Incorporating the Past into One's Future:
A Framework for Conservation and Economic Development in Guayaquil, Ecuador

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abstract
Conservation and revitalization efforts in Latin America have been
typically centered on the preservation of individual monuments
and historic buildings. This approach has recently led to the
development of more integrated revitalization plans that begin by
seeking to conserve the area as a whole. This thesis presents an
outsider’s observation of the situation in the Las Peñas neighbor-
hood of Guayaquil, Ecuador from a two-point perspective—
planning and architecture. Using case studies and site-based
observations, this thesis proposes elements to be considered in
creating a framework for future development by the residents and
planners of a Las Peñas. These elements are distilled into several
guiding policy and design principles with the goal of achieving
the greatest collective benefit. In contrast to prescriptive develop-
ment guidelines common to revitalization plans, this thesis
presents local residents and planners with a palette of guiding
policy and design principles intended to inform their own creation
of a dynamic framework for the transformation of their neighbor-
hood, Las Peñas.
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dedication

In memory of my father, James Kenneth Little

To my family—Mom, Shari, Dan, and Bill
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introduction

Conservation efforts in Latin America have been typically centered on the preservation of individual monuments and historic buildings. This approach has recently led to the development of more integrated approaches to conservation which begin by seeking to conserve the area as a whole, to preserve the overall value of the place. This thesis presents an outsider's observation of the situation in the Las Peñas neighborhood of Guayaquil, Ecuador from a two-point perspective—planning and architecture. Taking my observations, I then focus on proposing elements to be considered by the residents and planners of a neighborhood in Guayaquil, Ecuador called Las Peñas in their creation of a framework for future development. These elements are distilled into several guiding principles in the areas of policy and design with the goal of achieving the greatest benefit for the city as a whole. I do not seek to prescribe a particular plan or a fixed set of design guidelines. Rather, I hope to present a palette of policy and design principles that will inform the creation of a living framework for the transformation of Las Peñas by the residents and planners of Guayaquil.
In 1537, Indian chief, Guaya, killed his beautiful wife, Quil, then drowned himself, to escape capture by the invading Spaniards. This couple ironically became the namesakes of this coastal Ecuadorian city, Guayaquil. Since then, Guayaquil has survived several devastating fires, multi-million dollar cocaine scandals, and all-encompassing corruption to become the largest city in Ecuador. Its residents are known for their pluck and audacity, in sharp contrast to the capital city, Quito with whose staid and reserved populace Guayaquileños have a strong rivalry.

Within Guayaquil, a city of skyscrapers and haphazard concrete frame buildings laid out on a strict grid system, the neighborhood of Las Peñas is virtually the only place that seems to retain a distinct history. This long and narrow neighborhood is nestled between a steep hillside slope and the Guayas River, taking advantage of both the hillside backdrop and the stunning views of the water below. It was the original city settlement in 1537 and consists of 6 modern buildings and 30 ornately detailed wooden frame houses built most recently by unemployed ship builders in the late 1800s. Roughly 50 families live in its 11,742 square meters of floor space. The houses line a narrow cobblestone street, Numo Pomilio Llonas, that winds its way along the edge of the hill overlooking the river to the south.

Walking through this diverse middle- to low-income neighborhood, one finds pleasure in the human-scaled, 1-2 story wooden façades hugging either side of this narrow street. The chaos of
handmade wooden signs entertain and advertise, while the second story balconies provide shelter. The curves in the street create pockets of space, denying a straight shot view of the whole street. Visitors experience the place slowly, as it unfolds before them. Lateral openings along the street treat the visitor to various glimpses of the river between and through the airy river front buildings, or of the artists working in their studios amongst piles of paint tubes, cans full of brushes, and the occasional house cat. On this journey, one will quickly realize that many of these artists have turned parts of their homes into galleries, lending an interesting character to the neighborhood.

The quality of the architecture does not share that typically associated with a UNESCO world heritage site, nonetheless, the value of the place comes from a richness of habitation, and a liveliness of activity that this conglomeration and layering of buildings, people, and uses generates. These layers include lateral and vertical layering of façades, level changes, and scales as well as the layering of buildings as they move up the hill and face the river; layers of visual depth, and layers of changing activities over time. This variety and complexity comes from the scale of the neighborhood; its texture, form, façades, design elements, people, location, orientation, views, and level changes; and its varying solidity, porosity, and paces.
The forces affecting the neighborhood of Las Peñas.

Even the time of year adds a layer. In the summer, Las Peñas becomes another kind of experience as it hosts the city’s largest festival—The Summer Festival of the Arts—a source of great pride for the Guayaquileños. The resident artists open their studios and visiting artists from other parts of Latin America show their work, transforming the street into a long showroom and promenade. Dancers, actors, and singers perform for the tens of thousands of people from all over Latin America that attend this lively summer-time event.

Despite its long history and currently captivating appearance, Las Peñas faces drastic changes in its future. The discussion of Las Peñas is pertinent and raises issues relevant for other neighborhoods of this type. It is located near an area of the city slated for substantial development and faces the impact of these momentous changes. It is currently experiencing some pressure—from its neighbors, from the political situation, and from speculation. As described in detail below, these pressures threaten to upset Las Peñas’ social, economic, and physical resources if not dealt with.

Pressure from Neighbors

Mailecon 2000. The Mayor and former President of Ecuador, Pedro Febrés Cordero, has initiated a 21 hectare river-front revitalization project adjacent to Las Peñas called Mailecon 2000. With 14,000 square meters of landfill and 95,000 square meters of new
building area, this revitalization project includes plans for a luxury mall, museum and gallery complex, market, and park area to be managed through a conglomerate of large businesses headquartered along the river front in Guayaquil's increasingly run-down central business district. This group is called the Malecon 2000 Foundation. It is a non-profit organization "created for the purpose of channeling private investment for public benefit." (Noe Carbajal, Foundation Manager)

Malecon 2000 is intended to raise the prestige of the city center and to promote Guayaquil as a tourist destination. This project is expected to revitalize the area, creating a favorable climate for redevelopment—a move that, combined with other new development planned for the area, will flood Las Peñas with investors seeking to profit from its ideal location and rich character.

In January 1998, I went to Guayaquil to create a "visual listening" video series for planners and to attend a workshop given by SIGUS (Special Interest Group in Urban Settlements). The workshop was aimed at evaluating the possible effects of the new Malecon 2000 project and designing alternative solutions to better accommodate the needs of the various stakeholders in the area. An international group of students, we settled in, surveying, asking questions, probing, documenting, and talking with people. We were curious about people's thoughts on the Malecon 2000 project slated to
Images from the Visual Listening video series I created on Guayaquil.

turn their waterfront property suddenly into a convention center-front property after landfill, roads, and big hotels erases their river view and blocked their direct access to the water. We attempted to listen to the opinions and concerns of all groups involved. We spoke with Malecon 2000 representatives, city planners, street vendors, university professors, the assistant to the elusive president of the Historic Preservation Society, shop owners, housewives, children, gallery owners, construction workers, a sewage engineer, a representative of the brewery at the edge of Las Peñas, the members of the Las Peñas Residents’ Association and the Las Peñas Cultural Association, artists, and more. We consistently encountered divisions, conflicting stories, and a lack, or even an absence, of communication. From all this, we gathered that most people were upset about some aspects of the project but, on the whole, felt it was good for the city and therefore worthwhile. They hoped their neighborhood would benefit from the Malecon development in some way. Amongst the members of the Las Peñas Residents Association and the Las Peñas Cultural Association, however, there was a consensus: they wanted to develop their property but lacked the information, financing, and expertise to begin such a project.

The new convention center. In conjunction with the Malecon project, a private developer, with cooperation from the municipality, is buying the CEPOL university campus adjacent to Las Peñas and the Malecon 2000 site to build a large convention
center intended to attract large local and international functions. The convention center, if successful, will create a sudden and great need for accommodations, services, retail, and restaurants in the area.
The Santa Ana neighborhood. To the northwest of Las Peñas is the 15-year-old land invasion settlement of Santa Ana, which presses on its border with Las Peñas. Residents of Las Peñas feel threatened by this lower-income community. They are worried about crime and the overspill of the problems Santa Ana faces. The Santa Ana community has expressed several concerns that need to be addressed as well as many potential assets that should be considered when planning for new development in the area. Their concerns include employment opportunities, schools, healthcare, retail, and infrastructural needs such as drainage, lighting, and retaining walls. The strengths of the Santa Ana neighborhood lie in its strong resident’s association and political system, its history of community action, the sheer number of residents it possesses, and, connected to that, its labor capacity.

Political Pressure
Mayor Febrés Cordero is particularly interested in the successful revitalization of this area for several reasons. He has a large stake in the success of the Malecon project as a factor in his reelection in the year 2000. Moreover, as former president of Ecuador, he has the connections and clout to execute the planned project. His political status is in fact critical to the success of the plan.
Guayaquil's rivalry with the city of Quito is at an all-time high. Given that the border disputes with Peru have subsided, the country no longer has an issue around which to unite. The traditional rivalry between Guayaquil and Quito has reemerged and the Guayaquileños are using this development as an opportunity to surpass their rival city.

**Speculative Pressure**

These forces surrounding and affecting Las Peñas—the new convention center, the Malecon 2000 project, Santa Ana's needs, and the political climate, along with the architectural and cultural potential of the neighborhood—have combined to create a high level of energy and interest in the area. This gave birth to an even more powerful force: speculative pressure. The new development nearby has caused the potential value of Las Peñas to skyrocket, putting the neighborhood in a crucial and tenuous position. The gradient of change in the near future is steep and there is little doubt that these pressures will lead to rapid physical and economic development. What remains unanswered is how that development will manifest itself in Las Peñas and what effect it will have on the characteristics of the neighborhood that give it its richness as the forces become stronger and stronger. Guiding development and establishing guidelines, or goals for development, is key. Several outcomes to this situation are possible and will be effected by the planning of the development.
If development is allowed to occur uninhibited, precedent would suggest that Las Peñas will be developed by outside investors with the aim of extracting as much profit as possible. The buildings will be renovated and high rises will fill the neighborhood, overpowering it with commercial and tourist-oriented uses. With the inevitable rise of property values, the current residents will most likely be unable to continue living in the neighborhood. The renters will be forced to move elsewhere and the owners will most likely sell out. This series of events is not uncommon and in cases of positive development, pose no evident threat or problem. (If financial gain is the only measure). The owners will profit, and the renters can surely find an apartment elsewhere. However, the situation has several less apparent, significantly serious consequences that must be considered.

The Possibilities

The scale, texture, and variety of the buildings give the neighborhood its unique and valuable personality. To maintain this asset, new development must mesh carefully with the existing neighborhood fabric. Development that favors high density without concern for the existing fabric will threaten the unique sense of scale and texture from which Las Peñas derives its value.

The people currently living in Las Peñas create a unique asset. It is their mix of interests that creates a diversified and energetic neighborhood. Losing these people would mean losing those who generate the galleries and festival—ultimately the activities that give value to the place.

When an income disparity exists between the new and the neighborhood, generally, what happens is that the new development will ignore the surrounding area, even turn its back to it, creating a wall, tangible or intangible, between it and the context. The new development in Las Peñas runs the risk of not considering the needs and potential assets of surrounding neighborhoods in a development plan. Fearing the high crime rate and perceived security threat posed by the Santa Ana community, developers could wall off this lower income neighborhood in an attempt to "deal with the problem." This move will only further stratify an already divided population. On the other hand, if handled carefully and planned for, new development could actually enhance the assets inherent in this artist's community. Las Peñas could use this development as an opportunity to establish a mutually beneficial relationship with its neighbors—Santa Ana, the Malecon, and the convention center—thereby gaining strength from their joint resources.

These forces converging on the neighborhood of Las Peñas could either destroy its inherent value or be used to make the neighborhood stand out and contribute long-term value to the city. The residents and the municipality have a unique opportunity to approach conservation in a more efficient and powerful way. If the forces acting upon Las Peñas are well guided, they can benefit the place, the people, and the city as a whole.

The Plan

Change is inevitable. This thesis provides policy and design principles aimed at informing the formulation of a framework for the future development of Las Peñas. If a development framework is set up to deal with the growth sensibly, change could benefit, rather than hinder the neighborhood of Las Peñas. I am suggesting policy and design principles that the Guayaquileños can use to inform their design of a development plan that combines conservation with economic development.

First, in Chapter 1 I will take a close look at Las Peñas and its current situation and anticipate potential outcomes. Chapter 2 follows with a framework of principles to draw from to achieve the outcomes discussed in the previous chapter, from both an institutional standpoint and a design standpoint. To inform decision making, I have distilled strategies and lessons learned from cases from around the world into two sets of guiding principles, one dealing with the social aspects of the design of a framework and the other dealing with the physical aspects of the plan. I look at conservation case studies from the developing world and economic development examples from the United States, to
explore the successes and/or failures of various approaches to conservation planning. I focus on examples that show the importance of participation and what happens when stakeholders are excluded, as opposed to when they are included in the formulation of a plan. Other cases examine approaches to the timing, sequencing, and heavy- vs. light-handedness of development over a long time period as well as the extent of government involvement in the conservation process.

The design principles stem from the observation of the physical attributes of Las Peñas. I have distilled certain phenomena into diagrammatic principles, illustrated how this be manifested architecturally and then suggested an interpretable and basic set of enforceable standards aimed at carefully guiding the character of new growth in the neighborhood.

To conclude, I lay out the general argument of the thesis, breaking down the planning process into its three necessary parts: participation and the development of a policy and design framework showing how all stakeholders benefit by maximizing the physical, economic, and social potential of the neighborhood.
chapter 1: community

Las Peñas is the product of 460 years of development. This neighborhood, where the city of Guayaquil began, has been destroyed and rebuilt several times as a result of the repeated destruction of the city by fire in the 17th and 19th centuries. Today, it is a mixed income neighborhood with half of the residents renting and half owning their homes. Many of these households have been turned into art galleries which become important exhibition centers during city festivals.

Just above Las Peñas is the neighborhood of Santa Ana, blanketing the steep hillside. This is a very stable 15-year-old land invasion settlement in which most of the residents own the title to their land and homes. Like Las Peñas, it has a strong and well-developed Resident's Organization. In addition, it possesses a large, potential workforce, a diverse community from all over Ecuador, and some impressive views of the city and the river delta.

Adjacent to Las Peñas is the new Malecon 2000 Project and convention center complex. With extensive proposed museum, mall, market, and park components, these neighbors will soon attract many people to the area and, in so doing, will spur development. Las Peñas, being one of the few architecturally significant places in the city, provides a strong attraction at the northern tip of the Malecon to draw visitors along the entire length of the waterfront park.
**Problems of Las Peñas**

The area has a high crime rate. In talking with residents, it became clear that Santa Ana is seen as a threat rather than an asset, unemployment is high, and development is spotty. In addition, Las Peñas faces infrastructural problems now—residents complained of a lack of street lighting, drainage, reinforcing walls, and sewage removal. These problems will most likely be given higher priority by the municipality when this area begins to become revitalized. New development in the area will put pressure on the city to upgrade the infrastructure to support the added activity and influx of people to this part of the city.

At the moment, two of the 25 older buildings in the neighborhood are in good condition. The other 23 are in great need of rehabilitation. Of the more modern buildings, most are intact but some, such as the brewery complex and its adjacent office and warehouse spaces need repair to be inhabitable.

In Latin America, preservation rules are in place but they are rarely effective. Many of Las Peñas' buildings on the historic preservation list are on the verge of collapse. Since they were listed, nothing has happened to these buildings (with the exception of more termite damage). These rules, meant to preserve, contribute directly to rapid decay. According to several Las Peñas residents, repairs and renovations have been forgone because of the strin-
This renovation was tackled by the city but abandoned partway through by the project team.

gency of the preservation laws in effect in the neighborhood. None of the residents can afford to make any changes because that entails professional preservation knowledge and skills not easily found or funded in Guayaquil. In addition, future programmatic possibilities for income-earning activity is limited by these laws, making the situation even worse. Hardoy and Gutman report this problem happening in many parts of Latin America. They note, "the laws and regulations which are meant to protect the city's heritage in reality condition and limit the possibilities for economic use of the property." Independent resident renovations have been possible in Quito, for example, only when the owner is able to change the use of the building to include more commercial and less residential space in order to finance renovations. Renovations done with less commercial use are unaffordable. In Latin America, countries declare historic areas without considering mechanisms to encourage conservation: zoning changes, tax abatement, and tax refunds and credits. The net result of the declaration of a conservation area has "more often encouraged these centers' progressive deterioration" (Hardoy 101).

Unfortunately, the municipality has been performing what has been termed "conservationist management." This conservation area management approach "gives priority to ad-hoc maintenance of the architectural heritage and only partially to the urban heritage" (Hardoy 106). This approach involving the conservation of just the architecture is not working because the urban heritage
that gives Las Peñas its value is ignored. Looking at the bigger picture, an outside investor is more likely to have both the funds and the resources to preserve the listed buildings. But without a framework for development, the rest of the buildings and new growth remain question marks. It is these very subjects—the urban heritage, the culture, and the infill—that one should focus on, however. Their presence can make or break the image of the place. Losing them can mean losing the real estate value of all of the properties in the neighborhood. An optimal framework would work to preserve not only those few listed buildings but also consider the conservation of the other aspects that combine to make up the overall sense of place—the culture, the scale, the texture, and the use.

Opportunities in Las Peñas
Bernard Feilden states that "when beginning in conservation areas one must identify the life forces of trade, service, production which give the center its dynamism. Encourage those and direct them through minimum intervention." In looking at Las Peñas, it is obvious that it has significant strengths. Las Peñas has great potential not only to bring income to those within its borders, but also to have a positive effect on its neighbors, thereby creating a larger and stronger context for all. Factors that create the potential opportunities include this particular moment in time—political and logistical, the people involved, and the actual physical siting and architectural fabric of Las Peñas.
Circumstantial Assets:
Las Peñas' circumstances at this moment in time are to its advantage. The convention center development and the Malecon 2000 project allow Guayaquil to expect a large influx of local and outside visitors to this part of the city. This will create an increased need for accommodations, restaurants, and retail stores, placing heavy demands on Las Peñas real estate. In addition, an advantageous political stage is set for this. Mayor Febres Cordero, the former president of Ecuador, is coming up for reelection in 2000. He is focusing on the importance public/private development efforts and to this end has created the Malecon 2000 project to boost his prospects for reelection in this business-oriented province. He should be concerned about the success of Las Peñas, as it has the potential to directly strengthen the standing of the Malecon Project.

Social Assets:
The people involved represent a great resource. The Las Peñas/Santa Ana area is a mixed income area of the city made up of people from all parts of Ecuador. This represents a large and valuable pool of workers that can be drawn upon for labor of many sorts. Community participation is facilitated by the fact that both Las Peñas and Santa Ana have strong and well-developed resident's organizations. To add to this stability, Las Peñas appears to have a predominance of older community members who have
been in the neighborhood for many decades. They know the history of the place and have a strong interest in its future. This dedication to the neighborhood is evidenced in the fact that the residents have expressed a strong interest in developing their neighborhood through conservation and small business creation.

**Physical Assets:**

The place provides the ideal location for development. Las Peñas fronts the Guayas River and occupies a key position at the terminus of the Malecon. It also has convenient access to the airport, the 'wealthy suburbs,' and the central business district. Apart from the advantage of the actual location of the neighborhood, it also stands out from the rest of the city in that it is a very well-designed place. It has a unique neighborhood personality. Furthermore, within this historic building stock along a picturesque cobblestone street, there is space for new growth—between 3,000 and 5,000 square meters of it—an important fact when considering future expansion. Las Peñas' proximity to the city center (a ten minute walk) gives it added value as a conservation area, making it even more financially viable, especially when considering such programmatic additions as housing. To this effect, Hardoy notes that "in the case of buildings used as housing or for use on a city-wide scale which are in an historic center, their recovery increases the social value of the investment since they are well-situated and accessible to more people than buildings with a similar function located in peripheral districts" (Hardoy 107).

**Outcome of Development without Guidance:**

Without guidance, development in Las Peñas could take the form of waterfront high-rise development directed at tourism. The buildings currently on the historic preservation list will most likely be preserved to some extent because of the potential of the area but new additions to the neighborhood could clash with the existing buildings, creating an unpleasant experience of the place, or even destroy the tenuous architectural value of the neighborhood. Solutions to future potential problems such as parking, traffic, access, and noise could prove detrimental to the functioning and aesthetics, and, thus, the value of the neighborhood. This kind of development would benefit outside developers to a point, but not Guayaquil as a whole. This unique piece of the city, once counted on for its draw, would no longer exist. It will have lost its two strongest assets—its artist-residents and its unique built fabric. With the loss of these two elements, Las Peñas threatens to lose its appeal and subsequently that which draws people into the neighborhood.

A fence around Santa Ana
The place could easily lose those architectural qualities that provide worth to this architecturally diverse and not typically 'preservable' built fabric. If development is not guided by a framework, Las Peñas will fill up with high-rise buildings built by developers motivated by personal profit, not by the improvement of the city.

If a structure for linkage is not created to tap into the financial potential of the area, these developers will make money off of the real estate boom in Las Peñas while the city loses potential income from taxes. If linkage is not used to improve opportunities for Las Peñas residents, displacement is likely. Las Peñas could easily lose the very population of residents that actually gives it its value.

Without a component that considers strengthening the area as a whole by creating connections and interdependencies, the city might have greater problems than before the advent of the new development. If denied needed resources and consideration, Santa Ana's problems could grow. This in turn could make the residents of Las Peñas even more nervous and anxious to wall off Santa Ana—an act that would most likely cause its problems to continue to fester and even worsen.
Outcome with Guidance:
The new development could take this ideal opportunity to use these forces and steep gradient of change to strengthen the area as a whole by focusing on the maintenance and improvement of the social and physical assets Las Peñas possesses. Some possible plans include the creation of business opportunities, jobs, and connections with neighbors as well as with the larger city context to help lessen existing problems associated with poverty. Las Peñas could then gain the potential asset of a bigger attraction: the incremental development of the entire mountain. By this I mean the gradual development of a network of paths, nodes, business opportunities, and job opportunities that more closely tie the Santa Ana and Las Peñas neighborhoods. This increasingly stronger section of the city could draw even more people and opportunities to the area. This ‘whole area’ development gives Las Peñas more diversity, economic strength, and desirability. That, in turn, makes Malecon 2000 a stronger public place and improves the context of the convention center (which before, with the ‘danger’ of Santa Ana was problematic); the politicians get credit and a better running city (more tax money, fewer urban problems); and the residents of the area keep their homes and profit from the improvements in their neighborhood.

If planned carefully, growth in Las Peñas has the potential to improve and create businesses in the surrounding areas as well as architecturally enhance them. Carefully planned growth has the
potential to mitigate social and economic problems in this neighborhood as well as in the rest of the city in that it could provide jobs, improve the quality of life, and offer useful programmatic elements for a larger portion of Guayaquil's population. It has the potential to be a valuable place to all Guayaquileños.

To avoid the previously described detrimental and unproductive outcome, in the next chapter I will attempt to formulate a framework for development that uses the forces to benefit, rather than destroy, the community.

Given the circumstances at the moment, the people involved and its physical attributes, Las Peñas provides a situation where conservation combined with economic development and revitalization efforts is likely to be fruitful. However, certain steps need to be taken to preserve the assets of this community and thus preserve its chances of surviving, and actually thriving from, the upcoming rapid changes it faces.

In the next chapter I will outline a framework for development that, while not the only solution, attempts to outline a sustainable approach to growth in Las Peñas by drawing from case studies of other conservation projects relying on resident participation, economic development literature, and various progressive techniques used to encourage the conservation of older neighborhoods.
To inform the design of a development framework for this case in Las Peñas, I will draw from case studies of several communities that have faced similar circumstances and learned valuable lessons. Certain examples were chosen to reinforce the importance of stakeholder participation to the planning process and have been interspersed throughout this section on policy principles. Those cases attempt to illustrate the positive effects of inclusion as well as what happens when people are excluded from the process—displacement, political resistance, and loss of culture. The examples show approaches to the timing and sequencing of development over a long time period, government involvement in conservation area development, and the learning process that takes place through time.

The approaches to conservation are diverse. A more common approach is government sponsored and run programs, such as an upgrading project in Jeddah Saudi Arabia and the preservation of Old Havana, Cuba. Private development of conservation areas, as in the case of Quito, Ecuador, forms the alternative to government sponsored projects. Resident development of conservation areas usually involves independent efforts to improve their own home, as in the case of Asilah, Morocco and Quito, Ecuador. Finally, other approaches tend to be a mix of components from each of the above.
Las Peñas faces a complexity of issues. The conglomeration of diverse forces acting on the neighborhood and the area as a whole means that the approach to conservation cannot draw upon only one solution. In order to accommodate the various needs of this neighborhood, an approach should draw upon various solutions (private sector, government sponsored, etc) and utilize methods from each that are appropriate to specific issues. Following the thoughts of Skea and Feilden, the concerns of the conservation efforts needs to combine strategies from a number of development paradigms for best results (Skea, Feilden). The most appropriate approach then is to use a 'composite method.'

A plan for this area requires a light hand to connect the now estranged pieces of the overall picture and begin to weave them together. Based on precedents of similar situations illustrated with case studies, I have devised the following five categories of policy guidelines. They are: 1. Sustainability, 2. Collective Action, 3. Government Support/Involvement, 4. Limit Displacement, and 5. Conservation Strategy. These outline the considerations necessary in the fashioning of a sustainable framework for growth in the Las Peñas neighborhood. These categories show through some significant examples how to creatively address issues associated with the development of historic neighborhoods. These will include resident participation, economic development, as well as other
techniques used to encourage conservation. While the elements in these categories are not all necessary or even desirable within the same plan, these principles form a palette from which policy makers can devise an appropriate, custom-made plan. This format attempts to sketch the essence of a framework for development in the Las Peñas neighborhood rather than prescribe one.

Underlying this approach is the intent not to recreate a historical moment in time. Rather it sets up a framework that respects the existing while allowing for transformation. In this way, the neighborhood can evolve with the needs of its inhabitants. This is significant because the approach allows for change and development without stagnation or destruction of the existing fabric.
1: SUSTAINABILITY

The framework for development of Las Peñas should be physically, economically, socially, and culturally sustainable. Sustainability has been defined in many different ways. The definition most fitting for the scope of this project is that given by Alistair McGregor. He defines sustainability as finding "integrated solutions that provide an energy efficient, cost effective, functional, adaptable, and pleasurable built environment for all stakeholders—an environment in which financial, social, cultural, and environmental concerns are balanced" (McGregor 50).

My definition draws upon McGregor’s and includes a state in which all of these concerns are considered and balanced for the outcome that will most benefit the city as a whole. Such an outcome stems from having considered the position of each of the stakeholders, evaluated the impact of new development, planned for the efficient use of land, and strengthened the interconnections inherent in the situation. This approach automatically lengthens the usual list of stakeholders to include local and global communities as well as future generations. In addition, time infiltrates the definition of sustainability as Maser points out, sustainability is "a continual process instead of some finite point at which one arrives" (Maser xvi).

2: COLLECTIVE ACTION

Given the relatively small size of this neighborhood and the high level of interest its residents have in rehabilitating it, it makes sense for the residents to use their already strong political organizations, the Las Peñas Resident’s Association and the Las Peñas Cultural Association, to create a non-profit cooperative group to achieve their neighborhood aims. This group, composed of Las Peñas homeowners, renters, and business owners, could organize to influence the future of their neighborhood. Together they have the power to implement a range of influential strategies, depending on the level of community commitment and income. At the most basic level, they can act as an organized voice for the wishes of the community in conservation and development matters, and as a platform for articulating concerns of new development in their neighborhood. Oftentimes this organized voice increases the likelihood of the inclusion of participation in new plans.

Community Planning. At a slightly more sophisticated and dedicated level, community planning has been effective in guiding development in places such as Chicago’s Near West Side, the South Bronx, the San Francisco Tenderloin, and the Alto de Cabro neighborhood in San Juan, Puerto Rico. Organized residents with a plan and vision for their community completed numerous plans and studies to help them improve their neighborhood.

Community land banks. Other resident groups have gone even further to create community land banks to save their neighborhood. To do this, residents collectively buy absentee-owned land in the neighborhood, develop it, and then eventually sell it to residents of the community. This happened in Baltimore when the city was thinking of locating a highway in the neighborhood. The community bought several vacant buildings, renovated them, and sold them to community members, thus making it more difficult for the city to consider running a highway through their neighborhood (Development without Displacement, DWOD 14).

Another example of this is illustrated by the South Bronx Melrose Commons neighborhood. When threatened with city plans to eliminate their homes, residents banded together to form the “Nos Quedamos,” or, in English, the “We Stay” citizens group to protest the potential destruction of their community. Under pressure, the South Bronx Planning Board granted them the chance to develop their own community plan and present it to the board. It was considered a great success in community planning.

Community development trust. Ideally, the residents of Las Peñas should form a community development trust. This type of non-profit organization of Las Peñas residents and business owners would guide community improvement efforts to enhance each individual’s neighborhood investments. In addition, this type of
The Alto de Cabro case is very important in the area of community planning in that it set the first Latin American example of a trend toward community planning and organization in Latin America.

CASE 1: COLLECTIVE ACTION
Alto del Cabro neighborhood, San Juan, Puerto Rico

In Alto del Cabro, an established squatter settlement neighborhood of San Juan, Puerto Rico, the biggest achievement of the residents has been that of staying in their neighborhood. This was no small feat. The state bought the land of Alto del Cabro and planned to raze this lower-income neighborhood to make way for modern development that was reaching out of one of the higher income neighborhoods in San Juan. After organized community action on the part of Alto del Cabro, the 188 residents still live in its 64 homes. It is now a thriving craft district and evening entertainment zone, catering to residents from its higher income neighbor as well as from the rest of San Juan.

It was thought that the eradication of these lower-income neighborhoods would improve the area but in reality, this strategy has not attracted a new population or activities as was hoped. To the contrary, by eliminating these communities, the municipality has effectively reduced the population and the economic activity of the area. Having learned a valuable lesson elsewhere, the city is now in the process of selling the land of Alto del Cabro to its residents at reasonable prices, financing the formulation of a revitalization plan for the neighborhood, and offering support for the construction of infrastructure and housing. The plan recognizes the importance of jobs and community businesses in that it has proposed the development of shops to give better working conditions to the artisans of the community and community investment in housing stock to reap some of the benefits of the land value of their neighborhood.

The plan also recognizes the locational advantage the neighborhood has at the edge of a high income neighborhood and close to the city center. One of the most successful strategies was the organization of cultural festivals and volleyball tournaments. This organizational success served two purposes: 1. It gave the community a sense of accomplishment and affirmed their organizational abilities and 2. It made evident the importance of the neighborhood as a cultural space. This brought good publicity to the neighborhood and began to set it apart from the rest of the city.

This case study points to a few important details in a framework for Las Peñas. First, it suggests the importance of the Santa Ana neighborhood in the bigger picture of development. This lower income neighborhood could actually end up being an asset to its higher income neighbor by providing special services and functions, increasing economic activity and job opportunities in the area, and enabling many renters to become homeowners. Second, if Santa Ana is considered as an important player in the development of the area, Las Peñas, as well as its other neighbors could benefit. And finally, the success of the cultural festival organization in Alto del Cabro reinforces the importance of the maintenance of the Las Peñas Arts Festival tradition.

Community land trust. The community development trust could then invest in a land trust. In this, the development trust acquires and holds land for the benefit of the community. It can also provide secure, affordable access to land and housing for residents. "Community land trusts essentially take land off the market by restricting speculation, absentee ownership of land and housing, and preserving the affordability of housing" (DWOD 13). Given significant levels of development next to Las Peñas, this establishment would help the community maintain control over what type of development happens in the neighborhood.

If absolutely necessary, the community collective could acquire the unused land in the neighborhood by claiming eminent domain. While not the norm, this has worked for a non-profit organization in the United States called The Dudley Street Neighborhood Initiative. This Boston, Massachusetts non-profit community land trust has acquired land through eminent domain to build affordable housing, commercial, parks, and other needed community facilities. The board of this non-profit organization has a majority
CASE 2: COLLECTIVE ACTION

Resident-Led Renovations
Quito, Ecuador

The historic center of Quito occupies 314 ha., making it the largest preserved colonial center in Latin America. (Bromley 41) It was founded in 1543 by the Spaniards on the ruins of an indigenous settlement. (Zaaijer 87) Supposedly it was a very mixed city center in the colonial times. Not only did the elite live there but also their servants, livestock, prisoners, and politicians, giving the center rich variety. (Jones 378) It grew to be an administrative, religious, and service center for the densely populated Andean zone.

Presently, however, the historic center of Quito has several problems. In the early 1970s, the rich began to move to the northern suburbs in search of a different lifestyle, poorer populations began to move into the historic core. After an oil boom in 1974, heavy immigration to the city from rural Ecuador helped to drive real estate prices in the city up 700 percent. As a result of this rise in real estate value, many of the old buildings in the core were lost when people began to turn the space into higher-return uses such as commercial, service, and administration. ‘A process of destruction and modernization set in, with the replacement of the traditional urban forms by spectacular and disproportionate structures’ (Zaaijer 90). There was a large increase in space allocated to storage accommodation or other commercial functions, and a lack of any alternative employment and the low level of qualifications of the inner city residents, became serious problems (Zaaijer 88). To add to this, difficulties have also been found with rent control, the population of the center has been decreasing due to the owner sell out. In the core, 70 percent of residents are tenants and 21 percent are proprietors (Zaaijer 89). Owners reportedly perceived tenancy laws to favor the tenants and not the owners. (Jones 378) They have no incentive to improve their properties and actually prefer to see them deteriorate to the point where they are able to evict their tenants and transform the place into warehouses or rebuild for higher income groups. (Zaaijer 89) As a result, the population of the center has been decreasing.

One of the main effects of Quito’s conservation policy has been the thinning of the community. Its declaration as a conservation area has not increased owner-initiated property renovation as much as expected. According to conservationists Gareth Jones and Rosemary Bromley, other incentives must be in place for a successful renovation. As a result, turnover of property ownership has increased and there has been a decline in density of the historic neighborhood since renovations began.

A significant trend in those areas being conserved is that they are changing the makeup of the city fabric. In order to fund renovations, owners are forced to use a larger portion of their space for commercial rather than residential purposes; ‘one third to one half of the area of a renovated building is devoted to commerce.’ (Jones 381) As a result, when owners renovate, the end product has fewer or no tenants, tends to be owner-occupied, and have one third to one half of its area dedicated to commercial use. Consequently densities are falling and renters are being displaced. This is a problem to be tackled in the formulation of a plan for Las Pañas.

Another problem to consider is the fact that when people do renovate, they tend to ignore the rules. This problem is compounded by the fact that the municipality does not enforce the rules. To combat this, outside funders are beginning to more directly tie monetary support to the quality of the renovation. (Jones 384)

Conservation areas have successfully been declared in Latin America, but this has not been followed by property-owner renovations. Progress is slow and the majority of the properties in Quito have yet to be improved. The owners need more motivation. The declaration of the area as a conservation area is not enough by itself. Effective incentives are necessary. As Jones states: ‘despite the incentives offered to owners to improve properties these fail to outweigh the costs and disruption of renovation.’ Other factors may come into play as well, such as the availability of knowledgeable craftspeople and appropriate materials, (two complaints of the Las Pañas residents), or simply the lack of a positive political climate.
Since the 1980s, Quito has learned many lessons with respect to conservation that could inform the approach taken in Las Peñas. They began, as Las Peñas is doing presently, by looking at the area in terms of its monuments and principle historic buildings. Learning from the limits of this approach, Quito then began to integrate a historic area plan into the plan of the whole city.

"Historic areas should not be considered separate; their planning should be integrated into the planning of the city and the territory as a whole, both from an economic and social, and from a physical and spatial viewpoint" (Jones).

An approach that appears to be quite successful for Quito is the spreading out of municipal authority to the different sectors of the city. This begins to give a more even treatment to all sectors of the city by looking at the plan in a more integrated way. As such, this approach parallels decentralization efforts on the national and city levels.

of residents plus representatives from the City of Boston, state representatives, and a Boston city councilor.

Community businesses. Also associated with community cooperation is the notion of community businesses. This is a cooperative way to achieve aims impossible for individuals to reach. In these businesses, people from the neighborhood can invest in a business and share in the profits of that business. It differs from a cooperative business in that the community investors don’t necessarily have to work in it. They can simply invest in it financially. For instance, in Las Peñas, the residents could collectively invest in a handicraft center. The Las Peñas residents could be the investors while the artists of Las Peñas and of Santa Ana might be the employees, making the handicrafts in their studio space, open for public viewing and purchase.

In general, uniting as a community has the extra benefit of helping residents cope collectively with their problems. (Maser 102) It gives a structure to possible methods for development. It also gives common voice—and thus, stronger voice because it is organized—to the neighborhood. It is this connectivity that gives Las Peñas the life it has and that, when strengthened, will enrich the whole area.
3: GOVERNMENT SUPPORT/INVOLVEMENT:

"Society’s investments should aim to create places that people want and can sustain. The built environment is a critical factor in shaping the quality of life, accessibility, environmental burden, and unique character of a community, which contributes to a sense of place" (President’s Council on Sustainable Development—PCSD 4).

The many parties involved in the government supported process play an important part within this approach. In particular, the government can and should play a special part in the conservation of Las Peñas. According to Jorge Hardoy and Margarita Gutman, of the Instituto Internacional de Medio Ambiente y Desarrollo in Buenos Aires,

"Only if municipal government has real possibilities for managing and coordinating urban investment and activities will it be in a position to manage the complex task of ensuring both the preservation of an urban and architectural heritage and the meeting of inhabitants basic needs....It is not necessary to have many resources, but rather to convert municipal government into an efficient coordinator of public and private investments and concerns." (Hardoy 102)
Generally in Latin America, the municipality is in charge of the construction and administration of the city, rule enforcement, etc. but not in charge of funding. They are merely the organizers and enforcers. The funding comes from private sources or from the national/regional levels of government. The municipality acts as a regulatory body and a manager of either multi-level government programs and projects, public/private sector projects, or its own projects.

"Ideally, in addition to regulator and manager, the municipality should also act as technical and political coordinator, representing the social and economic interests of local society and its needs and priorities before higher levels of government" (Hardoy 100).

Given the municipality's lack of funding, the conservation plan should be encouraged through many other means such as:

- a city-sponsored community land trust (bank, private, national, international),
- linkage fees to developers,
- modification of the local business climate to encourage investment,
- allowing deal-making between the community, developer, funders, and city,
- eliminating barriers to redevelopment such as lengthy bureaucracy procedures,
- creating partnerships among city, state, business, residents, local businesses, and lenders, and
- offering tax incentives to would-be renovators.

Information and incentives. When structuring a framework which considers the importance of resident involvement, it is important to remember that the answer is not to declare an historic area and leave the conservation "to the market," but rather, to provide sufficient information, access to funding, and incentives to enable resident investment.

CASE STUDY 3: GOVERNMENT SUPPORT/INVOLVEMENT

The following is a U.S. case study that illustrates the power of tax incentives and the provision of a help/information network to spur renovations that, in this case, revitalized a large sector of Memphis, Tennessee.

Tax Incentives

Peabody Place, Memphis, Tennessee

Peabody Place, in Memphis, Tennessee is the largest historic renovation project in the United States, due, in part, to the availability of historic tax credits for renovation. It covers two million square feet of property—420,000 square feet of retail space, 565,000 square feet of office space, 762 hotel rooms, 201 apartments, and 3,600 parking spaces. It was developed by a public/private partnership, the Memphis Center City Commission with 80 percent private funds. This group helped secure funding and provided tax freezes and other development incentives to make it possible.

The closing fees from this project, and others like it in the area are used to assist smaller property owners with renovation costs. (Knudson 58) To assist smaller developers interested in renovating in this area, several government agencies are prepared with financing, tax freezes, acquisition, promotions, design review, tenant issues, and parking solutions, etc.

An important lesson learned in this project is the importance of residential development. Although tourism played a major role in the success of the downtown revitalization, without the income from resident consumers, the project could not by itself support the kind of sustained development that the downtown area has experienced. (Knudson 60)

This project could not have happened without the support given by the city government. Success came from the investment of public funds and resources as catalysts. A representative of the Memphis city government remarked that public funding and investment in renovation support "when properly focused, has provided consistent returns far in excess of the initial financing" (Knudson 103).

When considering a plan for Las Peñas, this case points to the importance of initial enabling strategies. Without them, Peabody Place could never have happened. In addition, it suggests the importance of planning for residential development to provide the extra economic activity needed to support such renovations.
Government as catalyst. Government support is critical as it will provide models and incentives for others to start the process. R. Albanese in his article on the "Restoration Renaissance" also notes that "a renovated building can be a catalyst for change" and can "spark an economic rebirth" (Albanese 96, also McQuillan 58, Taylor 44). The city needs to act as a catalyst to change to inspire others, but not force them. The government should declare public commitment to set the tone and seriousness of the situation and help to gel the community group (Feilden 217).

Federal properties in particular can act as building blocks in neighborhood development. Hillary Levitt, in her Urban Land article on the GSA Good Neighbor Program explains the program's point of view: 

'The agency's approach is to be a 'good neighbor' treating federal properties as building blocks in local communities. The results are projects that foster a sense of place and civic pride and strengthen neighborhoods' (Levitt 20).

The Good Neighbor Program fosters public/private partnerships that combine community investment, economic development, and urban revitalization. For example, if they build a federal building, they will choose one of these solutions to spur development: put it in the city center, make a significant public space around it, or rehabilitate an old building for their purposes. In this way they are able to contribute to the community through an investment they would have needed to make anyway (Levitt 20).

Also acting as a catalyst, government can take responsibility for building what would otherwise not be built. According to Jones and others, "renovation is led by commercial redevelopment and public projects" (Jones 375). The municipality can spur development by concentrating on small moves that otherwise would not be provided for. Public projects such as schools, public spaces, and infrastructure improvements would lay the groundwork for future investment. They could, at once, shape the development of the place, spark future growth and influence its direction. For example, The President's Council on Sustainable Development states that "by targeting economic development in otherwise unused brownfield sites, cities hope to create jobs, generate tax revenue and improve the environmental quality of the inner city" (PCSD 10).

The Orchard Street Church is an example of the renovation of a major piece in the fabric of a neighborhood that then had a positive effect on the surrounds. It was on the National Register of historic places but it was deteriorating rapidly (like the neighborhood of Las Penas). It had "fallen prey" to vandalism and arson and had stood empty for 17 years. Around it, the neighborhood was in need of revitalization, stabilization and basic services. "Encroaching development from the downtown corridor into nearby communities threatened overcrowding and displacement of low-income residents in the area." The development now helps the community benefit, rather than suffer from development (Historic Preservation Forum 27).

With respect to Las Penas, this suggests the importance of one or two municipally funded interventions aimed at providing needed services that otherwise would not be available, such as a school for the children of Las Penas and Santa Ana or a job-training center. This move, in turn, can begin to shape the placement and personality of new development by way of strategic positioning—such as the point at which the stairs connecting with Santa Ana meet the main street. Once a point is defined and invested in, other programmatically harmonious development tends to cluster at that node. This could be called "planning by seed."

Facilitating such a project demands careful planning on the part of the municipality. The Macon, Georgia, city government provides an example of the importance of showing city leadership in renovation efforts, not competition with private enterprise. The city began a rehabilitation project of a series of rundown, historical shotgun houses. The Macon department of economic and community development granted money to the housing authority. They then loaned the money to a nonprofit foundation to buy and rehabilitate the houses. In this way, the foundation acted as temporary owner and the community development department
acted as contractor. (Taylor 44). This would be one way for the city of Guayaquil to more effectively manage the renovations they plan to do. If the renovation were in the hands of a group with a stake in the success of the neighborhood and thus the project, such as the Las Peñas Resident’s Association or the already knowledgeable and organized Malecon 2000 Foundation, with its team of architects and engineers, it would have a better chance of completion and success.

This woman is thinking of renovating her large home and opening it as a guesthouse.
4: LIMIT DISPLACEMENT

With conservation comes the risk of displacement and resultant loss of housing stock. If the residents of Las Peñas are forced out or sell out, the true nature of the area will be lost. The image of Las Peñas will be devoid of a key element that gives the area its strength and character—the artists and other long-time residents. Instead, it would fill with new, higher-income residents, and tourists.

If displacement occurs in Las Peñas, this not only saps the neighborhood of one of its greatest assets, its residents, but it also has an effect on the city as a whole. When residents are forced to move, crucial support networks are lost. Family and neighbors in the area serve as a kind of insurance policy for lower income families—helping out when need arises. Moving also often means having to find another job—especially when forced out of the high rent city center. There are few places in the city center comparable in rent to Las Peñas. This displacement typically creates housing problems elsewhere in the city that then have to be solved by the municipality. The loss of support networks, loss of jobs, and transferred housing problem are all problems that will fall on the municipality—something it has to consider when planning the development of Las Peñas (Wright 223).

One technique used to combat displacement is the conversion of tenants to owners. This is a crucial piece in the revitalization plan for a neighborhood similar to Las Peñas—Stone Town, the historic city center of Zanzibar City, on the island of Zanzibar in Tanzania. Stone Town is made up of historic buildings and has few open spaces. Like Las Peñas, it is the aggregate that really gives the area its character. In an attempt to revitalize, the municipality has tried to encourage as many tenants as possible to become homeowners, the logic being that tenants tend to perceive no long-term benefits to upgrading their accommodations while homeowners, obviously have a bigger stake in the state of their property (McQuillan 49).

In the States, creative schemes have been developed to enable tenants to become homeowners. Some ideas include right of first refusal laws, limited equity housing cooperatives/leasehold co-ops, and lease-purchase home ownership arrangements.

Right of first refusal laws encourage homeownership within a community. Cities have created laws stating that a landlord selling a building must first offer to sell it to the tenants. The tenants, given first option to buy, are not allowed to sell for 10-15 years to ensure residential stability (DWOD 21).
Limited equity housing cooperatives/leasehold co-ops, allow tenants to form an association to purchase the building (if it is threatened to be bought by developers for upgrading). Each member owns a share in the value of the building and land. Leasehold co-ops generally own and hold title to the land but give the developer ownership of the building through a long-term lease. The leasehold co-op can then control management and future use of the building.

A lease-purchase home ownership program forms another way of encouraging homeownership. This allows an association to purchase property and then rent/lease to the current residents. To do so in Las Peñas, housing that needs rehabilitation could be bought by the Residents Association (non-profit organization) and then leased to one of the current renters. These renters are given the first option to buy after an arranged period (which allows the renter to save for the down payment). Santa Ana residents could be given the second choice if a Las Peñas resident refuses. This allows these people, who ordinarily would not be able to buy, to stay in the area and become homeowners.
5: CONSERVATION STRATEGY

In a background report for the City of Nicosia, Jim Antoniou, a conservation consultant from London, outlined several broad aims the city of Nicosia should consider. Importantly, one of these aims was that of retaining and enhancing the "identity of areas by ensuring continuity in community participation and development" (Cons. and Urb. Mgmt., C&UM 40). He stated that it is necessary to consider "The vulnerability of buildings or their context to irreversible change in the near future." when setting conservation plan priorities. He recommends designing a conservation plan to "lead to positive actions of improvement, rather than negative systems of controlling development" (C&UM 41). He stresses that, crucial to the success of a conservation project is the involvement of private owners. Furthermore, he stresses that conservation policies must consider "methods of inducement and encouragement" for homeowners to participate in the proposals (C&UM 45).

Emphasize strong points. In Asilah, Morocco, "rehabilitation of the historic city depended on maintaining or reviving cultural, religious, and commercial activities that were compatible with its morphology" (Adaptive Reuse 52). In Las Peñas, the cultural, civic, and commercial activities that define the neighborhood would need to be identified and then recognized as assets. In Las Peñas this could be to emphasize the art fairs, a new function for the brewery, open up the residents association again, etc. rehab traditional markets and establish art training workshops.

Reuse and removal of buildings. In conservation districts, this is a way of controlling the 'feel' of the neighborhood. The new pieces that may have been planned for another location can, in this context, be designed to fit in with the existing, given the city will be doing the design. This maintains the homogeneity in façades, color, scale, feel. In Cuba, housing is put into those historic buildings that are not as architecturally valuable thus providing an easy way to maintain the historic feel of the neighborhood. Also, what is removed is as important as what is reused. When done carefully, the removal of certain elements of the neighborhood can actually increase its value.

Consider the various stakeholders. The framework should be designed such that it reconciles the apparently competing goals of the various stakeholders. The various stakeholders are more likely to support the plan if they have been consulted and their needs understood. From a sustainability point of view, McGregor describes effective plans as those "extending the normal number of stakeholders to include the owner, developer, user, government entities, code authorities, designers, builders, the local and global communities, and future generations (McGregor).

The stakeholders in the case of Las Peñas include:
1. The municipality
2. The planning department
3. The historic preservation society
4. Private developers/investors
5. The residents (of Las Peñas and nearby)
6. Designers
7. Builders
8. The global community
9. Future generations

Additionally, as Bernard Feilden points out in Design and Conservation in the City, one must also research the silent stakeholders to create a more accurate picture of the situation (Feilden 218).

New programmatic elements should be aimed at creating jobs. Conservation scholars believe that the preservation of Latin American historic centers should not rest on these new residents, tourists, or the state, rather, it "may well rest on the economic empowerment of the local population which would allow it to actively participate in finding gradual and feasible solutions to meet its needs, and lead to a natural and sustainable coincidence between cultural, social, environmental, and utilitarian values" (Design Book Review 43). In Latin America, the municipality is rarely involved in employment planning. All other levels of government are, however. Hardoy and Gutman argue that "[the municipality]
should become a direct actor and promoter which identifies and puts to work the city's unused or under-used resources, whose use points to an economic revival and to a solution of some of the most pressing social problems (Hardoy 105). To start to engage residents in the renovation effort, the municipality should encourage small, resident-owned businesses for several reasons. Residents know and have a stake in the neighborhood and therefore will be likely to create more appropriate ventures for the place. The resulting small size businesses will, in turn, maintain the scale and texture so valuable to Las Peñas.

**Linkages.** Aside from encouraging resident involvement, the municipality, when permitting outside developers to invest in Las Peñas, should tap the speculative value of the neighborhood for the good of the city as a whole by creating linkages. When designing a program, one should try to see how one part of the equation can fund another or how two purposes can be filled by one action.

Create partnerships among city, state, business, residents, local businesses and lenders. One should remember that these links are not necessarily all policy links. Some natural links come with the act of reusing buildings. New construction requires new materials (which are usually not bought locally) and is less labor intensive. Rehabilitation jobs, on the other hand, require more labor and fewer materials. The money spent on labor stays within the city. The money for new materials does not.

**COSTS:**
- new construction = 50% labor and 50% materials
- renovation = 60-70% labor and 30-40% in materials

**Timing.** It is essential to consider the bigger picture before embarking on conservation efforts so as not to cut off future improvement possibilities. This was one of the main lessons learned in the conservation of the historic core of Jeddah, Saudi Arabia. The area began to change when families started to move out and single, foreign laborers began to move in, resulting in the overcrowding of this historic district and subsequent building failure due to increased use and loads. Thus began an accumulation of useless and dangerous structures in the historic core. Making matters worse, there were no building codes or regulations to govern development. Recently built structures in this neighborhood reportedly ‘provide an element of discord, as do the electric street lights’ (Aga Khan 63). Jeddah’s lack of a clear record of who owns what poses a difficult problem to any conservation scheme attempted. Las Peñas has the advantage of having definite property lines, Jeddah does not. It is hard to begin conservation when there is no clear record of who owns what. Citizen (private sector) participation is minimal although necessary given that they are forbidden from tearing it down or selling it. There is little to attract Saudis into this part of town. Not until it is considered a destination will it become a part of the city fabric. The city is acting as the only investor in an attempt to make it more attractive. New pavements have been put down throughout the neighborhood to this end. This move was criticized by members of the Aga Khan award committee however, for seemingly preventing any future infrastructural work on the area.
CASE STUDY 5: CONSERVATION STRATEGY

Physical conservation and social revitalization

Old Havana, Cuba

Cuba is aggressively trying to sell its two strong assets: its tropical landscape and many, very intact, historic cities, to obtain tourist dollars. Not surprisingly, tourism is this island nation's fastest growing industry. Restoration efforts are increasing and huge hotels are being built. Preservation projects are often joint ventures between the state and foreign investors. For foreign investors it represents a particularly good opportunity because they don't have to compete with US investors.

The plan for old Havana reportedly "integrates cultural concerns with social, functional, and hygienic issues, in a strategy that gives priority to the network of plazas and connecting street axes." (Design Book Review, DBR 44) These concerns can be seen in their four level rating system for buildings. The most valuable buildings are reserved for museums. The second level is reserved for hotels, schools, offices, and restaurants. The next two levels are reserved for housing. The last two levels, given they are not as "historically or formally significant," can take the most "intrusion." Seeing as Las Peñas has a similar mix of historical and contextual buildings, his is a potentially useful hierarchy for Las Peñas.

Housing is an important component of the plan. "We want people to live here." states an architect with the Office of the City Historian. (Carley 93) They have tried to avoid creating a 'bedroom' neighborhood and a 'museum' neighborhood by promoting La Habana Vieja as a place for everything to happen (Segre 170).

According to Roberto Segre, author of the plan for Old Havana, the infill should consider one of the major influences on colonial architecture: the weather, and how that has affected design through the years. Another factor to consider in the redevelopment of the area is the importance of the interrelation of the various architectural stages seen in the city—baroque, neoclassical, eclectic, and modern. Segre notes that "the city is the product of a lived history that beats (palpitare) socially in a constant transformation" (Segre 172). Accordingly, the Cuban state advocates a contextual approach to preserving 'living cities' and architects invariably stress the need for comprehensive solutions that focus on the entire community" (Carley 93).

Their conservation program is organized by stages with different priorities. The first stage is focussed on the progressive change of functions to revitalize the urban life and downplay the warehouses and department stores, substituting them with administrative, artisan, commercial, cultural activities, and other revitalizing uses.

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Problems in Old Havana:

There is a glaring disparity between the restored and unrestored parts. The restored areas with hotels and cafes are frequented primarily by non-Cubans starkly differ from the areas where Cubans live in Old Havana. Sixty percent of Old Havana's population lives in "slum-like" conditions. Rachel Carley calls this "tourism apartheid" (Carley 94).

This divide is seen in the investment sector as well. Cubans protest the heavy involvement of large foreign investors, wondering why the government can't do business with its own people—especially considering that Cuba needs small investments. The reason? "The government is afraid of losing control." (Carley 94) Carley concludes by stating: "No approach will truly benefit Cuba until the government decentralizes and invests in Cuba's real wealth: the population." (Carley 96)
Consider the area as a whole and foster connections. By integrating conservation plans with a larger city plan, Quito, Ecuador; Zanzibar City, Tanzania; Nicosia, Cyprus, and many other important conservation sites, are creating a stronger and more effective approach to conservation. As is the case, too, in Europe, the local and regional scales are linked:

"Experience in Europe (where in many instances, conservation has been developed as pattern of urban management policies) shows that there is a basic requirement for coordination between planning and economic objectives at the strategic regional scale and conservation aims at the local level." (Link Conservation).

In Nicosia, Cyprus the city advocates a holistic approach to conservation planning. Specifically, their goal is to "define a dynamic policy which integrates the protection and revitalization of the historic areas in the whole process of Nicosia's planning" (Cons. and Urb. Mgmt. 37). One of their goals is "to integrate the Walled City and old village cores into the life of contemporary society and to improve the living and working conditions of the people in these areas."

In Las Peñas, this means that, first, it would be effective to look at a plan for the neighborhood that draws upon the strengths of the city as a whole such as the transportation, infrastructure, and social support systems while at the same time, adding to the city
by contributing job opportunities, linkage fees, increased tax base, and a popular and attractive place to go.

Many scholars agree that conservation plans should recognize the importance of conserving the social, economic, and physical aspects of the entire area, not just individual buildings. All of the forces and pieces of the picture are interrelated. Las Peñas' neighbors have much to offer the situation as well as much to gain from it. Solutions should not only consider this reality, but use it to Guayaquil's advantage. These interrelationships can be reinforced and utilized to produce a richer outcome for everyone involved. Some connections to consider include the following:
1. PLACE CONNECTORS:

literal, physical connections.
- stairway to Las Peñas
- path to Malecon
- crossing to Convention Center
- the creation of a ‘mutual space’ between the two

visual connections
- to water, to city, to what’s happening inside.
- through porous façades
- between buildings
- from lookout
- views back to the city

2. TEMPORAL CONNECTORS:

Connect through time—each move affects the next.
- land banking scheme
- put buildings where they will prohibit future, possibly detrimental, moves
- highlight worthwhile buildings—old and new

Connect with the past—conservation
- preserve certain buildings
- conserve the feel of the neighborhood

Connect with the future
- Las Peñas connects with the future through its forward-thinking artists.
- new buildings connect with past buildings in scale and mass
- Las Peñas can use the Malecon for real estate growth/potential factor, give value to the land, bring in people to make money off
of Convention center can use Las Peñas to sell conventions, to lodge participants, to provide entertainment for guests.
- Las Peñas can use the city resources for infrastructure improvement and possible funding and informational help.
- The city can use Las Peñas’ success to build a stronger city image, market itself, draw more visitors, and provide a conservation/revitalization example for the rest of the city and the country.

3. SOCIAL CONNECTORS:

social/political connections
- unite the political efforts of Santa Ana and Las Peñas, create a mix.
- create stronger connections amongst Las Peñas residents
- and between Las Peñas and Santa Ana associations (work together toward a common goal.)
- create community businesses

employment connections
- target strengths of whole area population
- linkages—each investor wants to develop, then he/she must provide area residents with 60 percent of the jobs their business
creates.
- community businesses are a cooperative way to achieve aims
impossible for individuals to reach: In these businesses, people
from the neighborhood can invest in a business and share in the
profits of that business. It differs from a cooperative business in
that the community investors don’t necessarily have to work in it.
They can simply invest in it financially.

financing connections
- work with the banks to enable funding provision
- put in new, then the city must pay to fund infrastructural
upgrade needed.
- Community Development Trusts—these allow the collective to
make improvements that, singly, the business owners could not
have/have not have wanted to have done.

economic connections
- jobs targeted at area residents’ skills pool infuses the neigh-
borhoods with the money made from Las Peñas’ success as well
as provides much needed jobs for Santa Ana and Las Peñas
residents.
- linkages—part of the speculative value of the neighborhood can be captured to benefit the city as a whole. Investors interested in
developing in Las Peñas would have to contribute to a city invest-
ment fund according to their share of the space in Las Peñas.
- Community Development Trust—connects business owners in
the neighborhood for cooperative area improvement.

mutual support connections—use each other
- Las Peñas can use Santa Ana for labor, views, expansion
- Santa Ana can use Las Peñas for jobs, income, services, leverage, expansion.
- Malecon can use Las Peñas for an end piece, a destination, a
port, shops, lodging, a cultural draw to the city center

organizational connections:
- Community Development Trust (overarching non-profit)
- Residents Association/Artist’s Association
- Representatives of the Convention Center, Malecon 2000, and
the City of Guayaquil.
Potential Problems:
A potential weakness of a conservation area is the fact that incremental change is difficult to control, especially when the buildings in question are not designated historic landmarks. Conservation areas often lack management and resources and the declaration of an area as a conservation area does not in itself ensure that it will be developed. The economic conditions and amenities need to be there to make the area a desirable place to be (Jones 375). In addition, an overarching coordinating body is necessary to oversee development and enforce guidelines. Some of the problems found in conservation areas include a lack of enforcement, a lack of clear rules, and no agreement on what is the 'right thing to do.'

When deciding how to guide their neighborhood, Las Peñas' residents and planners should keep in mind the likely negative effects of tourism. It offers a tempting, but unreliable income, brings outsiders into the living place, and creates a strain on the environment. In fact, heritage- and culture-based tourism are 'among the fastest-growing segments of the hospitality industry' (Rypkema 67). The wishes of outsiders, not residents, influence decisions, thereby reducing the authenticity of the neighborhood and resident enthusiasm. What is more, the anticipated desires of the visitors can even be wrong. A community in Mexico remade itself to attract tourists and the plan backfired. The tourists weren't attracted and the residents didn't like it either. The newest trend in tourism in China is to create plastic representations of truly historic

images of one of the city's unsuccessful attempts at restoration in Las Peñas
places such as Buddhist temples and water villages. Asilah, Morocco, an example of a resident-conserved city turned out similarly. Residents followed orders to preserve and in the end felt like the city had an awkward character to it which was not representative of them or successful.

To mitigate some of the negative effects associated with tourism development, Las Peñas should prepare wisely. To do so involves:

- Creating linkages with local communities - create jobs for local residents, use local products, (Telfer, diss.)
- Acknowledging and planning for the increase in migrants to the area and providing access to training programs (Cukier, diss.)
- Balancing residential needs with tourism/city needs. This was done creatively in the case of Old Havana, Cuba. (for how to balance residential needs with tourism/city needs, see Old Havana, Rohr, and literature on old San Juan)
- Planning for sustainable development (for sustainable community tourism development, see Baker and Martin, and Gabriel dissertations)(for sustainable development and heritage tourism, see Stacey and James dissertations.)
chapter 3: design-informing principles

Why conserve?
Conserve the area for aesthetic, cultural, educational, social, environmental benefits, for public sector economic benefits, and for private sector investment opportunities. Rypkema and others agree that conservation can and should be used as a 'vehicle for larger goals'—downtown revitalization, tourism development, neighborhood stabilization, reattraction of residents to the inner city (Rypkema).

How conserve?
The question of how to conserve is critical because the methods chosen for conservation determine the ultimate success or failure of the project. The new architecture (in Hafsia) is reminiscent of the old but simplified due to financial concerns. I disagree with this approach. Often infill in historic neighborhoods tries to mimic what is already there. This is good and bad. It is good in that the architecture should be sympathetic, and of comparable scale, texture, and feel. But times change and architecture changes too. In order to showcase a history of changing architecture, the new should be thoughtful and learn from what came before, but representative of architecture today. In this way, the new architecture becomes a contributing factor and adds to the richness of the fabric.
"a city is never old—it is never new—it is contiguously evolving. Each of its cells represents the acquisition by that city of two, three, four hundred years of technology. It can equally well introduce new technology now" (Adaptive Reuse 139).

The creation of the following design principles is an attempt to allow a dynamic design evolution to take place. Design guidelines often create a very static situation. One should approach the problem with a dynamic design process, allowing the neighborhood to evolve naturally. As Bernard Dix points out, "today's towns must represent their day as those we now preserve reflect the architecture and civic design of times past" (Dix 133). New architecture should not mimic what is already there. Rather, it should have strength of its own character, while at the same time blending in with the scale and texture of the existing fabric. As Feilden points out, it should have "suitable massing, sympathetic silhouette, and harmonious materials" and "typical wall to window ratios, and local volumetric values must be respected" (Feilden).

In addition, the architecture should obviously represent the values and interests of the current residents. In speaking with them extensively while in Guayaquil, they made their priorities very clear. Most felt that the architecture should be long-lived, affordable, artistic, creative, light- and air-filled, and distinctive. They all agreed it should be a vibrant and safe place in addition to having good drainage and street lighting, regular garbage pickup, and
easy-to-convert spaces. Their highest priority was that it have a relatively low fire and pest risk as these factors currently pose grave threats to the neighborhood.

Informed Design through Design Principles

An overabundance of design rules can guarantee mediocre and even unworkable buildings, thereby upsetting the balance of the neighborhood. This is seen clearly in the case of the current redevelopment of the South Bronx. The architects designing one building in particular, an elderly residence block, were bound to a long list of requirements from various agencies forcing them to produce a very narrow and inefficient structure with a false façade in an attempt to simply meet all of the requirements and pass all of the planning committee design reviews—never mind making it aesthetically pleasing. In response to the planning board design review hurdle, author Peter Larkham argues in his report, Conservation and the Changing Urban Landscape, that planning committees should not be making aesthetic judgements. He notes that they tend to spend more time making detailed design decisions than discussing the major principles undergirding a project. Furthermore he warns that their decisions are often based heavily on political, rather than design, considerations (Larkham 107). For efficiency, planners should concentrate more on a sustainable underlying structure to the development of Las Peñas and leave the design decisions to be made by the architectural experts.
Images and impressions of Las Peñas.

Design Principles

To devise suggestions for design, I have looked closely at the existing architectural and urban features of Las Peñas. This method draws upon Larkham's call for further research in his Progress in Planning paper:

"A detailed study of form and history in urban areas can provide much information about local urban development, and this could be extrapolated in planning terms as a guide to new development. Again, this information would not be prescriptive, and its interpretation by planners and designers would not be unduly constrained: its aim would be rather to inform. Any such information would inevitably be specific to the area studied" (Larkham 158).

The following is a study of the neighborhood of Las Peñas. Each principle begins with a photographic observation which is followed by a diagrammatic distillation of the design idea captured in that photo. Following that is a possible architectural interpretation of that concept provided to show more concretely the phenomenon discussed. I then explain in what planning implications this principle has and go on to, in some cases, suggest a baseline rule for the implementation of that principle.

I hope to find that by laying down design principles, future builders and designers will have a tool with which they can forge their own piece of the history of Las Peñas while still maintaining its unique and desirable urban qualities.
COMMUNITY CONNECTIONS
Paphos, Cyprus

Paphos, a small coastal town dating back to the 4th century AD, was once the capital of Cyprus. Many of the present day buildings are built on the foundations of classical, Hellenistic, Roman, Byzantine, and medieval buildings. Its sites, namely the ancient metropolis and necropolis, have been placed on the UNESCO World Heritage List. Before Paphos became a major tourist site, the city planning board, on the advice of the national planning agency "enacted a series of zoning provisions aiming at regulating growth, generally, and at reducing the development pressure on the antique sites in particular." (Cons. and Urb. Mgmt. 32)

This conservation project is of considerably larger scale than that of Las Peñas. The growth will be city-wide and they expect the population to increase by 10,000 over a 15 year time span to reach a total population of 32,000. In addition, hotel beds are expected to increase by 9,000 (for a total of 15,000) in that time period.

Concerned about the future of Paphos, the city performed a study entitled "the future marbelpark of Paphos." Of particular interest to this thesis is the recommendation that paths be constructed along the ancient city wall and within the ancient sites "to link up with the overall Paphos town system of pathways and green areas." (Cons. and Urb. Mgmt. 32). Along these paths, focal points would be developed. A similar opportunity exists in Las Peñas. This neighborhood could begin to connect this neighborhood to the rest of the city—its neighbor Santa Ana, the Malecon 2000 project, the River Guayas, the new Convention Center, the airport, and the northern suburbs.

Another suggestion in Paphos, Cyprus was to provide discreet vehicular access and parking. They have also limited building height to 2 stories in the old districts and three in the surrounding districts. Important to note is the fact that they have specified that the ancient harbor may be developed for new uses but that its physical characteristics may not be altered. Unfortunately, the recommendations do not delve into infill design specifications noting only that buildings in the historic areas will be "aesthetically controlled and their plot-ratio and site coverage regulated so that they may blend with each other and emphasize the importance of the ancient remains." (Cons. and Urb. Mgmt. 33) No design guidelines were specified in the provisions.
level 01: area

connections to the city
connections to water
connections to neighbors
connections to the city

impression:  

in practice this means:

This means building connections on several levels. On the city scale, Las Peñas should begin to connect with points north such as the airport and the northern suburbs. It could constitute a more direct connection between these outer areas and the Malecon. As it is, people must drive all the way around both the Santa Ana and Cerro Carmen hills then back toward the water to reach the Malecon. With relation to the Malecon, Las Peñas should nurture the connection with this major development but take care that it not take over the valuable waterfront Las Peñas possesses. On an even more local level, connections with Santa Ana should be encouraged in order to create a larger web of business potential for the residents of both neighborhoods.
example in architectural terms:

possible guideline:

Flexible industrial spaces left from the brewery could be converted to parking or warehouse uses. With respect to a small boat link between Las Peñas and the other end of the Malecon, such a connection would bring people around to the water side of the neighborhood thus giving others a stake in its conservation and well-being.
connections to the water

impression: distillation:

in practice this means:

Walking up Numo Pompilio Llona, one can catch occasional glimpses of the Guayas River between buildings, the activity inside an artists studio, or even a private garden. This creates a diversity of focal lengths as well as a sense of layering, depth, and hierarchy within the space. These lateral expansions of the visitor's vista offer a release to the compression created by the narrowness of the street. They use the attraction of the river and the less accessible parts of the neighborhood to its benefit.
New walls should be low enough to preserve visual connections to the river—they should be solid to no higher than 1.2 m. If a taller wall is desired, it should be designed such that it affords the passer-by a sightline to the water. New construction should allow at least one straight view to the river. Existing view corridors should be maintained as such.
connections to neighbors

impression: ____________________________

distillation: ____________________________

in practice this means:

Growth centered in Las Peñas could expand to the Santa Ana neighborhood, affording Santa Ana some of the profits, giving Las Peñas room to avoid overcrowding, and creating a stronger overall regional draw to the area. Creating opportunities for these connections to occur is an important consideration when formulating an approach.
Rebuild the stairway between Santa Ana and Las Peñas to be more accessible, inviting and useful. Add spaces that could be utilized by informal sector vendors to begin to create employment opportunities. The municipality is in the process of finding more permanent locales for Guayaquil's large informal vending sector. This could be a possible relocation area for handicraft vendors in particular. This would hopefully create a draw toward Santa Ana from Las Peñas and vice versa. To complement this, public spaces should be created at each end of this connection.
level 02: neighborhood

façade—continuity
façade—porosity
"We should always bear in mind that it is often the streets, spaces, and places in a town that are recorded in the memory of the beholder, rather than the quality of the enclosing buildings, for, as Bacon remarks, space is not just a void but is one of the materials of civic design." (Dix 133)
façade—continuity

impression:

distillation:

in practice this means:

The façade line is an important factor in the formation of a sense of place. The continuity and proximity of the façades on either side of the street create a feeling of compression as one walks along this 3-4 meter wide cobblestone lane. The consistent 1-2 story height with balconies adds to this intimate experience by providing shelter and a human scale.
When building anew within this neighborhood, the façade should be built out to the existing façade line. If the new building does not reach that far, something else should carry that line—a screen, trees, a low wall, etc. Buildings should be no higher than 8 meters high on the mountain side of the street and 4 meters high on the river side.
façade—porosity

impression:  

distillation:

in practice this means:

Care should be taken to follow the traditional manner of wall openings to maintain the lateral connection to adjacent spaces perceived when walking down Numo Pompilio Liones Street. Also important is the maintenance of well ventilated and lighted indoor spaces typical of design in this climactic zone. Windows here are of generous size and are unglazed but protected by wrought iron. Typical tropical clearstory window openings are particularly important here. Façades facing the river generally have shuttered doors that can be opened completely for an almost direct connection with the river.
example in architectural terms:

possible guideline:

On the street façade, the window to wall ratio should be at least 30 percent. Riverside façades should have a ratio of 40-50 percent coverage.
twists

impression:

in practice this means:

The level changes and directional changes along the length of the street make it a very varied and intimate experience. This kind of variety also creates an element of surprise and discovery. It forces the discovery of the various lateral layers of activity along the path. This variety gives Las Peñas uniqueness within this big city of grids.
example in architectural terms:

possible guideline:

Infill must follow the façade line to maintain a sense of "outdoor room." Make small pockets off of the main street, not holes. To avoid this, development should be small scale and not clear out big pieces of the neighborhood.
level 02: neighborhood

pace

impression: 

distillation: 

in practice this means:

Along with a variety of textures, uses, and lifespans, this place needs a variety of speeds along the experience. This sets the stage for a variety of activities at different points along the street. The fastest zone is situated down the middle of the street and, generally, things slow down from there outward, ending in stasis at the river’s edge. Uses vary with speeds.
Create nodes of activity, versatile public spaces, and more intimate nodes of repose. Connect these spaces throughout Las Peñas, Santa Ana, and the Malecon.
**level 02: neighborhood**

**scale**

**impression:**

**distillation:**

**in practice this means:**

The scale of the place has everything to do with its image and popularity. The 1-2 story buildings lining the street create a human-friendly scale in this city of wide, straight streets, fronted by towering modern buildings. The building scale facilitates the attention to detail adding texture and personality. The amount of space available in buildings of this scale affects the program types feasible for the area which in turn lends to the character of the area by promoting the creation of a variety of small scale program types, clustered in this one neighborhood.
example in architectural terms:

possible guideline:

Limit street building heights to two stories on the mountain side and one story on the river side. Limit streetfrontage to 10 meters per new or refitted building. Development can then spread outward.
level 03: building
texture

impression:

in practice this means:

"Studies in environmental perception have shown that citizens tend to be attracted by visual variety and urban choice, but generally are repelled by uniform, visually monotonous townscape." (Morris 1981 p 222)

Many textures such as the rough cobblestone street paving, various stoops, different styles of wrought iron, various balconies and numerous hand-crafted wooden signs hanging in front of artists studios, combine to create a rich textural path. This multi-textural experience of Las Peñas should be maintained.
example in architectural terms:

possible guideline:

New development in Las Peñas should recognize this texture is what gives Las Peñas much of its personality and plan to continue this tradition in some current way. Refraining from creating regulations governing signage would be a good start.
Las Peñas draws much strength from the fact that it has a range of programmatic lifespans. Las Peñas is made up of very old and important buildings that will be preserved and maintained as museum pieces. It also has a number of buildings that add to this historical character but that in and of themselves are not historical buildings. It also includes newer buildings built for more temporary purposes such as a covered warehouse area. Improvised momentary structures are created for the Summer Festival of the Arts, appearing only to be taken down in a short period of time. Activities in Las Peñas also tend to follow this pattern. Some uses are very permanent, such as the famous composer's house turned museum. Other pieces of the neighborhood are a bit more subject to change such as a variety goods store at the southern end. The artists galleries have a constantly changing content, creating an appealing draw. And, finally, other uses are very temporary and serve to activate the space at various intervals of time such as the Summer Festival of the Arts and special performance and art productions.
example in architectural terms:

possible guideline:

To maintain and encourage this variety, design elements should be transformable, multi-use spaces, and programmatic elements should include a wide variety of durations—permanent, lasting, temporary, and momentary—to activate the space in many ways over the course of a year or a day. To aid in this endeavor, the Las Peñas Resident’s Association could help in many ways, such as in enabling rehabilitation, organizing an events committee, and starting a fund for temporary attractions. In addition, change should be allowed to happen at different levels and at different speeds. The city is a dynamic entity and we need to acknowledge that in anything we design.
level 02: neighborhood

layering

impression: distillation:

in practice this means:

The experience of Las Peñas derives its attraction partly from the complexity of its spaces and the compelling connections between those spaces brought about by the making of more and more private spaces as one moves away from the street. These layers all have a certain amount of porosity to them, allowing the visitor glimpses inside to see perhaps an artist working in her studio or a gallery overlooking the river.
example in architectural terms:

possible guideline:

Take the notion of layering and further enhance it. The first layer, the façade, should emphasize porosity, and give a suggestion of the layers behind to create a much more complex experience of the place. As the lane twists along the hillside, the visitor’s lateral field of interest becomes more apparent. This dimension can then be articulated by the use of layering, porosity, compression, and release.
vertical layering

impression:

distillation:

in practice this means:

The experience of this place is not just linear or lateral as discussed thus far. It also includes many level changes that give richness to the experience. These variations can also be used to separate uses while still maintaining a connection.
example in architectural terms:

possible guideline:

Use the site to the maximum advantage by creating a variety of spaces on different levels—platforms for performance, viewing, approaching the river, etc.—emphasizing the drama of this mountainside and waterside site.
The buildings on the mountain side are inwardly-focused on the first floor and river-focused on the more private second floor, while the buildings along the river have more breathing space, gardens, and open connections to the water. In reaction to their position next to the water they are lighter and better ventilated than the mountain side buildings.
The FARs of new development and renovations should reflect and enhance this natural tendency for a lower density on the water side which has allowed for more public connection with the water and which has created variety in space types (more gardens are on the water side for example). Inevitable (and even necessary) increases in density should occur on the mountain side of the street. Mountainside development should have an FAR of 3 and the river side should have an FAR of 1.5 to maintain and even enhance the experience of the neighborhood. Greater densities could be accommodated in the adjacent neighborhoods.
PEOPLE
To be effective, one must combine the preservation of the buildings with the preservation of the culture of the place, its people, character, and energy. The residents are crucial to the personality and vitality of the area. The longtime residents and artists of Las Peñas bring life to the little street. Without them, and without their studios, galleries, and historic homes, Las Peñas loses its appeal. Also important are the people of Santa Ana, who offer a large employment base and a broad range of artisan skills from all over Ecuador. The people of both neighborhoods stand to benefit from a cooperative effort to improve the area. To facilitate this effort, both neighborhoods fortunately have very strong citizen’s organizations.

Guides:
—enable resident involvement
—prevent displacement
—encourage/enable tenants to become homeowners
—provide information and funding for development run by residents
MATERIALS
The new buildings should be made of materials and construction that make sense for this community and area. In speaking with residents about the materials they wanted to rebuild in, they made it clear that they wanted to conserve the feel of the neighborhood, but at the same time they were unable financially and unwilling logistically, to rebuild in wood. They were very concerned about the danger of fire. This was a risk that they could not control individually—all worried that a neighbor might start a fire that would raze the neighborhood, as had happened several times in the history of Las Peñas. In addition to the fire risk associated with building in wood, the residents complained of extensive and expensive problems with termites. They unanimously preferred to build and rebuild in concrete. Given these arguments, it makes sense to build in concrete, steel, and a few carefully used wood elements where building meets people and street.
sequencing possibilities
What the development sequence could look like over the course of the next 20 years.

TIMING AND ORDER: THE FUTURE
The plan must be sustainable from a design standpoint as well as an institutional standpoint. This means it should have a loose fit programmatically. It should give extra space for a long, useful life.

- Zones—divide spaces into different zones so each can be used flexibly as a separate entity. This gives adaptability and flexibility
- Flexible space
- The reuse of materials
- Well-designed spaces and places will be used efficiently for a long time.
- Increased space—mezzanines
programming possibilities

Not everything will happen at once, but this plan includes several possibilities for new development in Las Peñas. The likelihood of each happening depends on the wishes of the stakeholders, the availability of funds, and interest.

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**Pedestrian access**

- Limited vehicular access
- Public space
- New buildings

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*The back door*—more commercial, transit- and office-oriented area. Parking, warehouse, unloading, light manufacturing, larger boats (which presently unload cargo on the Malecon), and smaller fishing boat docking (potential employment opportunity for Sta. Ana residents).

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This is a potential site for a local fruit and vegetable market. Currently there is a lack of commercial facilities in general in this area. This location permits easy access from the north.

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This old brewery building shows potential for artist live/work spaces and showrooms on the upper floors and a year-round riverside open air salsa and merengue club on the bottom floor.

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Open-air, covered market-place with shops fronting Numo Pompilio Llanos Street—programmatically very flexible to allow for changes in use depending on needs.

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River-view restaurant and bar. Development driven by additional retail, bar and storage space along the central plaza and along the river, connected by a path running from the main plaza, along the river, and back up to NPL Street.

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The residents of these buildings should have the opportunity to develop ground floor as cafe or shop space.

---

Connector path created with informal sector vendors of craft goods in mind, as well as nurturing physical, social, and economic connections between Sta. Ana and Las Peñas.

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Mangrove area should be protected for the well-being of the river flow and ecology of the area. However, some uses could capitalize on the space while not upsetting the natural balance such as elevated walkways or a sculpture garden exhibiting the work of some of the artists from Las Peñas.

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Las Peñas information center with a direct connection to the northern tip of the Malecon project.
The experience of Las Peñas

repetition

the solid anchor

layering for intensity, density

reflection doubles the size; fools the eye.

misalignment to create depth

depth between areas of layering; see far, invite in, squeeze, operate

variation in thickness and width

variation in thickness and width

many striations wandering, connecting the various frontal layers

play with the horizon
Numo Pompilio Llona Street as it could be 20 years from now. Connections to Santa Ana could be developed. This shot of a marketplace space and path shows one of the ideas for this type of programmatic and physical connection.
The possible form of Las Peñas in 20 years.
images of Las Peñas
conclusion

The time is right. Great potential comes with this moment in time. The present situation represents a convergence not seen before, and probably not in the near future of this small neighborhood. Great importance comes as well with this moment.

Given Las Peñas' valuable inherent qualities and the current development potential, chances are good that with a minimum of effort and funding, all of the stakeholders stand to profit from guidance efforts, rather than lose out to random development.

Finally, rather than prescribing the ends, I have provided some of the means, the tools, and a road map, leaving the process as open ended as possible. These items take the form of policy and design principles aimed at guiding future design decisions and possible paths. All of the tools are intended to be adaptable to unknown future circumstances, and thus, picked up and utilized by the makers of Guayaquil—the planners, residents, investors, and politicians.

As an attempt to convey an outsider's impressions, opinions, and knowledge in a useful way, I present this thesis.
annotated bibliography

Adaptive reuse/transformation:


Conservation Management:


This article praises the largest preservation project in the United States, Peabody Place. The basic message is that it would not have been thinkable without historic tax credits and the innovative multi-agency support provided.

Conservation:


-This is a very informative article that deals with the preservation efforts in Quito and the extent to which property owners took part in the renovation attempt. They find that the declaration of an area as a conservation area does not motivate renovation to the extent expected. Other conditions need to apply as well to influence the success of a program.

Browning, V. "Built Memories Are Made of This." Planning Week 29, (June 1995).


- Dix discusses the relationship of design to the human perspective of the city and briefly talks about the history of architecture and conservation. He laments the quality of buildings being built now and points out that one's impression of a city comes from the overall view of the experience of it rather than from the quality of individual buildings.


- addresses some of the main challenges faced by preservationists in developing countries from a very traditional mortar and board historical preservation point of view. A "how to" for preservers.


-This article discusses the changing patterns of use, functions, and makeup of historic urban centers in Latin America and Spain. It outlines in detail the history of conservation legislation in the core of Spanish, Portuguese, and Mexican cities.


-Larkham uses a series of English towns as case study examples of change in the built fabric of old city centers. He explores ways of integrating new development with the old, keeping careful watch to avoid what is termed as "fasodism."


- Maxwell talks about the nuts and bolts of how one, as a homeowner of an old home, can go about rehabilitating the property—investment tax credits, the certification process, and preservation easements are discussed.


Creative Financing:
ULI Project Reference File:
- Church Street Marketplace, Burlington Vermont (special assessment district model)
- Bellevue Downtown Park
- Tent City
- York Green Lutherville, MD (ULI)

Cuba:
—This article focusses on Cuba's investment in tourism. It specifically investigates Cuba's approach to preservation and hotel development and the links with foreign investors. The preservation effort in Cuba has national legislation working in it's favor.


Culture as Capital:


Architectural Record. Adaptive Reuse Issue. (Feb 1995)

Displacement:
—This research paper provides a history of redevelopment efforts in the US and mentions a few attempts at combating displacement but only scratches the surface with regard to all of the different techniques tried in the effort to limit displacement.


This Task Force Background Paper is on the web at: http://www.uic.edu/~pwright/dwd.htm
—This paper deals succinctly and thoroughly with the topic of displacement, outlining approaches, policies, strategies, and programs that have addressed the issue. It points out the hidden costs of redeveloping without consideration of displacement and goes through many real projects dealing with the problem. The Nathalie P. Voorhees Center is "an applied research and professional assistance unit of the College of Urban Planning and Public Affairs at the University of Illinois at Chicago."
See website listings for more on this subject

**Economic Development:**


**Ecuador:**


—This provides information on the city and of its rehabilitation.

**Employment:**


**Hafisia Quarter, Tunis, Tunisia:**

The Aga Khan Award for Architecture. Arts and the Islamic World 1, no 3, (Summer-Autumn 1983).


**The Role of Government:**


**Guayaquil:**


—This article very colorfully illustrates the striking differences between the personalities of the two cities and their inhabitants.

"Guayaquil and the South Coast." El Consulado del Ecuador.

—Information received from the Ecuadorian Consulate in Miami.


**Horton Plaza:**


**Hostels:**


**Infill Development**


—. "A New Neighborhood in an Old Pattern." Architectural Record 171, no. 11, (September 1983). (Hafisia Quarter, Tunis, Tunisia)


**Land Trusts**


Dodson, Edward J. "Scattered-Site Properties and the Community Land Trust: A Strategy for Expanding Affordable Housing Opportunities." From the School of Cooperative Individualism Library.

http://www.geocities.com/Athens/Acropolis/5148/dodson_comm_land_trusts.htm


—This is an annotated bibliography to printed materials on private sector use of land trusts. Unfortunately it is focussed on land conservation rather than

**Architectural conservation**


**Newspapers:**

Diario Expreso, Guayaquil

El Telegrafo, Guayaquil

**Preservation:**


—Rahman discusses the dilemma of heritage preservation vs. strong development pressure.


Why Preserve?


—Donovan Rypkema sees Preservation as a viable alternative to new construction. Not only is it a "vehicle for larger goals" such as: downtown revitalization and neighborhood stabilization, but it is also often less expensive and less wasteful than new construction.

Revitalization


—She talks about a new vision for urban revitalization to encompass not only businesses and opportunities for adults to work, but also includes' good housing, adequate community services, and facilities, and viable transportation. This idea includes safe streets, where women and children need not fear to walk.


—He talks about redefining inner city revitalization holistically by focussing on economic, social, and psychological needs of inner city communities. Temporary, piecemeal solutions will not do.

Sustainability


—a book full of common sense and lacking concrete examples.

Tax Credits:


—The authors thoroughly explain the tax credit system as well as other financing approaches such as REITs. They go through the pros and cons of preservation.

—This is a critique of the historic tax credit program. Given that the program is so popular and well-used, he recommends that we revamp it to require better preservation standards and suggests ten ways to do so.

**Urban Design:**

**Urban Regeneration/Revitalization**


—As stated the paper examines the strengths and weaknesses of conservation areas in Britain. He argues that conservation areas are necessary for social and economic gains. Preserving individual buildings will not effectively promote the social and economic development of an area.


Public participation:

Sustainability
—This is a comprehensive guide that considers practical advice about how to achieve sustainable development at a variety of scales ranging from the city wide scale down to the design of individual buildings and spaces.
—Marcuse discusses how promoting 'sustainability' might only sustain the unfair status quo.
—This article makes an argument for designing buildings in such a way that financial, social, cultural, and environmental concerns are balanced in order to promote a long and efficient building life. It considers many stakeholders, including the global community and future generations.

Esp ch. 4—Strengthening Communities. Pp 1-17. This can be found on the web at: http://fount.journalism.wisc.edu/cpn/sec...ic_perspectives/sustainable_dev_com.htm
—This is a document that outlines sustainable development in broad terms. In general, they are referring to community economic development in the United States and delineating some strategies for enabling this. There is a strong emphasis on what the government can do to encourage community involvement and investment.

Tourism
Skoczed, Maria. "Colonización agrícola y colonización turística como factores de urbanización en America Latina." *Revista Interamericana de Planificación.*

Websites and E-Mail Contacts:
note: I used web information only as background information and quick reference. I note them here where they could hopefully be of some use to someone. I did, however, use information from scholarly database sources provided through the library database listings.

Aquaculture:
http://www.fishroute.com/165e.htm
Promarisco@telconet.net

Bibliographies On-Line:
http://www.liv.ac.uk/~biddulph/Bibliography/biblioframe.html
This is a large bibliography from the University of Liverpool College of Urban Design.

http://chud.tamu.edu/chud/bibliography/bibliography.html

This is an extensive urban studies bibliography from the University of Texas. It is especially good with border items and Mexico/US border development.

Country Information:

Cultural Information:
Http://www.cultura.com.ec/
(contact: cultura@uio.satnet.net)
Instituto Nacional de Patrimonio Cultural
Las Peñas
Plan de Accion 1997-98 del Consejo Nacional de Cultura
El Consejo Nacional de Cultura del Ecuador
http://wwwpub4.ecua.net.ec/
Asociacion Cultural Las Peñas

Economic/Commercial Information:
http://www.aaccla.org
Association of American Chambers of Commerce in Latin America.
http://www.cpg.gov.ec/
http://www.can-ecuador.com/
http://home.tampabay.rr.com/latinoconnect/ecuador.html

Malecon 2000 Contacts:
mcampo@bprevisora.fin.ec
tito@bprevisora.fin.ec
Noe Carbajal noe@malecon.org.ec
Nabeel Hamdi

http://kuhttp.cc.ukans.edu/heritage/kshs/resource/presplan.htm

This also gives guidelines on how to encourage lifelong learning and a strong preservation community.

http://hrcc.tamu.edu/chud/frame_colonias.html

http://www.healthycities.org/ihcf/facts.htm

The World Health Organization (WHO) soon opened a Healthy Cities Project office in Europe. Cities were encouraged to target and solve local problems and get people from many parts of the community involved in the Healthy Cities process. Whether the primary reason people convene involves children, environmental concerns, homelessness, safety, education or other issues, the approach is always the same: a collaboration is organized among citizens and people from business, government and other sectors of society who recognize their interconnection can be used to impact the well-being of the entire community.

Preservation:
http://www.dnai.com/~kvetcher/MixedUse.html
Preservation, Mixed-Use, and Urban Vitality by Jonathan Cohen, AIA
http://www.ncptt.nps.gov
Clearinghouse Preservation Internet Resource—a search engine for preservation issues.

Revitalization:
http://www.cdinet.com:80/Millennium/Resource/resource.html#browse
This outlines several different approaches to economic development and neighborhood revitalization attempted in the US and gives contacts for groups that are implementing such programs.

http://www.lib.berkeley.edu/ENVI/citydev.html#encyclo
The Berkeley Library system
http://epn.org/prospect/19/19schw.html
This is a long article written by Ed Schwartz on "Reviving Community Development." It criticizes Nicholas Lemann in the context of Clinton's Empowerment Zones.
Ecuador, general:
http://www.eb.com:180cgi-bin/g?DocF=mic...
—This site has extensive history of Guayaquil and Ecuador.
—This is an online encyclopedia with extensive information on Guayaquil's history and present state.
—This provides a little information on the neighborhood of Las Peñas.
http://lanic.utexas.edu/la/ecuador/
http://www.state.gov/www/background_notes/ecuador_0398_bgn.html
http://omnimap.com/catalog/int/ecuador.htm
—Topo and socio-political maps from all over the world. Their email is:
custserv@omnimap.com, 1 (800) 742-2677.
http://www.ecuaworld.com
http://www.abstravel.com/ecuador.htm
—For travel information and tickets
http://members.aol.com/JNShannon/guayaquil.html
—All about ecuador.

Databases:
ArticleFirst
Avery
ARClInform
ULI Database

Other:
http://www.uli.org
—This is the Urban Land Institute website

—This is a comprehensive bibliography derived from an exhaustive analysis of British development plans to establish the sources of policy that policy writers find useful. It also includes many other useful sources which contain advice on design that can aid policy formulation, including academic texts, practice orientated studies and also lobbyists recommendations. References include sources on design and area appraisal, approaches to policy writing, sources on aspects of urban design theory, advice related to specific policy contexts, and sources relating to policies for external appearance, landscape, and conservation and protected historic buildings. Related to the British context.
credits

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Photographs and figures unmarked are my own.