first emphasis must be on prevention (though enforcement is only one option for prevention).
- Second, the emphasis on codes and enforcement will not likely work in the case of Zabid. It has not worked so far, and it does not work very well elsewhere in Yemen. There is simply a lack of will and perhaps, a lack of authority. Clearly, presidential decrees are in place, yet nobody in Zabid feels that this is a sufficient base for action.
- Third, there are many reasons why enforcement often fails. One is that codes and ordinances make little economic sense. It is easy to require rehabilitation and maintenance standards, but if these standards are not affordable, people have no way to implement them. Similarly, if these standards are not in people's interest, they will find ways around them. Finally, nobody can force people to invest. All too often, historical buildings combined with enforcement will have the opposite effect. People let buildings deteriorate beyond repair, they move away, or they postpone repairs until buildings are ready to collapse. Put differently, codes and enforcement may be detrimental to the very goals it tries to achieve.
- Fourth, if enforcement is followed, then it must be done right. Experience with illegal construction in many countries suggests that enforcement works best if it is swift and applied equally to all. This is the way to limit economic costs. Swift action is important because the earlier demolition starts, the smaller the losses to the owner (who loses only part of what upon completion is a much larger investment). The equal application is important as a matter of fairness, but more importantly, because residents must learn that there is no way to escape losses. The faster the community realizes that all illegal construction will be demolished, the fewer households will take the risk to start illegal construction schemes of their own. Overall, this limits economic costs associated with investing in buildings that must later be torn down. It also however, generates social costs in the form of friction between the population and local authorities. The evidence in Zabid suggests that neither national nor local authorities are able and willing to follow this course of action.
- Fifth, authorities should wait with restoration (though not rehabilitation) efforts until the enforcement program is well established and effective. The reason is simple: Without enforcement, restoration is a waste of funds. People would continue to make changes to their buildings that GOPHCY later must restore at great cost. Not only is this expensive, it also provides the wrong incentives. People may start new projects just to later benefit from restoration.

**Incentives and Subsidies:** While codes and enforcement have their place, past evidence suggests they are not likely to make much of a change in Zabid. They appear not supported by the community and Local Council. More importantly, they may make matters worse. People may not maintain and rehabilitate at all, if

forced to do so at a cost larger than what they can afford or what they would pay elsewhere. People may move out of the City leaving behind only the poor.

The key point is this: Historic preservation comes at a cost. This cost is justified economically to society, but may not be justified financially to the local population. Preservation offers benefits society through the income it generates for hotels, restaurants, or tour operators and their workers. But as most of these activities take place outside Zabid, this income is not shared by Zabid's population. It is the population of Zabid that would bear much of the burden of historic preservation, and they may well prefer modern concrete buildings over inconvenient and old-fashioned brick structures. This then calls for subsidies.

The following **suggests that there is a need for subsidies and incentives**. This is the approach used successfully in Shibam and it can be successful in Zabid. Second, it discusses the purpose of lending programs (as used in Zabid) as opposed to subsidies (as used in Shibam) and **argues that there may be a need for both**. The two can be complementary. Third, it **argues for a new instrument** to deal with the problem of illegal construction – **the transfer of development rights**. It argues that this approach may be superior to code enforcement, and may be the only way to deal with the further deterioration of the city, if enforcement continues to be unsuccessful.

**(i) Lending vs. Subsidies:** In general, most experts see lending and subsidies as alternative ways to encourage the rehabilitation of residential buildings in historical cities. Most prefer lending over subsidies because it is cheaper and requires a greater financial discipline on households. Subsidies are seen as distorting efficient consumption patterns, by rewarding housing over other forms of consumptions.

The problem is that lending does not address a key problem of historic preservation: **Individuals have less interest in preservation than society** because the rewards of preservation fall largely on others and not the individual that pays for them.

In fact, both lending facilities and subsidies are required, if preservation is to be successful, but each solves a different part of the historic preservation problem. Lending allows people to rehabilitate even if they do not have savings, provided they can make small payments later. Subsidies deal with two other problems – a lack of affordability or a lack of feasibility. Both are a problem in Zabid. A large number of people cannot afford rehabilitation because they are too poor to pay, either from savings or future income. And a large group of people may find preservation not financially feasible, because of its high cost and because of the constraints it imposes on the way a building is used.

for means that households do not have sufficient wealth and income to pay for rehabilitation, even if they are able to borrow. Subsidies are required to bridge the affordability gap, and there may be a need for both lending and subsidies. In this case, a lending program will do little to induce preservation. Instead, subsidies in the form of cash incentives are required.

**(ii) Foregone Opportunities and Transfer of Rights:** The high cost (or low feasibility) of preservation is not the only problem facing Zabid. There is an additional problem not present in Shibam (or present to a lesser extent).

This problem is **foregone opportunities** as a result of preservation. Opportunities foregone include the opportunity to use one's plot more intensively, to add additional floors, or to otherwise accommodate current needs. Those that preserve their existing building in its traditional form forego opportunities to accommodate a larger family on their historic plot, or the opportunity to more comfortably live in larger building.

The problem can be solved in two ways. Conservation codes solve the problem by prohibiting change and enforcing this prohibition through the courts and police. **An alternative is to pay people to forego what would be their legitimate rights**, if they did not live in a UNESCO World Heritage site.

One way to accommodate this is by paying residents for the development rights to their property. Essentially, people are being compensated for the fact that they cannot develop their land as others elsewhere can. Several types of rights could be transferred. Two rights are most important – the right to add floors to the building and the right to change the visual nature of the building, including the right to use any materials other than traditional brick on the outside of all their buildings.

There likely will be several objections to this: First, national authorities will say that there is no need for such compensation. People already are prohibited from making changes to their building. Why waste money on something that is clearly prohibited. Second, it will be argued that Yemen lacks the legal basis and the experience for this kind of contract. Third, one might argue that it is too expensive.

Consider the first objection. Clearly, Yemen has little experience with governance by regulation and enforcement, and there are few cases where it has worked. Clearly, it has not worked in Zabid, and there is not a single instance where people have been stopped from constructing what they want, as long as they do

it on their property. The specifics of this experience and futility of the ongoing effort are laid out in Section XX. This section also discusses in some detail the likelihood of future success with the code enforcement strategy, including institutional and governance constraints.

Next the second objection: While there likely are no specific laws governing the transfer of development rights, Yemen is in fact no stranger to the divisibility of property rights. In Shibam for example, cultivation rights on agricultural property are often divided. One person may own the right to specific trees on the property while another has the right to the cultivation. In terraced areas, complex rules govern the rights and obligations of different terrace owners. Owners in upper terraces are responsible for any flooding caused in lower terraces as a result of insufficient maintenance of upper terraces. There is no reason why there should not be contracts between government and individual owners for the transfer of certain building rights.

Finally, consider the cost: Government already is discussing paying for the removal of past violations. In fact, this will provide rewards for those that violated codes and will penalize those that did not violate the codes. In fact, it will act as an incentive to further violations. In fact, dealing with past violations is expensive and extremely time consuming. **It is much cheaper and immediate to prevent new violations.** All of this Consultant's long experience with illegal activities including squatter settlements is to first find a way to prevent additional squatting, and then to deal with the elimination of existing squatter settlements.

### **8. Handicrafts, Women Associations, Building Trades**

Traditional crafts including spinning and weaving, indigo dyeing, pottery, straw weaving, wood working, iron working, and probably many others, have largely disappeared. Some crafts remain, but in very small numbers. There is one weaver, one retail store selling woven mats, several sewing shops, a mill processing linseeds to oil, and perhaps a few others.

There are four active women associations, all with the goal to raise women's income and quality of life. The number of women involved is impressive and the level of activity is high. Still, both associations visited encounter problems with product development, marketing and promotion, accounting and monitoring. The extent to which they are financially viable is uncertain. All would benefit from training. Except perhaps for one of the associations, the tourism market remains largely untapped. Yet product and skill development could have a large impact.

There is evidence from around the world that with determination, it is possible hold on or newly develop niche markets on old and obsolete skills. (Panama hats from Ecuador's Pile and Montechristi, weavings from Otavalo)

### **9. Poverty**

There is evidence of both widespread and extreme poverty and perhaps, significant inequality. It is recommended to prepare a household survey of at least 60 households, using a survey instrument similar to the one developed for Shibam. The instrument would cover a wide range of issues, but its main purpose would be to assess the extent to which people have jobs, the type of jobs available, the extent to which people suffer from a lack of job and either are unemployed or discouraged workers that have given up looking. As in Shibam, this would give special attention to the problems of women.

### **List of Annexes (Not Included)**

1. General Situation
2. Agriculture
3. Tourism
4. Historical Asset Base and Its Preservation
5. Souq Development
6. Competitive Advantage
7. Review of Recent and Immediate Future Preservation Actions
8. Selected Literature
9. Meetings