

Abstract

REPUBLIC OF PERU
**HISTORIC SANCTUARY
OF MACHU PICCHU**

Mixed World Heritage Site, Cultural
and Natural - WHC



ANNUAL REPORT ON THE CONSERVATION OF THE WORLD HERITAGE
UNESCO 2013

LIMA, JANUARY 2014



PERÚ

Ministerio de Cultura



PERÚ

Ministerio
del Ambiente

Servicio Nacional
de Áreas Naturales
Protegidas por el Estado



ABSTRACT

ANNUAL REPORT ON THE CONSERVATION OF THE WORLD HERITAGE

2013

State Party : REPUBLIC OF PERU

Name of the property : HISTORIC SANCTUARY OF MACHU PICCHU

Cusco, April 2014

**REPORT ON THE PROGRESS UNTIL APRIL 2014 ON THE IMPLEMENTATION OF
RECOMMENDATIONS OF THE WORLD HERITAGE COMMITTEE
HISTORIC SANCTUARY OF MACHU PICCHU**

Reference:

37th Session of the World Heritage Committee-UNESCO – Phnom Phen, Camboya, 2013

Name of the Property: Historic Sanctuary of Machu Picchu (Peru) (C 274)

Document: DECISION 37 COM 7B.36

I. GENERAL INFORMATION:

1.1 Name of the Property:

Historical Centre of the City of Arequipa

1.2 State Party:

Republic of Peru

1.3 Responsible Authorities:

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II. REPORT ON THE PROGRESS MADE IN THE IMPLEMENTATION OF RECOMMENDATIONS FROM THE WORLD HERITAGE COMMITTEE

7. Also requests the State Party, in line with the proposals made in the 2009 Emergency Action Plan, the recommendations of the 2012 advisory mission and previous decisions of the World Heritage Committee, to implement the following measures within the noted timeframe:

a. Harmonize legislative frameworks and enforce regulatory measures and related sanctions for violations by April 1, 2014

Current legislation in the field of cultural heritage and natural heritage establish the exclusive responsibilities, duties and powers of the two supervisory bodies, namely, the Ministry of Culture and the Ministry of the Environment, through their technical bodies, in charge of the co-management of the Historic Sanctuary of Machu Picchu (SHM). The applicable legal provisions are as follows:

- Peruvian Constitution (Articles 21 and 68)
- Law 28296 – General Law of National Cultural Heritage and its Regulations approved by Executive Order (*Decreto Supremo*) 011-2006-ED.
- Law 29565 – Law that Creates the Ministry of Culture and its Regulations
- Executive Order (*Decreto Legislativo*) 1013 – Law that Creates the Ministry of the Environment and its Regulations
- Law 23765, which declares the Machu Picchu National Archaeological Park as National Cultural Heritage
- Law 26834, Law of Protected Natural Areas and its Regulations
- Executive Order (*Decreto Supremo*) 016-2009-MINAM, which approves the General Plan for State Protected Natural Areas
- Executive Order (*Decreto Supremo*) 001-81-AA, which established the Historic Sanctuary of Machu Picchu
- Executive Order (*Decreto Supremo*) 003-2011-MC, which modifies the composition of the Management Division of the Historic Sanctuary of Machu Picchu (SHM)

The following provisions are also applicable: Article 82, Paragraph 12 of Law 27972 – Organizational Law of Municipalities and Article 47 of Law 27867 amended by Law 27902 – Organizational Law of Regional Governments. According to these legal provisions, both entities share responsibilities in matters of cultural and natural heritage with competent State agencies. Finally, Law 29408 – General Tourism Act, which determines in its Article 3 that development of tourism should not affect cultural and natural resources, also applies.

Within the legal framework referenced above, the Management Division of the Historic Sanctuary of Machu Picchu (UGM) was founded in 1999 to conduct the strategies set out in the Master Plan. We believe that the efforts by the State to harmonize relations among the different bodies involved in the integral management of the Historic Sanctuary of Machu Picchu and forming part of the UGM are reflected on the

provisions of Executive Order 003-2011-MC. This Order provides that the Steering Committee of the UGM is responsible for approving and directing the application of the strategies for the integral management of the SHM; hence, each competent authority, according to their powers, are responsible for approving the planning documents for the integral management of the Sanctuary.

In the process of legal harmonization and application of sanctions for violations committed, the Decentralized Division of Culture of Cusco (DDC/Cusco) of the Ministry of Culture has drafted the Regulations on Sustainable Use and Tourist Visitation for the Conservation of the Inca City of Machu Picchu (*Reglamento de Uso Sostenible y Visita Turística para la Conservación de la Ciudad Inka de Machu Picchu*), which are undergoing a revision process by the Regional Tourism Authority (DIRCETUR) and the main associations for tourist activities. For 2014, the socialization and validation of these Regulations with the tourism guide sector has been foreseen.

In the event of infringement of natural heritage, pursuant to Executive Order 1013-2008, Law 26834, the Regulations on Punitive Administration Proceedings (PAS) for Appropriation of Protected Natural Areas under National Administration approved by Executive Order (*Decreto Supremo*) 019-2010-MINAM are applied.

b. Develop a comprehensive strategy for the Western Access to the property by April 1, 2014

Firstly, we consider it necessary to point out that what is called today the “West Access” was always a point of entry into Machu Picchu, mainly because it is a territorial space that forms an integral part of the Sanctuary and was a constant space for transit used since pre-Hispanic times as a nexus between Vilcabamba and Machu Picchu, first through an extensive and important network of paths and later under further utilization as a bridle path at the end of the 19th century and, finally, in the 20th century through the railway and the highway.

The DDC/Cusco has paid special attention to the initial installation of the checkpoint at the West Access to the Historic Sanctuary of Machu Picchu (SHM). For this purpose, it has taken possession of 300 m² of land granted by the power generation company EGEMSA at kilometer 122, according to the current contract which is ready to be signed by both parties. Installation of a new guard station for workers has begun, and this provides at the same time increased facilities for the visitor control and registration operations in front of the Intiwatana sector.

The next step will be the construction of this establishment based on the infrastructure blueprint sent to UNESCO in 2011. This infrastructure shall include a guard surveillance cabin (surveillance video cameras, an electronic ticketing system, information on risks, first aid materials), as well as an infirmary and restroom facilities, accommodations for administrative – surveillance personnel and other implements. Visitor entry at the West Access shall be controlled in a joint and coordinated manner at this infrastructure.

As part of the implementation of improvements to the surveillance video system in the Inca City sectors, we currently have a technical proposal for the incorporation of new equipment, which scope will extend up to kilometer 122 – Hydroelectric Power Plant

sector, through the radio link system. The purpose is to monitor and control not only the movement of visitors and dwellers but also any emergency that could occur, such as forest fires or other natural disasters.

The inclusion of this implementation has been considered a priority by the Ministry of Culture and the Ministry of the Environment in the Budget corresponding to 2014.

At the same time, thanks to the initiative of the District Municipality of Mollepata (located in the adjacent Province of Anta) with full support from the Ministry of Culture through DDC/Cusco and other private and public sector agencies, a Tourist and Recreational Site Plan for the Route Mollepata – Salqantay – Lucmabamba – Llaqtapata – Hydroelectric Power Plant – Machu Picchu has been prepared, precisely as a technical regulatory instrument designed to provide guidance and planning as well as offer adequate services to visitors who most frequently use this route which finally passes through the West Access. It must be noted that this Site Plan has been approved for the Master Plan of the Historic Sanctuary of Machu Picchu (SHM) (as it is located in the Buffer Zone) being already implemented with the preliminary services and installations.

Finally, the Terms of Reference (TdR) were prepared in 2014 in order to hire a consultant to carry out a comprehensive study of the West Access to the SHM. Its purpose is to have a comprehensive technical regulatory instrument for planning and arranging all issues related to such access.

c. Undertake the Management effectiveness assessment to assist in the review and update of the Management Plan for the property by April 1, 2014

As part of the revision process of the Master Plan of the SHM, two workshops in which 8 aspects of the effectiveness of the property management were evaluated were held on October 12, 2012 and April 10, 2013.

The workshops also included an evaluation of the Vision, objectives, zoning, and Buffer Zone as well as an analysis and an updated map of SHM actors, which also appears as a document.

We currently have the preliminary version of the Master Plan, which is based on the structure of the terms of reference. Such structure was prepared and jointly agreed upon by the Ministry of the Environment – SERNANP and the Ministry of Culture – Decentralized Bureau of Culture – Cusco (diagnosis of current conditions and strategic plan).

On the other hand, as part of the site management, the Ministry of Culture and the Ministry of the Environment, represented by SERNANP, devoted institutional efforts, through the legal counsel offices of the Headquarters of the National Archaeological Park and the Historic Sanctuary of Machu Picchu, to the legal defense of the property before the Judiciary in view of the complaints filed by the Abril and Zavaleta families.

In the latter case, in the legal proceeding followed by Blanca Angélica Zavaleta and others in the matter of replevin or repossession of the land and collection of proceeds of the land against the State, after a thorough and solid legal defense on the part of

both ministries in Case 2228-2005 before the Third Civil Court of Cusco, **the Judiciary issued a judgment dated August 2, 2013 supporting the position of the State**; that is, it declared unfounded the claim for replevin or repossession of the land filed by the citizen Blanca Angélica Zavaleta and others against the State; **accordingly, the public ownership of Machu Picchu as archaeological heritage and the public ownership of the surrounding land are guaranteed.**

In order to delve into the meaning of the distribution of indigenous land which, from colonial times until the start of the Republic, enabled the protection of community land and which within the scope of Machu Picchu was respected until 1849, a specialized legal historical workshop was carried out with the participation of experts in history and local invitees via videoconference. This workshop was carried out on March 28, 2014.

In March 2013, the *“Proposal for Curing of Defects of the Real Properties located in the Sectors of San Antonio de Torontoy and Mandor San Miguel of the Historic Sanctuary of Machu Picchu”*, which was used as input in the legal proceedings and the legal and physical curing of defects of the Sanctuary, was implemented.

- d. Finalize and adopt Public Use Plan, in line with the provisions of the Management Plan for the property, including definition of carrying capacity for the Historic Sanctuary and Machu Picchu village and the measures anticipated in respect to the visitation limits by April 2014.**

The Master Plan of the SHM, which already has a preliminary version, considers the **Public Use Plan** as part of the Programs. Furthermore, it has been considered among the projects the preparation of the relevant Public Use Plan.

As part of the inputs related to the public use of the SHM, two documents on the development of nature tourism and tourism planning are currently being prepared.

The Public Use Plan shall incorporate the results of the studies on the West Access to the property as well as the impacts of the proposal for execution of megaprojects in the Sanctuary, such as the construction of the Chinchero International Airport, the tunnel at Mt. Veronica and the hydropower electric projects in the Buffer Zone.

Regarding the definition of carrying capacity or limit of acceptable change (LCA), at the suggestion of the World Heritage Center of UNESCO, arrangements have been made to hire a specialized consulting firm to conduct this study for the Historic Sanctuary and the village of Machu Picchu. Arrangements were made with the archaeologist Jordi Tresserras, Director of the Laboratory of Heritage and Cultural Tourism (LABPATC) at the University of Barcelona, and Professor of UNESCO Culture, Cultural Tourism at the University of Paris 1.

The proposal to be developed would contain:

Establishment of the carrying capacity or limit of acceptable change, presentation of a strategy for managing visitor flows to allow combining the cultural, tourist, educational and social use with conservation of the site and developing a series of recommendations in line with requirements of UNESCO, ICOMOS and IUCN, based on studies carried out for the purpose of improving and expanding the study on carrying

capacity for the Sanctuary and surrounding areas, as well as generating synergies with the Master Plan and existing regulations, adding to the process all stakeholders from the public and private sectors as well as organized local residents who would participate in this strategy.

- e. **Finalize risk reduction and disaster recovery plans, including all parts of the disaster risk cycle, not only the response to emergency situations, by April 1, 2014.**

Disaster Risk Management Plan of the Machu Picchu Sanctuary:

At present, a professional and technical team of the Machu Picchu National Archaeological Park is developing specific actions to complete the Disaster Risk Management Plan 2013 – 2016 of the SHM. This document is framed within the provisions of the Regulations of Law 29664, which establishes under Article 21, Title III on the NATIONAL POLICY FOR DISASTER RISK MANAGEMENT that the National Policy for Disaster Risk Management should be implemented in a participatory manner to socialize and coordinate the Management Plan with SERNANP for its execution in an inter-institutional manner with assessment from the National Institute of Civil Defense (INDECI).

As immediate actions, training workshops are being developed for information and identification of risk areas at the Machu Picchu National Archaeological Park. The information obtained was entered into a database in the Geographic Information System (GIS) and was validated in the field through the entire network of Inca Trails and Inca City, which allowed 12 levels of risk plans to be generated.

With support from the Office of National and Civil Defense of the Regional Government of Cusco, the Estimation of Risk for the Inca Trail has been carried out, which main objective was to propose recommendations and immediate actions for controlling hazards or mitigating their negative impact, reducing the risks as well as the vulnerability in this jurisdiction of the constant and transient population. Similarly, there is a *Plan for Prevention and Control of Forest Fires*, and these documents are being incorporated into the revision of the Disaster Risk Management Plan for the Historic Sanctuary of Machu Picchu.

In reference to scientific research studies, the following ones have been conducted:

1. Geological, geomorphological and external geodynamic aspects facing Climate Change at the SHM, the Inca Trails, Aobamba and the hydroelectric power plant.
2. The geology, geomorphological evolution and external geodynamics of the Inca city of Machu Picchu.
3. The geological hazards in the capital of the District of Machu Picchu - Aguas Calientes.

Disaster Risk Management Plan for the Village of Machu Picchu.

In October 2013, inter-institutional cooperation actions were carried out between the District Municipality of Machu Picchu, INDECI, SERNANP and DDC/Cusco to coordinate actions and implement the District Disaster Risk Management Plan. Likewise, the District Mayor, David Gayoso García, invited public and private institutions to participate in the multi-sector emergency meeting to coordinate prevention tasks in view of the increase in water levels of the Vilcanota River and to make an inspection visit with representation of the Office of the Prime Minister (PCM) SERNANP, Ministry of Culture, INDECI, INGEMMET, CENEPRED, Ministry of Housing and Construction, ANA, MINCETUR, Ministry of Transportation and Communications, PROVIAS, SENAhami.

In this connection, significant progress has been made in the first quarter of this year. The District Municipality of Machu Picchu (MDM) has called inter-institutional meetings since February 27, 2014, which were attended by representatives of the Decentralized Bureau of Culture of Cusco (DDC-C), the National Service of Protected Natural Areas – Historic Sanctuary of Machu Picchu (SERNANP – SHM) and the National Institute of Civil Defense (INDECI), in order to discuss the specific issue of Disaster Risk Management on a comprehensive basis within the District of Machu Picchu.

As a result of the four meetings held to date, we can state the following:

1. The above-mentioned institutions all agree that it is necessary and important to prepare the Disaster Risk Management Plan of Machu Picchu (PGRDM).
2. SERNANP, DDC-CUSCO and INDECI made a presentation on the progress made and the inputs used for the preparation of the Disaster Risk Management Plan.
3. The MDM made known Head Office Resolution 072-2013-CENEPRED/J. which establishes the structure for the preparation of the document.
4. One of the objectives of the PGRDM is to correct the observations raised by UNESCO.
5. Preparation of the proposed structure of the plan and execution schedule (as established in Head Office Resolution 072-2013-CENEPRED/J).
6. Composition of the technical team for the preparation of the Disaster Risk Management Plan.
7. Preparation the list of documents available for the preparation of the Disaster Risk Management Plan, such as background information.

f. Finalize and approve the Urban Plan for Machu Picchu Village, containing the definition of regulatory measures, including building codes and processes for approval of new construction in the village and adjacent areas at the property and its Buffer Zone by April 1, 2014

In terms of the need to update the Urban Plan for Machu Picchu Village of the year 2000, the Mayor of Machu Picchu Village, David Gayoso Garcia, elected on October 1, 2013, agrees to work in coordination with managing institutions of the Historic Sanctuary of Machu Picchu. At a City Council session held on December 13, 2013, the project for the implementation of a System of Management and Urban Control was approved, which will be carried out during this year in the district of Machu Picchu with

an assigned budget of S/.429,419.76 (Four Hundred Twenty-Nine Thousand Four Hundred Nineteen and 76/100 Nuevos Soles). The project has the following components:

- Component 1: Preparation of a municipal urban property register (diagnosis, personnel training, collection of property registration information, implementation of property registration GIS, and its integration with other municipal offices)
- Component 2: Preparation of an Urban Plan – urban planning layout
- Component 3: Awareness, dissemination and training
- Component 4: Implementation and equipment

The preparation and execution of this Project was approved by Board of Directors' Resolution 169 – 2013.

The execution of Component 1 started in February of this year under the leadership of the District Municipality of Machu Picchu. To date, 02 inter-institutional meetings have been held, with the participation of the National Service of Protected Natural Areas – Historic Sanctuary of Machu Picchu (SERNANP – SHM), National Superintendency of the Public Records Office (SUNARP) and the organized urban population; obtaining the following results:

1. Presentation on the diagnosis of the Urban Plan 2014-2018 and current situation.
2. Proposed Urban Planning scheme and participatory workshop for the collection of information on the organized population.

Lastly, SERNANP has signed an inter-institutional cooperation agreement with the District Municipality of Machu Picchu with the purpose of establishing collaboration and support mechanisms between both institutions. Such agreement will enable to execute the works in a coordinated manner and to provide technical support for developing initiatives aimed at projects and activities in the area of the Historic Sanctuary of Machu Picchu.

Cusco, April 2014