Visitor Management Plan and Sustainable Culture Tourism
(Presenting the VMP project for the Cairo Citadel of Salah El Dien)

Dr. Hesham Moh. El-Barmelgy
Associate Professor of Sustainable Development and Urban Design
Urban Design Department
Faculty of Urban and Regional Planning
Cairo University

Cairo Universtiy - Main Campus
Giza, Egypt.
Barmelgy@staff.cu.edu.eg

Visitor Management Plan and Sustainable Culture Tourism
(Presenting the VMP project for the Cairo Citadel of Salah El Dien)

Dr. Hesham Moh. El-Barmelgy
Associate Professor of Sustainable Development and Urban Design
Urban Design Department - Faculty of Urban and Regional Planning – Cairo University
Barmelgy@staff.cu.edu.eg

Abstract
Historical Sites all over the world have been threatened lately by a number of serious issues. Amongst the most significant issues encountered are the challenges and pressures of the tourist industry on the natural and historical fabric of these sites. The UNESCO has initiated the World Heritage Sites project for more than 50 years aiming to provide a method for applying continuous monitoring for preservation of these sites. After all, these sites bare the history of humanity all around the world. The social, cultural and environmental heritages of societies are priceless assets that can never be ignored or replaced. However, following the announcement of the WHS, these sites have started to gain popularity in the form of additional tourism attraction. In addition, they started to suffer great sources of threats as direct results of an unsustainably managed tourism. The paper provokes the ability of visitor management plan to release the pressure and safe guard these sites for the future generation while allowing the current generation the satisfaction of attaining their economic requirements presented in the tourism industry. Visitor management plan has been widely accepted lately as an efficient tool for promoting sustainable culture tourism products in historical sites.

Keywords: World Heritage Sites; Sustainable Culture Tourism; Visitor Management Plan; Cairo Citadel.

By generating revenue and drawing world attention to its importance, tourism can be a positive force for the preservation of World Heritage. For centuries cultural sites have "exerted great influence" upon our lives as they represent a "unique artistic achievement" and "illustrate a significant stage in history" that holds "exceptional testimony to civilizations which have disappeared" (Drost, 1996: 480).

1. Introduction: World Heritage and Historical Sites in Egypt

Egypt is globally acknowledged as the oldest civilization of the world holding a history of over 3000 years BC. Throughout all these years the country was ruled by about 30 dynasties witnessing all sources of diversification and prosperity. Such great history has resulted in a country that is endowed by all means, sorts and types of historical monuments, and one of the most rich cultural heritage destinations. Egypt is said to hold more than 40% of the world monuments, 30% of the worlds monuments lie in Luxor alone, and to have more than 70% of the world-undiscovered monuments buried in its ground. Egypt is much more than that incomparable rich history and heritage, the country contains a diversity of rich natural resources presented in the oasis, valleys, deserts, around 2450 km of coastlines overlooking the Mediterranean and the Red Seas, coral reefs, scuba diving, operas and cinemas, and the Hollywood

of the East; It is a cultural experience beyond any possible expectation. Egypt among 127 countries has singed and ratified the 1972 World Heritage Convention, according to the commitments all countries members should exert all efforts to preserve their heritage sites under supervision and monitoring of the UNESCO (Drost, 1996).

The UNESCO issues a World Heritage Site List (WHS), including the most rich and unique historical and culture heritage sites of the world. These sites based on their special historic, scientific, aesthetic qualities, have a universal value. Being listed on the WHS is a privilege to any site as it increases the exposure and the importance of the site to the international community, meaning more glare, attraction and expected tourism revenue. Also, it means close monitoring and supervision of such WHS carried out by the UNESCO and its ambassadors all around the world beside benefits from UNESCO's expertise and financing of projects. Designation of a site to the WHS does increase visibility through public information generated by the World Heritage Committee. It is regarded very favourable by countries as a means of attracting more tourists (Drost, 1996). By generating revenues, tourism can be a positive mean for the preservation of World Heritage. However, it has to be noticed that tourism is not a panacea from heaven. The very means of tourism that can preserve and generate revenues are those that can demolish, destroy and consume heritage sites. This has led the UNESCO to amend the operational guidelines aiming to provide a proactive tool, to prevent damage before it becomes irreversible. Conversely, it should be taken into consideration that the concept of World Heritage "has drifted from its original purpose. It has become an accreditation scheme, used either to serve the purposes of the tourism industry or for the purposes of nation building" (Chhabra, 2012: 192).

Egypt is a developing country with very limited industrial capabilities, as most of its economy depends on the natural, historical and heritage resources. It is inadequate that Egypt with its incomparable natural and man-made heritage to have only seven listed sites on the WHS and thirty two tentative lists (UNESCO, 2013). Not only that, but six of the listed sites have been threaten by the UNESCO to be removed from the list for being exposed to direct threats due to the lack of security, pollution and mismanagement of these sites (UNESCO, 2013; Daily News, May 20, 3013). Such threat was predictable due to the existing negative impacts of the tourism industry in the country, which is mismanaged, misguided and unsustainable causing the consumption of the tourism assets itself. In addition to the unstable situation, Egypt has been living since the 25th of January revolution against Mubarak's regime. Many historical sites and monuments have suffered severe damage and theft. The country is in need for a sustainable form of tourism that can guide the tourism industry, especially in the heritage sites in order to maximize the benefits and minimize the impacts.

The paper adapted a theoretical, analytical and practical methodology aiming to provide a practical tool for promoting sustainable culture tourism (SCT) as a proactive approach for the conservation of historical sites. It provokes the ability of sustainable culture tourism to fulfil such a target of utilizing the tourism industry as an economic resource for the preservation of cultural and historical heritage sites. The paper presents visitor management plan (VMP), as the proposed sustainability tool for promoting SCT in historical sites. Based on profound analysis, the elements and components of the tool were defined. The paper concludes its studies by presenting a VMP practical case study in the Cairo Citadel of 'Salah al Dien'.

2. Sustainable Culture Tourism (SCT) an Approach for the Preservation of Historical Sites in Egypt

2.1. The Notion of SCT

Sustainability is the forefront of the ideology behind the preservation and conservation of historical and cultural heritage for the sake of the current and the future generations (Chhabra, 2012). Cultural and historical heritage sites represent a unique exceptional testimony to a civilization which has disappeared. The sites

Figure 1. Sustainable Culture Tourism

must meet criteria of authenticity and integrity (Drost, 1996). They should attract large numbers of tourists perceiving huge economic benefits. This act generates reluctance to reduce or control the number of visits to the site for fear of losing revenues (Ramsey and Everitt, 2008). However, the large number of tourists is in-fact the source of threat that exerts changes to the tourism destination, depleting the tourism destination resources to a point where the destination starts losing its attractiveness and the population of tourists declines. Thus, there is a need for an approach that can combine the safeguarding of the heritage, the control of tourist flows and the management of the social transformation that is expected to affect the host communities of these historical heritage sites (Barre, 2002). In the search for such approach, the paper targeted the concept of SCT, which is "often seen as a key generator of the resources necessary to preserve and enhance culture heritage" (Chiabai et al., 2013:35). Culture heritage sites combine the flavour of history and the traditional culture and tourist joy, together with other emerged values such as social, emotional and environmental issues (Chiabai et al., 2013). In 1976, the world's primary awareness was driven to the importance of promoting culture tourism, where Charter of Culture tourism was adopted by ICOMOS[1] with 18 international organizations as signatories (Drost, 1996). Today's concept of culture tourism has developed and evolved to produce SCT. SCT has emerged through the natural development and reshaping of the concept of culture tourism in order to deal with the contemporary and technologically driven relationships with the industrial globalize world we are living nowadays (Jamal et al., 2003). The success of SCT is based on the ability to build and maintain a dynamic and sustainable relationship among the identified dimensions for a SCT development. Figure 1, reports on the various dimensions of the SCT process, comprising the site, tourist, socio-cultural aspects, historical aspects, economic revenues, and institutional requirements.

---
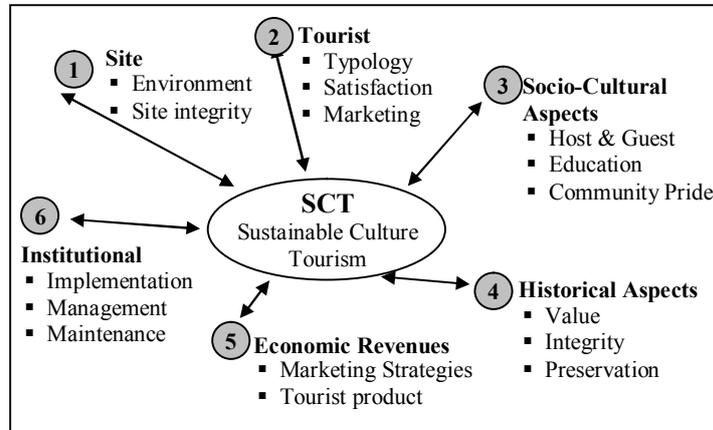
[1] The International Council on Monuments and Sites (ICOMOS) is a non-governmental international organization dedicated to the conservation of the world's monuments and sites.

2.2. The Dimensions of a successful SCT Development

2.2.1. SCT First Dimension: The Site

The site represents the major and natural attraction of the tourism destination. It should act as an economic operator, providing sustainable development and also helps maintain and increase cultural diversification, community pride and the country's image, based on its culture and renowned civilization (Skoglund and Svensson, 2010). Due to their historic, scientific, and aesthetic qualities, historical and culture heritage sites have a universal value. Nonetheless, the natural and environmental aspects of the site should be widely considered, respected and sustained. Nature should be considered as a set of natural laws whose prescriptions guide the natural processes, and whose recourses could be used to satisfy human current and future needs (Jamal et al., 2003). The carrot and stick for the sustainable utilisation of the site assets in SCT are education and legislations (Chiabai et al., 2013; Du Gros, 2001).

2.2.2. SCT Second Dimension: The Tourist

The tourist is the core of any tourism activity, simply there is no tourism without a tourist. At the same time it is the same tourist who consumes the resources of the tourism destination, then seizes to visit it any more (Barre, 2002). Being able to target the appropriate tourist for the tourism destination is a fundamental step in the way for achieving the required sustainable tourism. In our case the targeted tourists, are the cultural tourists. The second step after being able to attract the cultural tourist to the destination is to start the educational and interpretation process with the tourist even before arriving to the destination, utilizing all possible means for that (Chiabai et al., 2013). Sustainable culture tourism should call for a holistic, unbiased, and responsible view of marketing that would consider current and potential impacts of tourism (Kamata et al., 2010), recognize the various existing tourist typologies, and utilize efficient marketing strategies to target the appropriate tourist typology based on the resources and the sensitivity of the tourism destination. Integrated sustainable marketing is the way for sustaining cultural, social, economic and environmental integrity of the heritage site and its surrounding host community resources to successfully mange the growing tourism demand (Chhabra, 2012).

2.2.3. SCT Third Dimension: Socio-Cultural

The socio-cultural aspects of the destination form its cultural heritage as one of the major sources of tourism attraction, diversification and integrity of local communities. Indigenous people and indigenous communities have a vital role to play sustaining their identity, culture interest and effective participation in promoting SCT (Keitumetse, 2011). In an era of globalization and open world, the success of tourism destination depends on its ability to preserve elements of its socio-cultural aspects of the destination, while meeting the international standards in terms of quality of services, accommodation, professionalism, hygiene and security (Barre, 2002). Culture and heritage tourism is about a life experience out and away of the tourist's normal life. It is about the ability to live and enjoy a different social and cultural experience. Cultural exchange is expected and searched for by the tourist; however, all precautions should be taken to preserve the endogenous cultural heritage, culture dignity and native traditions of the host communities and prevent it from facing any forms of cultural shocks. Again education is very important to maintain the culture heritage integrity of the host community raising the pride among the native people for their culture values, norms and traditions.

2.2.4. SCT Fourth Dimension: Historical
The historical assets of a destination are by reason the special historic, scientific and aesthetic aspects that have a universal value, and are upon the most favourable tourist attractions. Designation of historical buildings and sites does increase visibility to the local as well as to the global. Such designation is encouraged by countries as a means of attracting more tourists; however, it is triggering conflicts between the locals and the foreigners as well as initiating a conflict between the current and future generation in fulfilling their economic needs and preservation requirements. For sure, a balance has to be achieved and maintained, taking into concern the rights of the guests and future generations without denying those of the local and the current generations.

2.2.5. SCT Fifth Dimension: Economic
The economic strive of most of the developing countries is considered as the main reason for building up their tourism industry. The strive for creating new income generating jobs, better quality lives and providing citizens necessities are all reasons for adopting various types and forms of tourism all around the world. Historical and cultural sites "should act as an economic operator, provide sustainable development and also help maintain and increase the cultural influence of a country" (Barre, 2002: 127). The economic benefits of a large number of tourists are well recognized; however, in the case of SCT, appropriate marketing strategies have to be adopted targeting the appropriate cultural tourist. A compromise has to be achieved between the economic strive and the ability to preserve destination culture and historical assets, and to make sure to maximize the local economic benefits by diminishing leakage and achieving the highest possible impact factor.

2.2.6. SCT Sixth Dimension: Institutional
The institutional dimension is one of the most important dimensions where the success of SCT can be determined. It includes managing destination assets, services, infrastructures, accommodations, sites, activities and every piece and bit that has to do with the tourism industry (Keitumetse, 2011). The various management regimes, top-down or bottom-up and involved parties, have proved limited ability to deal with the management requirements especially in development countries. New management regimes, that would have the ability to recognize the role of various involved stakeholders, are required aiming for the highest level of interactions. Finally, an applicable tool for continuous monitoring and management of the tourism resources is necessary.

2.3. Defining Sustainable Culture Tourism (SCT)
    Culture and heritage tourism, one of the most growing international tourism markets, is not (active?) without impact. The need for studies, that would address the visitor impacts at cultural attractions and heritage sites, has been of recent interest in the sustainable tourism field (Ramsey and Everitt, 2008). Sustainable Culture Tourism (SCT) as a concept bares the ability to maintain the appropriate share of the tourism industry to the historical and culture heritage sites, acquiring the maximum possible economic benefits required by the current generation, while maintaining the culture and historical heritage assets of the sites for the future generations. In SCT the site should act as an economic operator to help in maintaining and increasing the culture influence and image of the nation while providing sustainable development to the destination community. The approach is an applicable proactive approach for promoting actions to: improve the quantity and quality of the tourist; to improve and

valorise the tourist offer; to restore old buildings; to promote tourist economic activities; and to improve urban services (Chiabai et al., 2013: 45). To conclude based on the former analysis, the paper defined SCT as a multidimensional sustainable form of tourism that merges aspects of site, tourist, heritage, economy and management, in the most sustainable manner that preserves assets of the various tourism destination aspects, while achieving benefits for the current and future generations.

3. Visitor Management Plan (VMP)

There are no doubts regarding SCT as an approach; however, as an applicable process there are many doubts regarding the ability to promote SCT. The need to develop and promote practice-oriented research to the development of operational tools is recognised (Groot, 2006; Andre Botequilha Leitao, 2002). There is a need for a tool that manages the pre identified six pillars of SCT in a sustainable plan, one that seeks to be more effective in enhancing the quality of the visitors experience and minimise the visitors' impacts on the historical, cultural and natural heritage assets of the destination. The goal is to create, define and find tools that would support the creation of sustainable recreation and are compatible with resource protection.

3.1. The Notion of the Visitor Management Plan

Visitor management plan (VMP) is an important tool in the achievement of SCT. It is a method used to influence visitor activities so that their positive impacts can be maximized and negative impacts minimized. The tool has proved its efficiency at natural and historic sites for years to reduce or prevent damage to fragile buildings, geological features, flora and fauna. It has become increasingly common in historic, cultural and natural heritage sites for the sake of the guest and the local communities' (Chhabra, 2012; Leask, 2010). VMP is designed to provide coherent regulatory and other management mechanisms that would provide higher levels of resources protection where needed, and that would have the ability to maximize the satisfaction of the tourist and the economic benefits of the local communities and the tourism industry. While dealing with heritage, there is always a state of conflict between the need to preserve and to protect and the question of public access and public rights. Leask (2010) identified a number of key challenges that should be addressed through a VMP such as:

- increasing supply and overcoming seasonality problems;
- ability to address the changes in leisure behaviour;
- increasing visitor expectations for services and products;
- lack of acknowledgment of relevance of intangible service experience;
- lack of rigorous market and management data on which to base decisions;
- fragmented nature of sector both geographically and competitively;
- increasing need to evidence 'value' and diversify product offering;
- imbalances within sector relating to funding, admission charges and support;
- changes in management priorities and the need to reconcile curatorial and managerial values and ideologies;
- limited management and staff skills with legacy of inefficient management;
- large number of stakeholders (and conflicting objectives) in many sites;
- individual nature of resources and their conservation needs;
- Conflict in balancing access with conservation of resources and their authenticity.

(after; Leask, 2010: 162)

To conclude the VMP is regarded as an effective coherent/applicable tool for promoting SCT through its ability to ease the tension between the host community's resources and needs, and the visitors' by controlling the physical and economic impacts of visitors during their visit to heritage sites. The process should start with a commitment of all the key players in a heritage site to allow working in partnerships that would lead to unlock the heritage potentials of the site, including all tangible and intangible heritage resources, and maintain a high quality historic environment by applying the appropriate VMP.

3.2. Component of a Successful VMP

For a successful VMP to fulfil its role it needs to be fully integrated with the six pre defined pillars of the SCT process of any historical and cultural heritage site. The VMP can be set to comprise three stages as follows:

3.2.1. The initiative preparatory stage

The first step to initiate the VMP is to highlight the current problems of the heritage site upon through a declaration of a position statement. A document is then prepared aiming to bring the stakeholders to plan for a common goal. It is important in this stage for all stakeholders to approve together (as a unit) on a common vision and objectives for the plan. The second most important step of this stage is to compose a list of the stakeholder that would work together to develop the plan. The list of stakeholders in a VMP should include: all governmental bodies that own direct or indirect rights on the site (an existing situation of developing countries), various business parties that influence the activities of visitors, local residents association parish, and members of the local councils local businesses covering a wide range of discipline according to the characteristics of each site and the requirements of the VMP. Inevitably conflicts of interest between the various stakeholders are expected. A VMP should seek to balance conflicting positions and must involve compromise (Human and Sharp, 2010). The final step of this stage is creating a timed plan for fulfilling the various stages of the VMP.

3.2.2. The plan development stage

In this stage the VMP is formulated based on adopted framework. The framework presented by the paper is not aimed to present a fixed one rather than a minimum requirement that has to be adapted and changed according to the characteristic of each site. The first step of this stage is to carry a number of research projects and relatively substantial bodies of the existing historical development significance. The survey could include: architectural investigations, landscapes survey and analysis, historical and cultural aspects, survey of visitors needs, survey of public opinion, study of benefits and rewards, and feasibility studies and sources of funds (Liverpool City Council, 2005). In the second step, based on the results and findings of the first step, a draft VMP can be formulated that comprises a number of actions to address the following issues: advance booking mechanisms, planning conditions, ticketing initiatives, traffic management, interpretative walks, signposting, alternative car parking, information boards, and relative appropriate carrying capacities. The third step is the auditing sessions with the various stakeholders discussing the details of the draft VMP. During this step, it is very important to receive an authoritative approval from the stakeholders and in case of any contradiction, a compromise has to be achieved and agreed upon. The final step of this stage is the update of the draft VMP to comprise the final requirement of the stakeholders in a final VMP for the site (Human and Sharp, 2010; Leask, 2010).

3.2.3. The implementation management, and marketing stage

The finalized plan achieved in the second stage is not the end product of the VMP; however, it is the valid initiation of the VMP as a SCT tool, based on the ability to implement the plan. The implementation of the VMP is the real challenge for any VMP. It is only going to succeed if time and funds are allocated to the actions and if someone is willing to take the responsibility on behalf of the stakeholders to implement the plan. Accordingly, the first step of this stage would be the ability to compose the implementation team and to allocate a 'project champion' for the project. Following that, a detailed schedule and action plan is composed fulfilling the requirements of the final approved VMP for the site. The second step of this stage is managing the site. The management of the site represents the ability to apply continuous monitoring to the VMP in action and the ability to apply any required adjustment over time. Also, this step requires a careful study of the man power required to manage the site, along with the available and required skills and expertise. Development, training and interpretation programs for the managerial team has to be included as part of the VMP. The final step of a site VMP and its skeleton is the appeal and attraction of the site to its visitors/tourists. Consideration is taken to make the best use of the existing markets, future markets and market partners (Kamata et al., 2010). Marketing strategies, the ability to target the appropriate market segment and the degree of satisfaction are major determents for the success of the VMP

Table 1: VMP indicators of success (Io'S)

Critical success factor	VMP Indicators of success
Plan stakeholders and ownership	▪ Ensure that all stakeholders and potential contributories are included from the start. ▪ stakeholders are involved in all stages of the process ▪ stakeholder join visions and compromise on points of conflict ▪ Getting the official stakeholders approvals concerning the various stages of the VMP
Inventory stage and research project	▪ Defining existing problems and conditions ▪ Visitors needs and satisfaction surveys ▪ Historical and cultural documentation
VMP team	▪ Recruit the appropriate professionals and experts with the required skills
Adequate resources	▪ Be realistic about the resources required and that available during the planning stage
A project Champion	▪ Allocate a champion who can influence commands and has respect from the stakeholders ▪ The project head should agree on a commitment of at least three years.
Managing and monitoring	▪ Ability to apply continuous monitoring and adjustments ▪ Developing an upgrading and educational program for the site's managerial team ▪ Hiring the managerial team with the required skills ▪ prepare educational materials and programs for the local and the visitors of the site
Marketing with a new flavour	▪ New bouquet attractions and activities that would gain the interest of appropriate market segments ▪ Increase in revenues, annual turnover and stakeholders benefits

(Source: author based on Leask, 2010; Collision and Spears, 2010; VisitingEngland, 2013; Liverpool City Council Report, 2005; Boyd and Butler, 1997; Du Cros, 2001; and Landorf, 2009)

3.3. VMP Indicators of Success (Io'S)

In order to achieve a successful VMP there has to be some identified indicators of success. Based on a profound analysis for a number of projects and studies of VMP that have been carried out and achieved the required success in managing of historical cultural heritage sites (VisitingEngland, 2013; Liverpool City Council Report, 2005; Leask, 2010; Collision and Spears, 2010; Boyd and Butler, 1997; Du Cros, 2001; and Landorf, 2009), the paper has managed, as presented in table 1, to conclude a blueprint for VMP indicators of success. The paper aims to apply the proposed Io'S, on a practical project, in the case study of the Cairo Citadel VMP project aiming to test the ability of the proposed indicators of success to evaluate and assess the various elements of the project.

4. Cairo Citadel VMP Project

In 2009 the Department for Preservation of Culture and Historical Sites and Buildings, at the National Organisation for Urban Harmony (NOUH), on behalf of the Egyptian Ministry of Culture, initiated a project for rejuvenating the Cairo Citadel. The Ministry ordered the NOUH to launch the project that would aim to study, define and solve the existing tourism problems of the Citadel that hinder the visual, recreation and culture experience of the tourists within the citadel and minimize the revenues. The NOUH adopted the VMP tool, whilst preparing a SCT plan for the Cairo Citadel historical site. The duration of the project was two years starting from 2009. The paper offers a practical experience of the lessons, challenges and facts for promoting such projects within the context of developing countries, through reporting on the project various studies, analysis and plans.

4.1. The Cairo Citadel in a Few Words

Maybe the best words to describe and convey the importance of the Cairo Citadel are those of the prior minister of monuments and the Egyptian Archaeologist Scientist Prof. Dr. Hawas stating that, "the citadel is for sure the fourth pyramid of Egypt. It is the pyramid of the Islamic monuments in Egypt." The citadel holds a history of over 837 years (Williams, 2002), since the beginning of the constructions at 1176 by 'Salah El-Din' up until now. It holds the history of various dynasties and eras, **building, altering and innovating till it reaches its contemporary situation.**

4.2 The History of the Citadel

The history of the citadel is traced back to the 'Ayyubid' dynasty, when 'Salah El-Din' ordered prince 'Qaraqush', to start building the citadel as a part of a great defence project (Al Sayyad, 2011). The location of citadel was chosen carefully based on military requirements, where the citadel was meant to be a strong point for fortification. The citadel was part of the great wall that encircles the two cities of 'al-Qahira' and 'al-Fustat'. Beside the military functions of the citadel, it was also set to be a new centre of government. Salah El-Din planed the citadel to be a new centre for his rule, a residence for the royal palaces and a billet for his army. The complete building of the citadel till it reached its current form was concluded through 4 successive dynasties. The 'Mamluk' dynasty (1200-1517) following the 'Ayyubid' consecutively continued the construction and improvement of the citadel; during their era the citadel was set to represent a complete city. The major change to the structure of the citadel was dividing it into north and south enclosures with internal walls, gates and towers (Al Sayyad, 2011; and Williams, 2002). The south enclosure was to

comprise the royal palaces, while the north contained the residential districts, communities' facilities and services, and even internal gardens and parks. The 'Ottomans' dynasty (1517-1798) following the 'Mamluk' has not only neglected the citadel but it is also said that they removed a lot of the antiques and the artefacts from the citadel to Istanbul, which was the capital of the 'Ottamans' Kingdom (Behrens, 1992). During the 'Ottmans' dynasty one major change occurred to the citadel, it was further divided into three semi-independent parts: the north part contained the 'Ottman's' army, the southern section was occupied by the ruler sent from Istanbul, and the lower areas in the west were added to the citadel and became the residence for the locals recruited troops. The final era of the citadel was that of 'Muhammad Ali Pasha' taking over the rule of Egypt, declaring himself as the king of Egypt and Sudan in 1805. After a long era of neglect 'Muhammad Ali', radically changed the citadel, raising and building most of its walls and buildings (O'Kane, 2009). Even though he built a famous mosque and a lot of other palaces such as governmental and military buildings, the citadel remained the residence for his descendants and their seat of role until 1874, when 'Ismail Pasha' moved to the newly built 'Abdin Palace' at that time. In conclusion the citadel holds an outstanding history and ancient monuments of over 850 years ago and yet it still stands as a unique historical and cultural site (Behrens, 1992; and Rabbat, 1995).

4.3. The Contemporary History and the Current Situation of the Citadel

In recent history, the British army (1882-1946), followed by the Egyptian army (1946-1980), occupied the citadel when finally at 1980 the Egyptian army left allowing the Egyptian Antiquities Organisation[1] (EAO) to take over the responsibility of conserving the site and its monuments. The EAO's aim to accommodate tourists and gain revenues caused changes to the site allowing uncontrolled tourists and public access to the site. The current situation of the citadel is critically threatening its existence. Many of the monuments have been left to deterioration without any renovation or preservation plans. The heritage site of the Citadel and its monuments walls, buildings, paths and spaces are suffering badly due to a number of polices that have been taken either by the EAO or by the Egyptian government such as:

- The open access of the Citadel granted to the tourists (international, Arabs, domestic) without any visitation limits or regulations. Visitors of the Citadel are allowed to wonder around without any restrictions, supervision or even limitations;
- A large number of buildings in the northern part of the Citadel are still occupied by the Egyptian army, while most of the Citadel buildings are occupied by governmental administrative parties and organisations;
- The acquiring of unsuitable planting regimes within the site lead to the excessive use of irrigation water, without any irrigation-preinstalled systems, which threaten the existing of the citadel construction, being constructed on successive vertical layers;
- The economic revenues acquired by the citadel are so limited compared its rich cultural, historical and social value.

All these exert pressures that change the natural, cultural and historical integrity and fabric of the citadel to a degree that threatens the existing of the Citadel. The Egyptian Government noting such critical situation ordered through the Ministry of Culture the

---

[1] The Egyptian Antique Organisation is the government body, in Egypt, concerned with - and responsible for - all aspects of running the cultural heritage of the country – changed to the Supreme Council of Antiquities in 1994 and to the Ministry of Antiques in 2011.

NOUH to initiate a conservation and tourism management project. The project aimed to preserve the value of the Citadel through achieving a balance between the possible economic revenues that could be acquired and the needs of sustaining and preserving it for the current and the future generations.

5. The NOUH Cairo Citadel VMP Project Framework

The NOUH adopted one of the most recent and efficient sustainability tools that bares the ability of introducing sustainable forms of tourism into historical and cultural areas, known as sustainable culture tourism. The adopted tool was predefined as the VMP. The proceeding part of the research is to report and analyse the NOUH Cairo Citadel VMP adopted project framework, studies, findings, recommendation and plans. The reports and analysis are to be done based on the research proposed framework for **a Successful VMP.**

5.1. Declaration of the project position statement

The current situation of the Citadel is so close to represent a total chaos. Hundreds of governmental employees working inside the site are scattered everywhere. Entering and leaving the premises of the historical site every day, excreting a huge pressure on the historical integrity of the site. Using private transportation means within the site cause a negative visual impact on the entrances of the site, interfere with the movement of the tourist thus affect their security and safety and affect the visual and tourism historical experience of the tourist. There isn't any type of tourist interpretation or education services offered on site. No guide maps, no signs, no trips designed or visitation plans proposed to the tourist. Most of the tourists are simply kicked in by their tour operator, left to wonder around and are later gathered in an hour or two maximum to leave. The excessive unnecessary existence of the security forces and army troops inside the citadel occupy around 20% of the citadel buildings with no clear or acceptable reason. The very limited economic revenues gained from the tourism activities in the citadel are minute compared with the historical and cultural value of the citadel. Finally, the most crucial issues are the threats occurring to the monuments by the tourists themselves to an extent that threats the existence of the citadel.

Accordingly, the project position statement was in need to initiate a project that would eliminate the threats from the historical context of the citadel, maximise the revenues based on the ability to promote an outstanding tourism experience, increase the functionality and historical image of the citadel, maintain and preserve the citadel for the current and the future generations.

5.2. Listing of the project stakeholders

One of the fundamental steps for insuring the success of any VMP project is the ability to list the project stakeholders and engage their involvement all through the various stages of the project. The NOUH Cairo Citadel project has failed to compose the appropriate list of stakeholders for the project. The project only listed the governmental bodies and failed to include various representatives from other sectors, such as tourism industry, media, security officials and International conservation organisations (Aghakan, UNESCO, ICOMOS, …. etc.). Not to mention, a conflict of interest also occurred between the NOUH as the sponsor and the creator of the project and the Supreme Council of Antiques having the upper hand and the full governmental authority in dealing with historical and archaeological sites.

5.3. Research stage and outputs

The research stage is an inventory documentary stage based on historical and practical surveys for the historical site and its components. The research stage for the citadel project included a number of studies such as: historical studies and documentation for the component of the site, documentary study for the current situation of the site and its components, visitor's survey, an accessibility study for the site and its outer context, analysis for a group of case studies, and a final concluding report representing the findings and the recommendations of this stage.

5.3.1. Historical Studies

As previously noticed the project was initiated by request of the Egyptian Ministry of Culture to the NOUH. At the first stage of the project full support was granted to the project team through the SCA, as a partner in the project. All historical documentation, tour guards and data were made possible to the team. However, what was surprising to the team that there wasn't any published or authorised study that documented the historical assets for the components of the sites. What was available, were fragmented portions considering some of the elements, mainly the very famous monuments of the site. Accordingly, the NOUH team took the initiative of composing what they called a digital historical map for the Cairo Citadel. The idea of the map was so simple and powerful at the same time. It was to compose a digital map for all the elements and components of the citadel, so that by a click on any of its items a historical card for the history of the elements would appear providing the required historical data.

The citadel site components and elements were as follows: 25 buildings, 4 Mosques, 7 Museums, 9 Gates, 4 historical defensive walls periods, 19 defensive towers, 17 spaces and 5 paths. All elements were coded, followed by a complete and comprehensive theoretical and historical investigation that aimed to gather the required historical data and to publish a historical card. The study has managed to accomplish historical documentation to around 90% of the pre-defined elements. One of the identified gaps was the elements of historical via cultural landscape of the citadel. Also one of the major problems was the ability to found any historical documentation especially maps for the citadel. Most of the available data were linguistic historical documentation references. This issue could be verified due to the functional use of the citadel as a defensive construction; therefore maps that could fall in the hands of intruders were not recommended or allowed through the history of the citadel. The first and most important of the available maps was that of the French expedition dated back to 1800 published in the 'Description de l'Egypte'. There are other plans by Casanova in 1892, a British colonel named Green in 1896, and finally Creswell in 1924; however, these plans were drawn to the citadel after being remodelled by 'Muhammad Ali' (Rabbat, 1995).

Among the most important findings and outcomes of the historical studies were, the historical cards for most of the components of the citadel, the digital historical map, and the ability to categorise the elements of the citadel based on their historical assets into three categories. The first category includes the elements that attain a very high historical value and need to be renovated and persevered. The second category comprises elements with potentialities that can be used to enhance the tourism experience of the tourists and need to be reused, and finally the third category includes elements that are neglected or misused.

5.3.2. Current situation of the citadel site and elements

A group of surveyors and experts from the NOUH team conducted site inventory studies and site visits recording and documenting the current situation for the pre-coded elements of the citadel. A card has been documented for every existing element of the citadel, listing the current situation of the elements and their features. Secondly, this stage defined and listed the main existing impacts that threaten the historical context of the citadel. Amongst the crucial sources of the threat are:

Figure 2. Garbage and debris problems

Figure 3. Irrigation and sanitation problems

(source: shots by author)

- The litter and garbage resulting from the tourism activities and the governmental bodies operating inside the citadel without any established system for collecting and disposing. Also there are the remnants from the building renewals and renovation activities. Figure 2, envisages sources of garbage pollution that do exist inside the citadel and negatively affect the historical context of the citadel.
- The excessive unmanaged use of water (figure 3) inside the citadel without implementing an efficient sewage system threatens the construction and foundations of the citadel buildings and walls. The citadel is unique being built on various vertical levels of debris and remnants; therefore the unwise use of water is a very serious and dangerous matter for the foundations of the citadel. The problem is related to unsuitable use of landscape features, pavements and ground covers. The unnecessary existence of around 1400 governmental employees representing various administrations that have nothing to do with the citadel, without efficient sewage system means sewage water leaking to the foundation layers of the citadel. Also there aren't any educational programs to the managerial team of the citadel.
- The team has managed to record a serious source of visual pollution that destroys the historical image and integrity of the citadel. As presented in figure 4, among these sources are satellite receivers, electric instillations, security instillations, air-condition units, landscape features, cottages added beside buildings, and painting and renovation materials and colours.

Figure 4. Sources of visual pollution

Figure 5. Maintenance and management problems

Figure 6. High value historical elements

(source: shots by author)

▪ The management and maintenance plans of the citadel, if they do exist, are far below any expected levels. Figure 5, presents a group of pictures that shows how precious monuments and antiques are thrown in the sun and the harsh environment unprotected, damaged and deteriorated without any means of protection. The absence of any maintenance plans for the citadel, and the on site maintenance is done by unqualified people who do not comprehend the meaning and values of historical buildings.

▪ Finally, a number of potential historical elements were highlighted to enrich the tourist experience and the culture and historic value of the citadel as a tourist destination. Figure 6, represents some of these elements such as: 'al-Abraq Palace' archaeological site, the famous tower of 'al-Sebah', heritage buildings in the western enclosure, the watch tower, and the historical source of water provider for the citadel known as the well of 'Youssouf'.

5.3.3. Visitors' survey

The NOUH team conducted a survey that targeted the visitors of the citadel. The main aim of the survey was to define the level of satisfaction among the various types of visitors regarding the tourism product and the site services components.

Figure 7: Citadel Visitors Types & Destinations

(source: Cairo Citadel VMP Project by NOUH)

According to the findings of the survey and those of the current situation studies figure 7, was composed to present the various types of citadel users and their places of visits and interest in the citadel. The survey has managed to define some indicators of tourist satisfaction such as: the degree of satisfaction regarding the visual and historical situation of the citadel, 60% see that it meets their expectation, 33% below their expectation, and 7% see it as a negative experience. Concerning the landscape elements and features of the citadel spaces 53.4% recognise the elements as compatible while 46.6% see them as of moderate compatibility. Regarding the signage efficiency within the citadel, 33% see them as efficient while 67% see them as inefficient at all. For the standards of the services offered on site 26.7% find it good, 53.3% find it average and 20% find it very bad. Finally the tourists were asked to respond to some questions that would directly affect the proposed concept for the citadel VMP. Among these questions was the maximum time spent inside the citadel, 33% see that it would take only around an hour to visit all the citadel and its elements, 55% says that they would spend around 2 hours and only 12% see that the citadel with its current tourism product is worth spending more than 2 hours. When the tourists were asked about their willingness to pay a higher visitation fees to the citadel for a much richer historical and cultural tourism product, 80% agreed and 20% stated that it would depend on the amount of the increase (this data is cited from the Cairo Citadel Rehabilitation project).

5.3.4. Accessibility study for the site and its outer context

The citadel is so close to the historical city of 'Fatimed Cairo' since as we know that 'Salah el-Dien' ordered the construction of the citadel to be a part of a great defensive project that was set to include the cites of 'al-Qahira' and 'al-Fustat' with one great wall with the citadel as its pivot, from where he can defend the cities (Raymond, 2002; and Rabbat, 1995). The citadel is within the range of 2km from the
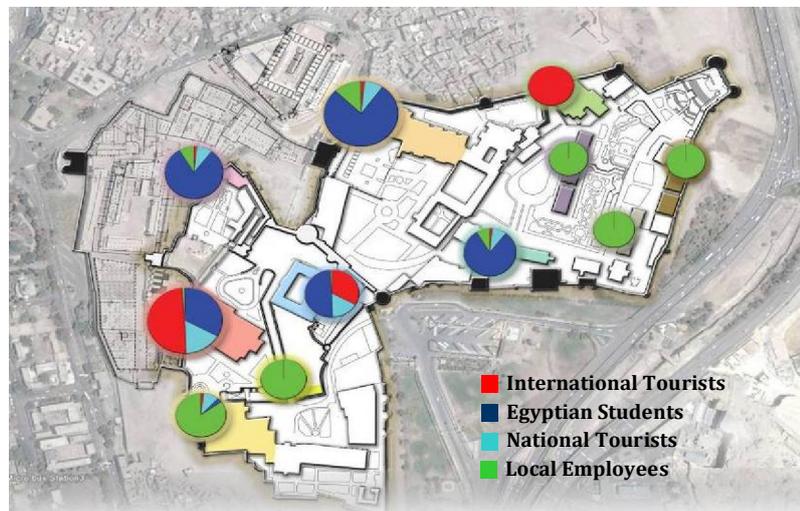
WHS site of the 'Fatimed Cairo', the new 'Azhar Park' and the famous mosque of 'ibn Toloun'. Accordingly linking the citadel with such a rich outer historical context would for sure enrich the historical value of the tourism product offered by the citadel. Figure 8, presents the NOUH vision to link the citadel with its historical context. As presented cultural axes and paths were proposed that would achieve the required link.

5.3.5. Analysis for a group of case studies

The NOUH project team gathered a number of successful VMP in international case studies and analysed them. They aimed to identify the elements and methodology of a successful VMP. They utilised the findings in composing the framework of the project and later on in composing the Cairo Citadel VMP.

Figure 8: Citadel Corridors
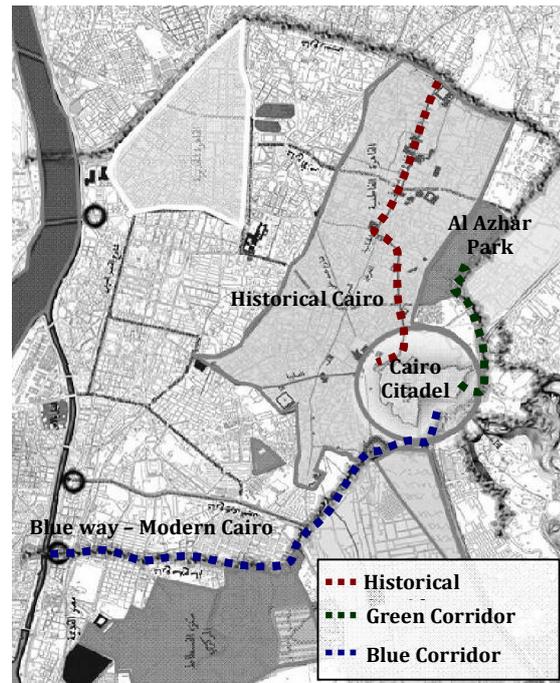
(source: Cairo Citadel VMP Project by NOUH)

5.3.6. Concluding findings and recommendations

**Figure 9: Research Stage Findings**
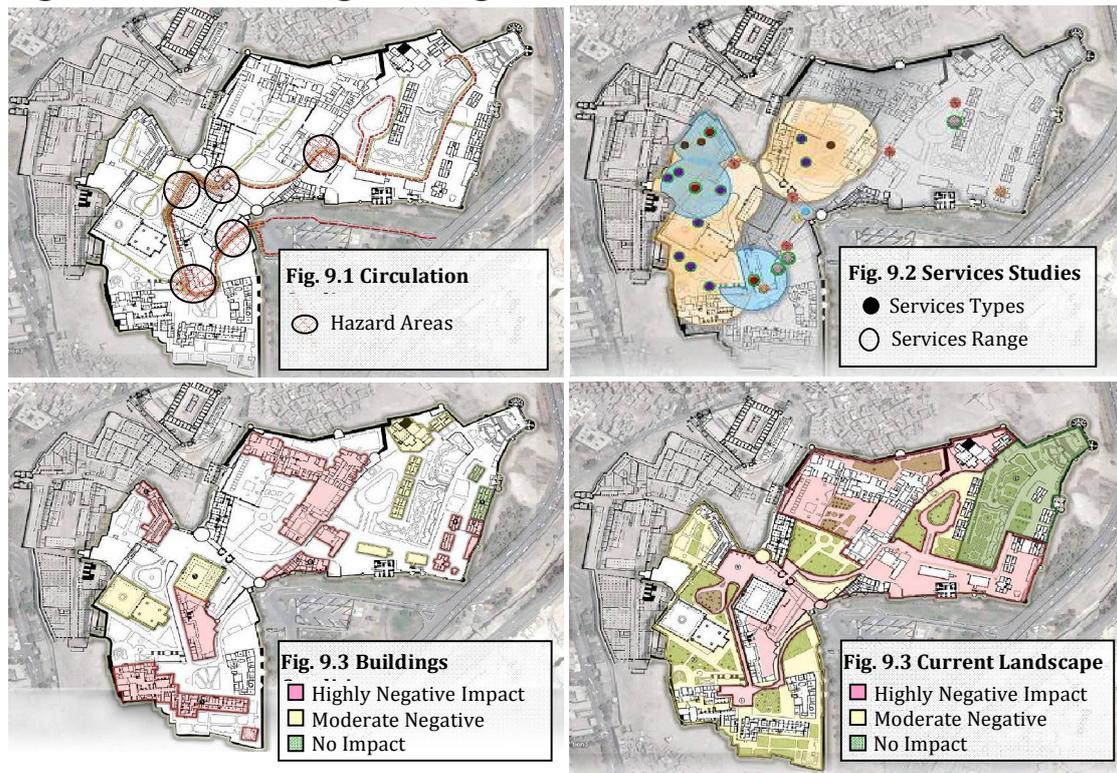
(source: Cairo Citadel VMP Project by NOUH)

The most important part of the research stage was the concluding report where the findings and recommendations of the stage were formulated (Figure 9). As presented, Fig 9.1 shows the movement hazard areas due to the interference between the vehicles and pedestrian areas. Fig 9.2 shows the range of areas covered by the existing service quantitatively only while the quality of the service has been reported on by the survey study. Fig 9.3 defines and classifies the buildings of the citadel into three categories according to theirs degree of negative impact imposed on the historical and cultural integrity of the tourism product offered by the citadel. Fig 9.4 reports on elements and features of the existing landscape and its compatibility to the historical context of the citadel.

Figure 10: Research Stage Final Recommendations
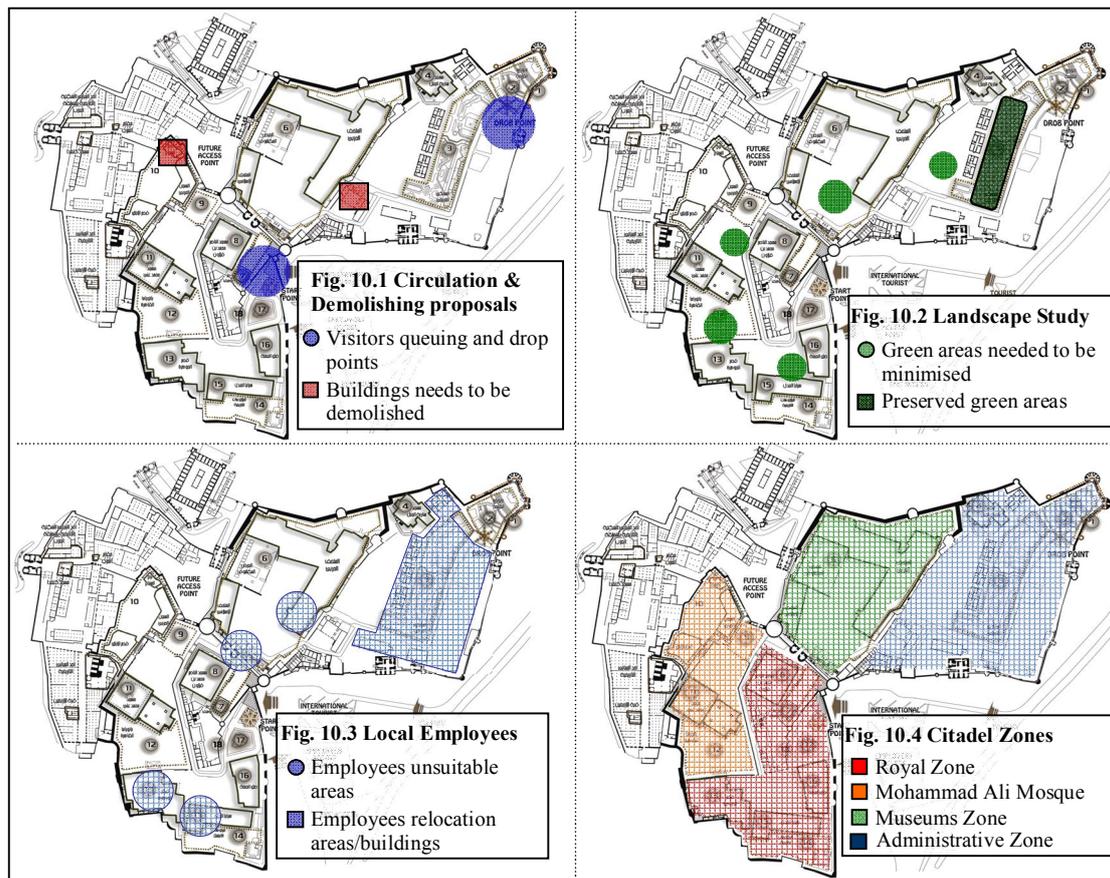
(source: Cairo Citadel VMP Project by NOUH)

The concluding part of the research stage is the final recommendations as presented in figure 10. Fig 10.1, report on one of the important recommendations which is to bane the access of all private cars to the citadel except emergency cars. The use of an environmentally friendly light trail transportation mean to transfer all the users of the citadel is crucial to confront the damage caused to the monuments and the integrity of the site by the excessive use of private transportation means. Also, an important decision was to change the start point of the visitation trip for the tourists to a defined point inside the citadel. Fig 10.1, proposed the need to demolish two buildings. The first buildings is currently used as the Egyptian police museum, the building has no historical or cultural value. It was used in the modern history as a part of the citadel political prison before transferring it into the museum. The

recommendation to demolish is based on the fact that it is built on a magnificent architecture and archaeological remnants of the famous tower of 'al-Sebah' (Fig 10.1). The NOUH experts, based on historical and archaeological evidence, see that the old tower history and its excavations are of high value to the historical tourism product of the citadel. The second building has no historical or architectural value; it was built during the role of 'Mohammad Ali' and was used as a place for gathering between soldiers and military students. The building's existing conditions are very bad for more than 70% of it has fallen down. It is currently used as barrack for Egyptian Military soldiers. The importance of removing this building lies in its location that blocks access to the northern enclosure of the citadel, by removing it better visual and functional access is granted to the northern section which is planned to be one of the major activity nodes in the citadel VMP. Fig 10.2, reports on the need to change the soft cape type and elements of the southern section in order to match with the historical value of the citadel and to overcome the problems and threats of the watering systems to the site. The study aims to decrease the percentage of green areas inside the citadel from 20% to only 7% concentrated at the northern enclosure. Knowing that this area has been recently renovated taking all possible consideration that the irrigation water would not penetrate the soil to the foundations of the citadel. Fig 10.3, presents the places occupied by the governmental employees, as seen they are scattered all over the site. The recommendation was to withdraw all the possible administrations out of the citadel site if possible. If not, there is another less preferable solution of accommodating them in the far north enclosure of the citadel and to provide them with the necessary infrastructure in order to overcome their negative threats. Fig 10.4, presents the proposed zones of the citadel based on the outputs of the research studies stage. The citadel was set to be defined in four functional zones; two of which lie in each enclosure of the citadel. In the north enclosure historically documented as 'Qalat al-Gabal', the area with less historical value is to accommodate the cultural and administrative activities. The northern enclosure known as the 'Qala al-Sultania', with its highly historical and monumental value was divided into two zones. The first zone includes the royal palaces of 'Sarayah al-Adel' and 'al-Gowhara Place'. The second zone is to contain the famous mosque of 'Mohammad Ali' and the historical panoramic terrace areas.

5.4. Formulating the draft VMP

The VMP team for the project started collecting the final findings and recommendations into a sketch of ideas. The main objectives were to illuminate the sources of threat on the site and its monuments, to enhance the historical value of the tourism product offered by the site, and to maximise the revenues from the site within its acceptable carrying capacities. Baring these objectives in mind together with the current management, maintenance and marketing capabilities of the Egyptian tourism industry and the SCA, the team selected only a limited number of elements that could achieve the requested objectives without being threatened by any means. The current tourist trip to the citadel based on the visitors' studies (figure 7) contains only six main elements visited inside the citadel. Three considered of interest to the international tourists while five are considered of interest to the international tourists and the local students. The proposed VMP is to include eighteen proposed visitation locations within the citadel; figure 11 shows the location of the proposed elements within the four proposed visitation zones of the citadel.

Figure 11: Cairo Citadel draft VMP
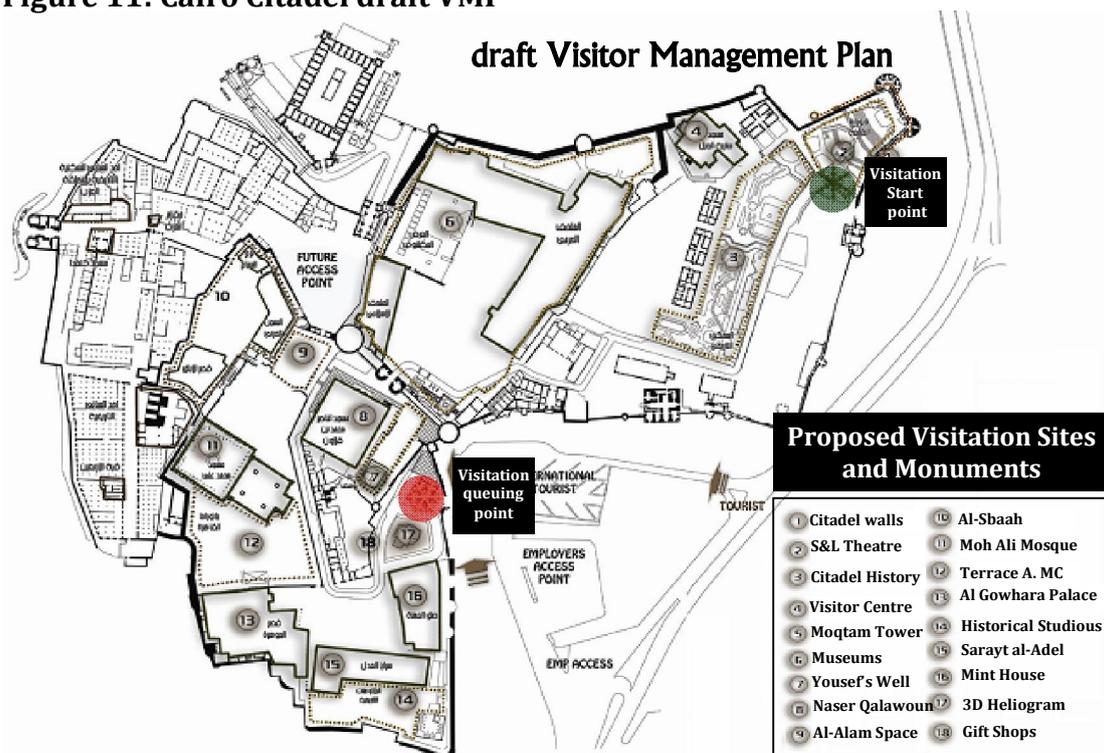
(source: Cairo Citadel VMP Project by NOUH)

5.5. Auditing sessions approving the VMP

During the initiative stages of the NOUH project, the required support and co-operation from the SCA and the official managers of the citadel were provided. Accesses were granted for the NOUH team to any place and monuments of the citadel at any time. All required data and human assistance were provided. The importance of the SCA is not only that they are the main stakeholders of the project but also they are the official governmental body which is responsible for all the Egyptian historical sites and antiques. Responsibilities by law are to cover the management, granting of access, the rehabilitation, the maintenance, the renovation of antiques and excavation of monuments. Two incidents occurred and changed the attitude of the SCA towards the NOUH project for the citadel. The first incident was a report issued by the NOUH defining and documenting by photos and data elements of threat and miss-management that is happening in the citadel. The report was sent to the Egyptian Ministry of Culture (EMC) which bylaws forwarded the report to the SCA with a high priority recommendation to urgently deal with the matter. The second incident occurred when the EMC started to ignore the SCA and directly approached the NOUH regarding a number of projects that dealt with historical areas or sites. The SCA found that the role of the NOUH has started to interfere with its influence in the EMC; such an issue raised an opposition situation from the SCA against anything presented by the NOUH. Although the two organisations are governmental organisations where the public interest and welfare should be their point of interest and co-operation, conflict of interests did occur, and self-interests were raised over those of the public interest.

After these incidents took place the citadel's managerial team banned the NOUH team access to any place, monument or even data without a pre-written approval from the SCA. After the NOUH team completed the draft VMP, they called for an auditing meeting which was held in the SCA main hall and instead of the SCA

calling for a public auditing inviting various stakeholders the SCA gathered over 30 experts in the field of historical monuments and sties rehabilitation. The auditing session has turned into a reviewing session to the aims and objectives of the project. The SCA did agree about most of the VMP recommendation; however, they had a lot of preservations regarding the rehabilitation designs, especially concerning the selected landscape elements and features and their effect on the historical integrity and context of the monuments.

5.6. Final VMP

The team taking in consideration the recommendations of the SCA finalised the VMP for the citadel. The final plan as shown in figure 12 presents the citadel tourism zones, the eighteen visitation elements, the circulation paths, the number of

Figure 12: Cairo Citadel Final VMP
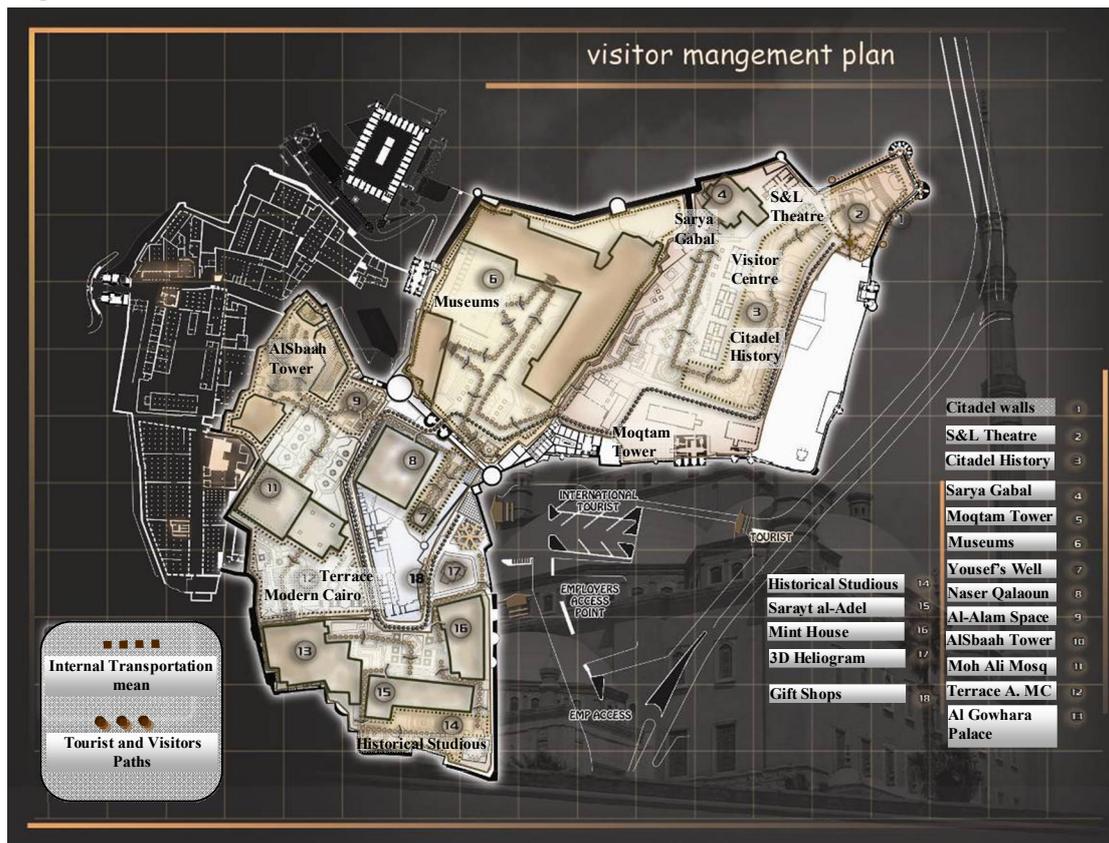
(source: Cairo Citadel VMP Project by NOUH)

visitation elements of each zone, the expected time of visitation, and the tourists' amenities location. As presented in figure 12, the citadel tour starts by marketing the available bouquets to the tourists and help them decide which one is suitable. Once a decision is made, the tourist is to queue in the collection point where a light transportation environmentally friendly mean is to transfer the group of visitors to the tour starting point as shown. Once the visitors arrive at the starting point they are welcomed with the representative of the citadel management team offering free maps of the citadel. The start point is so important providing the visitor with a variety of information and education materials, the citadel 1:20 model, the visiting centre located as a reuse for one of the closed buildings and the informative hologram 3D movie provided with charge for those who want to attend visitation element number 2 (VE2), it is included in the full bouquet. While queuing for turn in VE2, VE1 is

available for the full bouquet where a visitation for the ancient defensive wall of the citadel is available with its magnificent views for historical Cairo and Al-Azhar Park. After finishing, the visitors move to VE3 which provides them with historical information about the four famous dynasties and their role with the citadel the 'Ayyuibd', Mamluk', Ottomanien', and 'Mohammad Ali', souvenirs representing each dynasty are available for purchase by the visitors. Consecutively, visitors move as shown in figure 12 to another space. In an intermediate position between the two spaces a service unit is allocated for providing services to the tourists such as (toilets, snack food shops, souvenir shops and cafeterias). It is preferred to provide this unit as either a prefab building, which is very well isolated to prevent any water penetration to the soil and the foundation of the citadel, or whenever there is a possibility to provide these services in a reused building it has to be considered. In entering the second space to visit, 'Saryat al-Gabal' was the first mosque to be built in Egypt with the Ottomanien style. The mosque is unique in its architecture and is diminutive in size so the limitation for visitor's number has to be carried out. And so on, the visitors are to enjoy a unique and precious historical and cultural journey through the citadel's 18 proposed elements until the tour ends from where it starts.

5.7. Site management strategies

The management strategies of the site are to comprise some recommendations that are important for the efficient management of the site, such as:

Figure 13: Proposed carrying capacity technique

(source: Cairo Citadel VMP Project by NOUH)

- Moving the police and army barracks to any other place since they have nothing to do with the citadel. Keeping only the security forces required for the security of the citadel and the safety of the visitors.

- Having more than a thousand governmental employees working in various administrations that have nothing to do with the citadel rather than occupying an empty building. These administrations and organisations have to be relocated out of the citadel and reuse their buildings to serve the historical and cultural value of the citadel.

- The need to hire and adopt comprehensive training and education programs for the managerial team of the historical site and monuments of the citadel.

- There is a need to hire and train qualified maintenance people that have the practical experience and knowledge for dealing with historical sites and monuments.

- The management plan highlighted the need to adopt a high service, management and maintenance strategy that would coupe with the fact of prolonging the visit under the new VMP to last for six hours instead of one and half hour in average.

Such extension of the time of visits means more revenues and more amenities required by the tourists. The classification of the citadel into four zones would support and facilitate the ability of providing the required tourist amenities for each zone. Each zone was planned to accommodate the tourists' visits for a period of time that would range from an hour to an hour and a half.

Finally, the management plan proposed a simple carrying capacity system that would work efficiently within the limitations of developing countries. As presented in figure 13, four places were defined as sensitive monuments that need regulations concerning the number of visitations. The plan proposed a very simple idea of coloured tickets to be used. Based on the VMP the trip inside the citadel is to start from a defined point and to follow a visitation path. The idea of the coloured tickets would fulfil the requirement of limiting the number of visits to defined monuments. The tickets is set to have four colours where each colour would allow a 15 minute access to one of the defined buildings based on the colour of the ticket (figure 13).

5.8. Marketing plans and strategies

The citadel VMP proposed a variety of marketing bouquets to the visitors of the citadel. The SCA exerted a huge pressure on the VMP team not to raise the charges of visiting the citadel. Their unjustified pressure has been dealt with through the ability to promote a variety of visiting bouquets to the tourists and visitors. Figure 14, reports on the proposed marketing plans and

Figure 14: Proposed Marketing Bouquets

(source: Cairo Citadel VMP Project by NOUH)
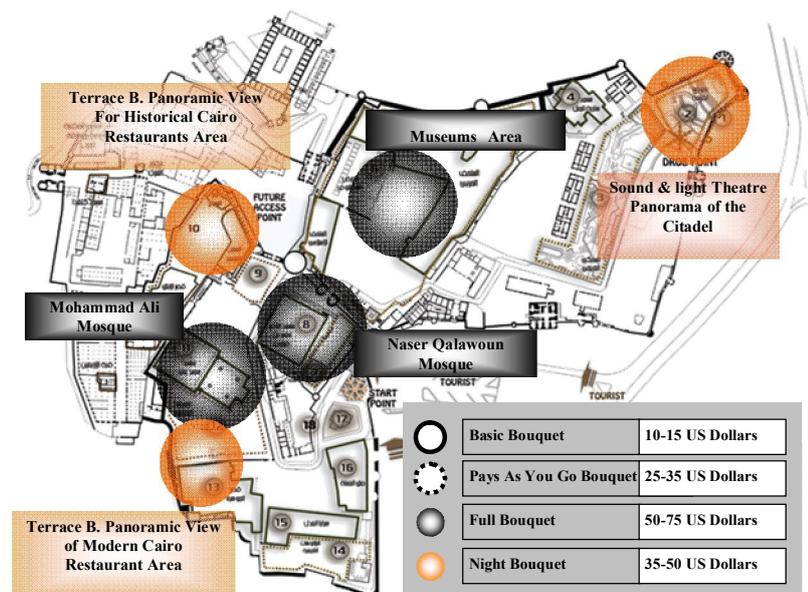
strategies for the new citadel tourism product offered by the VMP. The basic bouquet is to grant access to the same monuments and places visited by the tourists under the existing offered citadel tourism product and with the same cost. Visitors/tourists under this bouquet can enter any extra visitation elements after paying the access fees. The second offered bouquet is the full one. It contains all the proposed 18 visitations elements of the VMP, for discounted fees compared to the previous bouquet. The last offered bouquet is to pay as you go, under this bouquet the visitors access the citadel paying intermediate charges between the full bouquet and the basic one, granting the visitor access to 6 items of his/her choice. Also, as presented in figure 14, the VMP offers areas where access is granted to all bouquet for free while services provided inside these areas are for charge. The VMP added a very powerful bouquet which is the night bouquet. It offers access to limited areas that can add a powerful dimension to the citadel tourism product, granting the tourist under this bouquet access to the night area of light and sound theatre in the northern enclosure and access to the citadel

terraces and restaurant offering traditional oriental meals and a view of the historical and modern Cairo and the Nile at night. The limited access was due to the security reasons and was proposed after the approval of the citadel security officials. The access fees to the night bouquet is set to be between 35 – 50 US dollars including the fees to the sound and light historical documentation movie for the history of the citadel.

The marketing strategies for the citadel call for empowering the role of the tour operators and travel agents by offering them appropriate discounts on annual and seasonal tickets. Finally, based on a comparative study the proposed fees for the bouquets competitively were set to be 10, 25 and 50 as the lower range and as 15, 35 and 70 as the preferable range. The final estimated revenue of the citadel is expected to be raised by at least eight folds, from the current achieved 2-3 millions to an expected value of 17-25 million pounds per month.

5.9. Recruiting a champion of the project

One of the most major set backs of the project if not the major one, was the failure to recruit the appropriate 'champion'. The project champion has been defined as one of the most important success indicators for any VMP. His role includes the ability of putting together the various stakeholders, having the ability of reaching a compromise when conflicts occur, raising the required funds and reflecting the appropriate image of the project in the media thus gaining the public support to the projects. This champion, within developing countries, is preferred to be a public figure with no involvement or conflict of interest with any organisation or governmental body or even the ministry. He has to be a respectable member of the community who can exercise the required source of pressure to push the project when being halted under any circumstances.

The NOUH has done all the possible mistakes in selecting the project champion. The selected champion was the head of the NOUH. As the head of the NOUH, a conflict of interest occurred with the SCA. Also his credibility among the public introducing the project is questioned, being the head of the organisation preparing the project. Adding to that, a hidden competition was taking place between the heads of the SCA and the NOUH to extend their influence over the EMC. These conflicts have lead to the failure of the project champion, although his unquestioned creditability and qualification for doing such as job, to provide the required support to the project which was one of the fundamental reasons for the final stall of the project.

6. Evaluation of the Cairo Citadel VMP project

The paper provoked the VMP as one of the most sustainable efficient tools having the ability to promote SCT in historical and cultural sites. Therefore a concluding study that aims to test such hypothesis is required. The evaluation is to be done on two levels. The first level tests the ability of the project to compile with the predefined perquisites of promoting a SCT product. The second level tries to test the efficiency of the Citadel VMP project based on the predefined VMP Io'S.

6.1. The ability of the Citadel VMP project to promote a SCT product

The research defined six pillars for SCT upon which the success to enhance and sustain would lead to the achievement of the required SCT product. Table 2 provides a practical analysis of the citadel VMP project and the expected types of contributions to be achieved among the pillars.

Table 2: Evaluation level one: Citadel VMP and the SCT six pillars

SCT Pillar	Citadel current threats	VMP expected contributions	Evaluation
Site	▪ Water irrigation problems and threat ▪ Sewage needs due to the spread of employees all over the site ▪ The vibration caused by over 500 private cars accessing the site on daily bases.	▪ Moving all the green areas to northern section that has been recently isolated against water penetration. ▪ Moving most of the employers to this enclosure where it will be easier to provide the required sewage system. ▪ Banning the access of private cars and using a light trail system	HIGHLY POSITIVE
Tourist	▪ The site lacks the minim historical information ▪ The visitor is left inside the citadel to wonder around without any visitation paths or goals ▪ The number of elements visited is very limited only 5 from over 50 possible, which limits the tourist product offered ▪ The problem of quantity and quality of the tourist services and amenities offered.	▪ The project promotes the idea of the citadel historical digital map. ▪ There are defined visitation paths and access to the proposed 4 zones of the VMP ▪ The number of the visitation elements has been raised to 18 instead of 5. Carefully selected so as not to impose any kind of threats or negative impacts to the historical monuments. ▪ Each zone of the proposed 4 is to comprise a service node providing quality and quantity services to the tourists.	HIGHLY POSITIVE
Socio-cultural	▪ The absence of any educational materials regarding the cultural heritage of the site ▪ The lack of any activities that promote the traditional and native cultural elements	▪ The project searches and documents all the native and cultural aspects of the native community providing educational materials, museums and natural spaces. ▪ The plan promotes areas for folklore and traditional cultural arts and studious.	MODERATE POSITIVE
Historical	▪ The historical integrity of the site is negatively affected by a number of identified elements (storing cars inside the citadel, satellite, electrical and sanitation installation, and incompatible landscape elements). ▪ Again absence of any historical educational materials ▪ The absence of any renovation and maintenance plans for most of the site's monuments ▪ The very limited vision of the citadel only as a container for 'Mohammad Ali's' mosque, and neglecting its history (only 3 places are visited today that do not reflect the history of the citadel as a defensive project).	▪ The VMP eliminates all such negative elements and tries to control the existence of employees and unnecessary police and army forces inside the citadel. ▪ Again the digital citadel historical map and the citadel scale 1:20 model planned to exist at destination one is of great importance for enhancing the historical experience of the citadel tourism product. ▪ A number of buildings have been identified as of high priority for renovation and restoration plan to be reopened to the visitors such as the 'Gowhara Palace'. ▪ The VMP contains 18 visitation areas and elements offering a diversification and variety to the citadel tourism product.	HIGHLY POSITIVE
Economic	▪ The economic revenues are diminished where at the current time-being access is granted to the citadel 15 cents for students and 30 cents for Egyptians and Arabs. For an international tourist the price is 10 US dollars. ▪ The limited variation of the current offered tourism product limits the time and the quality of the visits ▪ There are no activities at the citadel after 5pm due to security reasons except for 2 or 3 annual events.	▪ The proposed economic study although the pressures of the SCA has managed to raise the expected revenues of the citadel by at least 8 folds of the existing. ▪ The Citadel VMP offers a variety of access bouquets and visitation programs. ▪ The time of the visits is expected to be extended at least four times. A lot of expenditure means are included for cultural and historical gifts. ▪ A night bouquet has been added with a sound and light theatre.	HIGHLY POSITIVE

Institutional	▪ The management of the citadel is officially carried out by a group of sincere people who do love the place and care for it; however, they lack the required qualifications for management of such a place. They follow the SCA bylaw. ▪ There aren't any monthly or even yearly maintenance schedules for the citadel and the landscape elements. ▪ There aren't any monuments renovation plans that would preserve the integrity and value of the citadel.	▪ The VMP proposed a number of training programs to raise the qualification of the citadel managerial team. ▪ The importance of hiring highly qualified maintenance companies that can perform the monthly and yearly maintenance of the citadel and its elements is highlighted. ▪ The VMP defined a number of buildings that are in a very bad condition and need immediate renovation plans in order to preserve their historical value. ▪ The VMP proposed an efficient carrying capacity technique for managing the visits to sensitive historical areas and monuments.	**MODERATE POSITIVE**

▨ Highly Positive Impact   ▥ Moderate Positive Impact   ☐ No Impact   ■ Negative Impact

Table 2, proved the Cairo Citadel VMP to be of a highly rated value for achieving a SCT product. The project based on its components and elements has managed to achieve; highly expected positive contribution among four of the six SCT pillars, the site, the tourists, the historical and the economic SCT pillars; and two moderate positively contribution pillars is expected to be achieved among, the socio-cultural and the institutional pillars.

6.2. Applying the research framework for VMP Indicators of success on the citadel VMP project

The Citadel VMP although its expected success to promote a SCT, tested and verified in table 2, has reached a complete stall situation by the start of 2011. Now after two years since completing the project nothing happened to the citadel site. Not to say that the situation is moving to the worse. A study for the reasons of the failure of the project was needed. The paper utilises one of its theoretical contributions named as a blue print for achievement of a successful VMP project (table 1), in conducting the second level evaluation. Table 3, utilises the VMP Io'S in a practical analytical study testing and reporting on the procedures, contents and output of the Cairo Citadel VMP project. The findings of table 4 determine the deficiencies of the Cairo Citadel VMP project where considerable limitations were identified in three sectors. The first of which is the fact that the project couldn't raise the appropriate representative of the various stakeholders of the project. The second and most important reason is the inability of the project to have the appropriate 'project champion' with his influencing role. The third problem would have been in case of implementing the project would be the limitation of the managerial qualification provided by the SCA and its representatives in the citadel.

A concluded incident took place during the final meeting between the SCA and the NOUH regarding the project. The SCA made it clear to the NOUH that the project is their solo responsibility and that they appreciate the NOUH's effort yet requesting them to handover the project to them, and they are to decide what should be done with it. The NOUH board refused such request and decided to freeze the project. Once again the conflict of interest won against the public interest of preserving and sustaining one of the most important historical cultural heritage Egyptian Islamic monuments in our days. Finally, the revolution of January 2011 and the administrative and governmental changes taking place that time got the project to a complete stall. The project now is preserved at the NOUH and the citadel is

deteriorating day after day. The SCA has been changed to a separate ministry of antiques 'Egyptian Ministry of Antiques'.

Table 3: Applying the VMP Indicators of Success on the Citadel VMP Project

Critical success factor	VMP Indicators of success VMP Io'S	1 2 3 4 5 6 7 8 9 10
Plan stakeholders and ownership	▪ Ensure that all stakeholders and potential contributories are included from the start.	scale bar
	▪ Involving the stakeholders in all stages of the process	scale bar
	▪ Joining visions and compromising on points of conflicts	scale bar
	▪ Getting the official stakeholders approvals concerning the various stages of the VMP	scale bar
Inventory stage and research project	▪ Defining existing problems and conditions	scale bar
	▪ Visitors needs and satisfactions surveys	scale bar
	▪ Historical and cultural documentation	scale bar
VMP team	▪ Recruit the appropriate professionals and experts with the required skills	scale bar
Adequate resources	▪ Be realistic about the resources required and that available during the planning stage	scale bar
A project Champion	▪ Select a champion who can influence, commands and have respect from the stakeholders	scale bar
	▪ Efficiency of the selected project champion to react with the various VMP problems	scale bar
Managing and monitoring	▪ Ability to apply continuous monitoring and adjustments	scale bar
	▪ Developing an upgrading and education programs for the site managerial team	scale bar
	▪ Hiring the managerial team with the required skills	scale bar
	▪ Prepare educational materials and programs for the local and the visitors of the site	scale bar
Marketing with a new flavour	▪ New bouquet attractions and activities that would gain the interest of appropriate market segments	scale bar
	▪ Increase in revenues, annual turnover and stakeholders benefits	scale bar

1 2 3 4 5 6 7 8 9 10 | Scale of achievement from 1-10 on equal intervals

7. Results and Conclusions

Egypt is a country that is endowed with the worlds' richest historical and cultural heritage monuments and sites. Most of the historical sites in Egypt lack the appropriate visitor managements plans and services. This deficiency negatively affects the efficiency of the historical and cultural tourism products offered by these sites; such diminishing the economic revenues gained from these sites. How can we imagine that the famous citadel of 'Salah al-Dien' can be visited by the Arabs for only 20 US cents while a traditional house in Turkey that hosted the shooting of a famous Turkish TV series is visited for 50 US dollars. Not only that but also the existing tourism and site visitation imposes a lot of negative impacts that threaten the existence of these outstanding precious monuments. The strive of the country for the tourism

economic revenues should not over ride the importance of safeguarding such a unique historical and cultural heritage for the current as well as for the future generations.

The paper presented the notion of sustainable culture tourism SCT as an approach that has the ability of promoting sustainable forms of tourism to historical and cultural monuments and sites. The SCT was defined as the ability to promote sustainability among defined six pillars of site, tourist, socio-cultural, historical, economic and institutional pillars. The identified six pillars have the ability to measure the efficiency of any tourism product in promoting SCT. The paper also presents the visitor management plan VMP as a practical proactive sustainability tool that can interact positively with the identified six pillars promoting SCT. The tool was further analysed through a number of practical case studies, identifying the VMP indicators of success (Io'S). The Io'S is a considerable contribution of the research that can be used as a blueprint for composing new VMPs or for evaluation of existing VMPs. The paper presented the Cairo Citadel VMP project as a practical attempt to compose a VMP within the political, administrative and economic limitation of developing countries. The project was further evaluated on two levels utilising the six pillars to test the efficiency of the VMP in promoting SCT (table 2), while the second level utilises the VMP Io'S (table 3) in a practical analytical study testing and reporting on the procedures, contents and output of the Cairo Citadel VMP project.

The paper proves that the VMP process in developing countries is highly affected by issues of ownership and administrative conflicts in role and interest among governmental bodies. The change in the governmental structure every now and then has a great negative impact on the stability and the efficiency dealing with maintenance, management and the preservation of the Egyptian monuments. The fragile political, administrative and economic situations have direct impacts affecting the decision making regarding the VMP of tourism destination in developing countries. The proposed blueprint for VMP indicators of success and identified six pillars of SCT, have proved their efficiency as a manual for composing and evaluating a VMP and promoting SCT in historical areas and sites.

References

Al Sayyad, N., 2011. Cairo: Histories of a City. Library of Congress. Cataloging-in-Publication Data, Harvard University Press, USA.

Andre Botequilha Leitao, J. A., 2002. Applying landscape ecological concepts and metrics in sustainable landscape planning. Landscape and Urban Planning 59, 65-93.

Barre, H., 2002. Culture Tourism and Sustainable Development. Museum International 54, 126-130.

Behrens, D., 1992. Islamic Architecture in Cairo: An Introduction. Cataloging-in-Publication Data, USA.

Boyd, S., Butler, R., 1997. Sustainable Tourism Development in Protected Areas. International Journal of Heritage Studies 10(3), 309-319.

Chhabra, D., 2012. Management of World Heritage Sites: An Integrated Sustainable Marketing Approach. Arizona State University, USA.

Chiabai, A., Paskaleva, K., Lombardi, P., 2013. e-Participation Model for Sustainable Cultural Tourism Management: a Bottom-Up Approach. International Journal of Tourism Research 15, 35-51.

Collison, F., Spears, D., 2010. Marketing Cultural and Heritage Tourism: The Marshall Islands. International Journal of Tourism 4(2), 130-142.

Drost, A., 1996. Developing Sustainable Tourism in World Heritage Sties. Annals of Tourism Research 23(2), 479-492.

Du Gros, H., 2001. A New Model to Assist in Planning for Sustainable Cultural Heritage Tourism. International Journal of Tourism Research 3(2), 165-170.

Groot, R., 2006. Function-analysis and valuation as a tool to assess land use conflicts in planning for sustainable, multi-functional landscapes. Landscape and Urban Planning 75, 175-186.

Human, B., Sharp, P., 2010. Tourism and Planning: the planning system. Published by VisitBritain in association with Tourism together. Available at: http://www.insights.org.uk/articleitem.aspx?title=Tourism+and+Planning.+Part+1%3a+The+Planning+System (accessed 12 August 2013).

Jamal, T., Everett, J., Dann, G., 2003. Ecological rationalization and performative resistance in natural area destinations. Tourist Studies 3(2), 143-169.

Kamata, H., Misui, Y., Yamauchi, H., 2010. How to attract more tourists? Tourism Review 66, 28-40.

Keitumetse, S. O., 2011. Sustainable Development and Culture Heritage Management in Botswana: Towards Sustainable Communities. Sustainable Development 19, 49-59.

Landorf, C., 2009. Managing of Culltural Tourism: A Review of Six Cultural Heritage Sites. Journal of Sustainable Tourism 17(1), 53-70.

Leask, A., 2010. Progress in Visitor attraction research: toward a more effective management. Tourism Management 31, 155-166.

Liverpool, 2005. Liverpool Wold Heritage Site: Visitor Management Plan. PLB Consulting Ltd. Availalbe at: http://www.liverpoolworldheritage.com/managingthewhs/management/visitormanagementplan/index.asp (accessed 17 December 2013).

O'Kane, B., 2009. Creswell Photographs Re-examined: New Perspectives on Islamic Architecture. The American University in Cairo Press, Cairo, Egypt.

Rabbat, N. O., 1995. The Citadel of Cairo: A New Interpretation of Royal Mamluk Architecture. Library of Congress Cataloging-in-Publication Data, NY, USA.

Ramsey, D., Everitt, J., 2008. If you dig it, they will come! Archaeology heritage sites and tourism development in Belize, Central America. Tourism Management 29, 909-916.

Raymond, A., 2000. Cairo. Library of Congress Cataloging-in-Publication Data, Harvard University Press, USA.

Skoglund, P., and Svensson, E., 2010. Discourses of Nature Conservation and Heritage Management in the Past, Present and Future: Discussing Heritage and Sustainable Development form Swedish Experiences. European Journal of Archaeology 13(3), 368-385.

UNESCO, 2013. United Nations Educational, Scientific and Cultural Organisation. Official Web Site. Available online at: http://whc.unesco.org

VisitEngland, 2013. Visit Englansds: principles for Developing Destination Management Plans. Avaialble at: http://www.visitengland.org/Images/DMP%20Guiding%20Principles%20201207_tcm30-33507.pdf (accessed 10 August 2013).

Williams, C., 2002. Islamic Monuments in Cairo: The Practical Guide. Fifth Edition, The American University in Cairo Press, Cairo, Egypt.