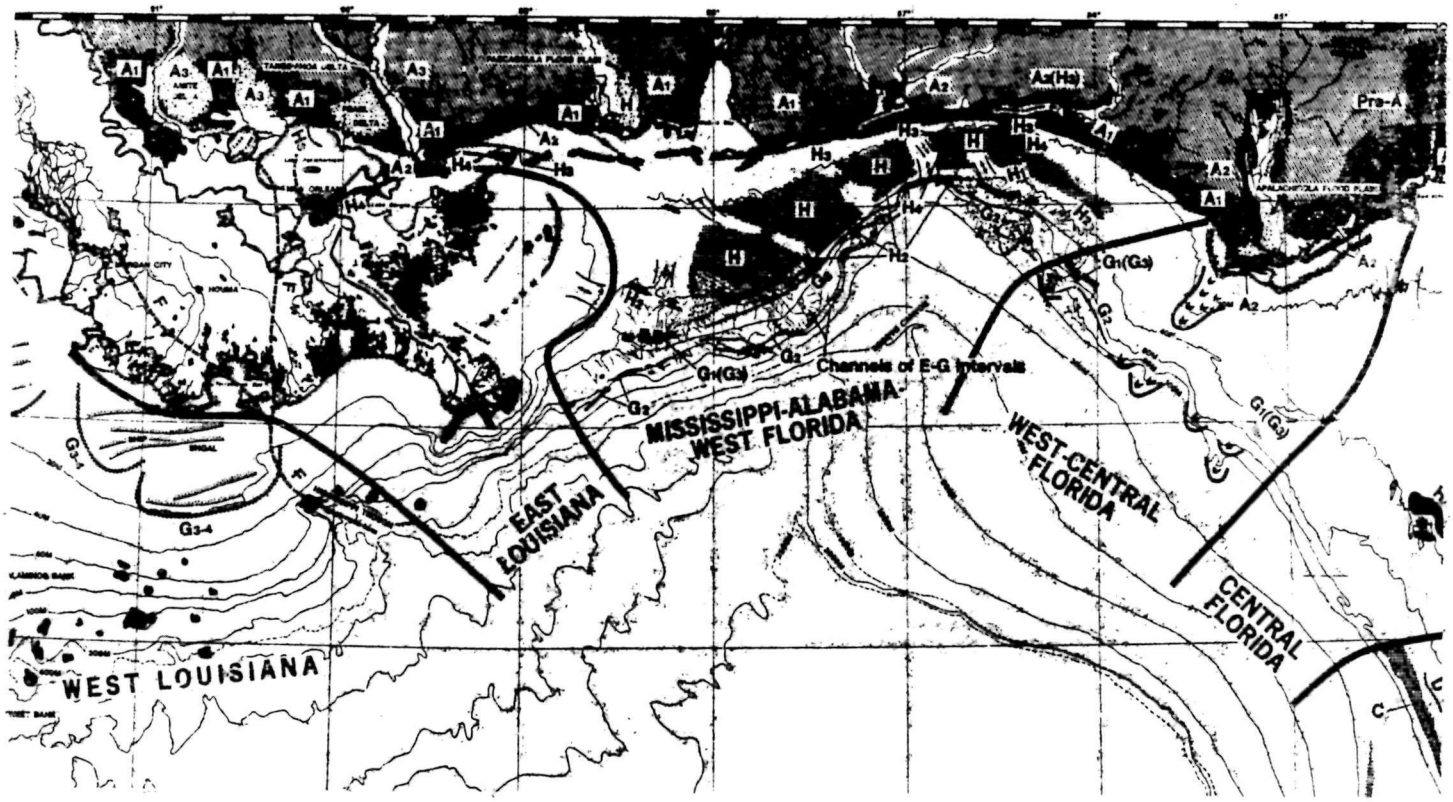
U. S. Department
of the Interior

Heritage Conservation
and Recreation Service

Division of State Plans
and Grants

Preservation Planning Series

Resource Protection Planning Process



I. RESOURCE PROTECTION PLANNING A SUMMARY

Purpose: To develop a comprehensive historic resource management process which identifies and organizes information about a State's historic, archeological, architectural, and cultural resources into a form and process readily usable for producing high reliability decisions, recommendations, and/or advice about the identification, evaluation, and protection of these resources.

Objectives:

1. To make preservation decisionmaking a normal function or element of land use decisions rather than an exceptional one;
2. To reduce administrative conflicts concerning historic preservation decisions;
3. To decrease the need for Federal decisionmaking about historic preservation;
4. To decrease the frequency of Federal intervention in State and local historic preservation decisions;
5. To establish the practical basis for decentralization of preservation program authority to the States;
6. To convert the Federal role in historic preservation to oversight, conflict resolution, and research and development.

7. To provide a focus for public participation in preservation decisionmaking.

The recommended approach for developing a resource protection planning strategy is to:

1. Divide the planning area (State) into appropriate resource study units and define eligible/important resources;
2. Identify ideal or preferred conservation, reuse, research, and interpretation objectives for the historic resources included in the study unit;
3. Assess the achievability of the ideal objectives;
4. Prepare an operational plan for the resources included in the study unit which identifies achievable objectives, priorities, and strategies for use in land-use planning;
5. Cycle new information back into Step 1 resulting in redefinition of study units and preservation objectives if necessary.

The resource protection planning process assumes that the cultural landscape was created by non-random processes and that by identifying the significant roles in past settlement played by one or more key factors (e.g. political, economic, or

cultural systems, technology, environmental change, physiography, transportation networks, etc.) a practical framework can be developed for subdividing historic resource information and for establishing an underlying logic to historic resource planning for a State. All major classes of resources may be handled concurrently in this process.

The definition of study units serves to subdivide the mass of historic resource data for the State into smaller units of related kinds of resources. This allows the development of priorities and strategies with respect to sets or classes of historic resources which, in turn, makes decisionmaking about individual properties relative to their context and more reliable.

Initiation of resource planning is independent of the status of surveys and inventories. Practical resource planning can begin at any time, no matter how much or how little data may be available. The basic needs are for commitment to a holistic or contextual approach, and for realization that initial preservation planning priorities and strategies can be crude formulations which are improved on an incremental basis over time. Initial implementation of resource protection planning can be undertaken in most States within one year or less. This is a desirable

time frame because the need to participate more actively in land-use planning is urgent and because it is not so long a period that momentum toward completion will be lost. This is a feasible period because the tasks in the implementation sequence are clearly defined and the level of effort devoted to each task, as determined by dollars and personnel available in the State, can be adjusted readily to ensure completion within a year.

Following this summary are a general description of this approach, a more detailed description of the implementation sequence, and some examples of the implementation sequence.

II. AN APPROACH TO RESOURCE PROTECTION PLANNING

INTRODUCTION

During the past four decades, the number of historic properties in the United States has declined alarmingly. Some of them--sites, buildings, structures, objects--have been destroyed because of changing land use; others have succumbed to natural processes. Many losses could have been avoided; some could not. Whatever the reason, the result is the same--when a historic property is destroyed, insight and a tangible connection to our past is gone forever.

Despite well-publicized success stories about rehabilitating neglected buildings or conserving important archeological sites, historic preservation today is being buffeted by powerful forces. It is subject to the same pressures that beleaguer all levels of government and each of us as individuals: inflation, shrinking budgets, the trend toward limiting government involvement in the private sector, and competing national priorities. These combined forces seriously threaten the archeological and historic properties that remain.

They call for careful planning that considers historic preservation in its social, political and economic contexts. The advantages of such planning are to cut red-tape, simplify compliance with environmental regulations, and cause administrative conflicts to be resolved in a timely way; the net result is to increase significantly the effectiveness of historic resource protection. However, such comprehensive planning is too seldom undertaken. Developing strategies for historic preservation hinges on three fundamental issues: whether and how to search for historic properties (identification), how to recognize important properties among all those identified (evaluation), and how to determine the best action to be taken (protection). Failure to consider historic resources in the larger context of an holistic approach to preservation planning often results in administrative decisions which are plagued by conflicts with little hope of satisfactory resolution.

Planners and decisionmakers outside the preservation field often find it difficult to consider historic resources because data are either unavailable, too technical, or otherwise not in a form that is usable for planning and management purposes. It is a common but profound mistake, when

confronted by this problem, to seek to overcome it solely by emphasizing the collection of more data (for example, by completing statewide surveys), when what is required is more effective *use* of already available information, whether old or new.

A frequent corollary response to this problem is an attempt to make land management and project planning decisions on the basis of identification or inventory data alone. However, preservationists are justifiably reluctant to make judgments and recommendations in the absence of a basis for considering the other two fundamental issues: evaluation, and treatment for protection. The net result is a break-down in the flow of historic resource values into land-use planning decisions.

Under these circumstances, government agencies and private interests often plan projects without effectively considering their impact on historic properties until construction is about to begin, and then decry preservationists as obstructionists; or they may hotly contend that the rules have been changed after the game has begun. Battle lines are drawn, differences seem irreconcilable, and another administrative conflict gets underway. All the while,

inflation, dwindling budgets, and adverse public reaction exact a greater toll from historic preservation than from conflicting interests no matter what the rights and wrongs of the situation may be.

THE PLANNING APPROACH

Leadership in historic preservation planning in each State is exercised through its State historic preservation office. The State historic preservation offices are funded in part by matching grants from the Historic Preservation Fund, which is administered by the Department of the Interior's Heritage Conservation and Recreation Service (HCRS). Among the State historic preservation offices' main functions are developing comprehensive statewide plans for historic preservation; organizing information on historic resources; setting preservation priorities; helping Federal agencies to protect important properties threatened by Federal activities within the State; and offering planning guidance to other agencies, groups, and individuals.

Historic preservation planning should broaden the social and technical contexts in which decisions are made and keep conflicts to a minimum.

Preservation planning should transform technical data into management

information. It should enable land-use managers who are not archeologists, historians, or architects to make effective decisions by providing them with information that is relevant, timely, reliable, and easy to use.

To achieve these results, the identification, evaluation, and protection of historic, archeological and architectural properties must be integrated through a State-based planning network that allows reliable decisions about individual properties to be made in relation to a body of general knowledge about similar properties--in other words, **comprehensive** historic preservation planning.

An effective system of comprehensive preservation planning in a State must:

- subdivide the available historic resource survey and planning data into manageable units which are based on the technical (i.e. historical) characteristics of historic properties;
- deal with all kinds of historic properties in a manner compatible with the management of other related cultural resources (for example, folklife documentation, conservation of artifacts, museum programs, and so on);
- identify the administrative levels and geographic scales at which the critical management decisions affecting historic resources are made and supply information appropriate to those levels or scales;
- produce data and guidance in a form that is usable by land-use planners and managers.
- readily absorb new information affecting responses to identification, evaluation, and protection questions;

- identify the public constituencies having a significant concern for the nature of identification, evaluation, and protection decisions and recommendations and involve these elements of the public in setting priorities--this will minimize the conflict potential of preservation decisions made by users of the State-based comprehensive planning system;

- assure that the thrust and basis for a preservation priority can be clearly understood by land owners, managers, and developers so that receptivity to incorporating preservation priorities in their decisionmaking can occur more naturally and spontaneously even if these decisions are occurring beyond the reach of Federal regulations.

An outline of the organization of such a preservation planning strategy is given below.

HOW THE STRATEGY WORKS

The three basic components of this historic preservation planning strategy are:

- study units
- operating plans, and
- management units

The process begins with **study units,** which use technical data (derived primarily from identification and evaluation activities) to define the conceptual framework, geographical distribution, and chronology of a set of related historic resources. **Operating** (or protection) **plans** are then developed for

each study unit by referring to the technical data for answers to a series of management questions. Finally, the study units, each with its own operating plan, overlap when projected on a map of a city, county, project area, etc., thereby forming **management units.** Land managers and project planners refer to management units that fall within their project areas to obtain the appropriate sets of operating plans. These plans constitute guidelines and recommendations for treatment of a local set of historic properties. They form a reliable basis for decisions and complete the transformation of resource data from a form useful primarily for historic preservation professionals, to a form usable by managers.

STUDY UNITS

Historic resource survey information must first be grouped in cultural terms before converting it to a form convenient for contemporary planning processes. This is because major decisions about identifying, evaluating and protecting historic properties are most reliably made in relation to other historically related properties. Contemporary political subdivisions usually do not

provide any technical (i.e., historical) framework for decisions about significance, predicting occurence, or recommending protective treatment.

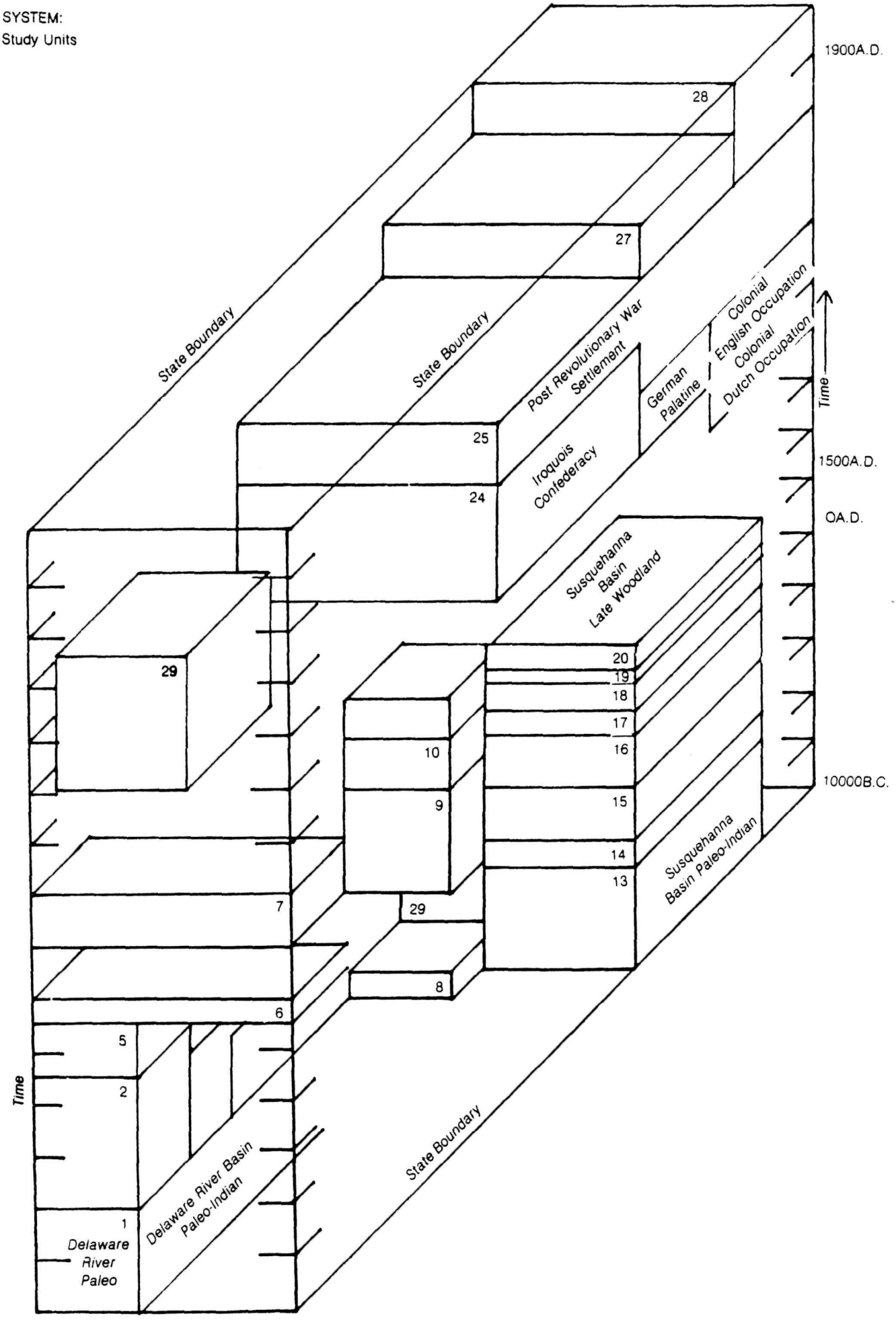
A study unit is a resource or cultural unit possessing geographical and time limits. (see Figure 1) It is not necessarily a conventional planning area such as a town, city, county, etc., or a project area. Study units are used to initiate the organization of information in historical terms and are fundamental to development of a resource-based planning process.

Most preservationists are familiar with theme studies. A study unit could be defined as one or more topical and chronological themes considered in the context of a specifically defined geographical area of a State. Often the geographical area will have recognizable natural characteristics that have facilitated, inhibited, or otherwise influenced human activity (prehistoric and historic) within its boundaries.

The key elements of a study unit are:

- a conceptual framework,
- geographical distribution, and
- chronological limits.

FIGURE 1
PLANNING SYSTEM:
Concept of Study Units



A **conceptual framework** consists of related ideas (or themes) about a group of historic resources. For example, a study unit on the 19th century textile industry in a region represents the related concepts of a factory system, labor force, organization of production, project distribution, and the supporting social, economic and political structure of community.

These concepts can be recognized tangibly in a set of historic properties--for example, various types of textile factories, housing for workers, transportation facilities that distributed raw materials and finished goods, machinery systems located within the factories, and related public and commercial facilities. Individually, without the conceptual framework of the 19th century textile industry, these historic properties have limited meaning. Or, their meaning may be inconsistently perceived by present-day planners, preservationists, and by the public. The result is coincidental preservation of properties; that is, often preservation of such properties is justified more for secondary reasons rather than for the primary consideration of history. This leads as much to alteration of the record of history (through a bias of that record) as to its preservation.

When seen in a conceptual context provided by study units, historic properties are a rich and comprehensive source of information about the past. They convey important messages to the present about the reality of history. Morever, when properties are seen in context, it is possible to make comprehensive preservation choices which retain a balanced, meaningful sampling of a historical setting. The risk of preserving incomplete and/or biased representations of history is significantly lessened.

Because historic resources are distributed in space, they can be mapped and delimited as a group. Their **geographical distribution** can be determined. A strong relationship usually exists between the conceptual framework and the geographical distribution of historic resources; that is, the place where historic properties occur often depends on conditions that are not scattered at random geographically, but exist only in certain locales. This close relationship often leads to answers for management questions about where such properties are likely to be found. In our example of a 19th century textile industry, study unit water-powered factory locations had to be selected with the proper volume and velocity of water--sites concurring only in

particular areas within a river system. The precision used to define geographical limits, however, depends on how specific or general the conceptual framework is; on the nature and quantity of existing data, and on the scale (for example, local, regional, or statewide) at which study units are being organized.

Bounds for historic resources also exist in time. The **chronology** of the 19th century textile industry in southeastern Massachusetts, for instance, begins about 1840 and ends around 1890. All historic resources are subject to a process of initial formation, growth, stability, decline, and abandonment. The beginning and end of this process mark the time boundaries of a study unit.

Chronology and geographical distribution form the bounds, while the conceptual framework provides the cultural and historical content. Taken together, the three elements define the study unit and establish the context within which a particular set of historic properties can be evaluated and managed.

Using study units to help manage historic resources offers the planner several important advantages. Study units can related to any planning

situation. They can be readily modified or redefined to accommodate new data or to suit planning at greater or smaller geographic scales. Most important, however, they provide the only logical cultural context for weighing decisions about the identification, evaluation, and protection of a historic property. As a result, this approach entails the lowest risk of subsequent outbreaks of conflicts in administrative and regulatory processes.

OPERATING PLANS

A study unit not only places historic resources within a specific context, it also provides the means for transforming technical data into management information through use of an operating plan. An operating plan details a practical program for managing the historic resources in a study unit. This program is formed by providing answers to a series of questions in the three categories of:

- identification
- evaluation, and
- protection.

Answers to the questions may either provide general managerial guidance, recommendations of specific actions as desirable or necessary for certain properties, or guidelines for action in the case of certain types groups of properties. The major questions pertaining to **identification** are:

1. What types of historic properties are included in the study unit?
2. Where are these types located, and what is the nature or density of their distribution?
3. How many historic resources of each type once existed, how many currently exist, and in what condition are they presently?
4. Have past surveys been done in the study unit?
5. What is the quality and bias of these past surveys?
6. What data gaps currently exist in the study unit?

7. What are the appropriate types of survey required to identify and locate historic resources in the study unit?

8. What priority should be given to future surveys for the study unit?

Evaluation questions seek to define the important or significant properties and information needed to represent the known historical dimensions of the study unit, and to discover potential unknown features. Historical importance can be effectively determined by reference to the conceptual framework provided by the study unit and must be judged independently of manageability. Answers to the following evaluation questions, based on available information, establish the specific meaning of National Register of Historic Places criteria--such as integrity and associations--as they apply to historic properties of the study unit. Evaluation factors stated in the operating plan for each study unit create a bridge between the necessarily generalized National Register criteria and individual historic properties.

1. What types of historic resources in the study unit are considered important and why?

2. What research topics are important to increasing knowledge about the study unit, and what data requirements or characteristics should the types of historic resources possess to address these topics?

3. What physical condition do the types of historic resources have to be in to be considered important within the contexts of the two questions above?

Protection questions relate only to historic properties which have been evaluated as important. It is essential to differentiate the evaluation questions listed above from the protection questions listed below. Evaluation seeks to establish the historical importance of an individual property or group of properties. Protection focuses on the appropriate , yet practical, disposition or treatment steps to preserve the aspects of thse properties that give them their importance. Valid treatment of important properties may range from a determination that no action is feasible, to elaborate manipulation of the property (for example, rehabilitation, or data recovery) or its environment (for example, deed restrictions, market, analysis, zoning, or physical stabilization). The following questions are associated with protection:

1. What uses does each type of historic resource have that enhance and preserve its significant aspects?

2. Is the particular type of historic resource unique? How representative is it?

3. How many of each type of historic resource presently exist and in what condition? What kind of sample should physically be preserved?

4. What land uses are compatible, and under what conditions, with each type of historic property?

5. What land uses are incompatible, and under what conditions, with each type of historic property?

6. If documentation or salvage archeology is the only possible solution, how can data be obtained in a way that preserves significant aspects?

MANAGEMENT UNITS

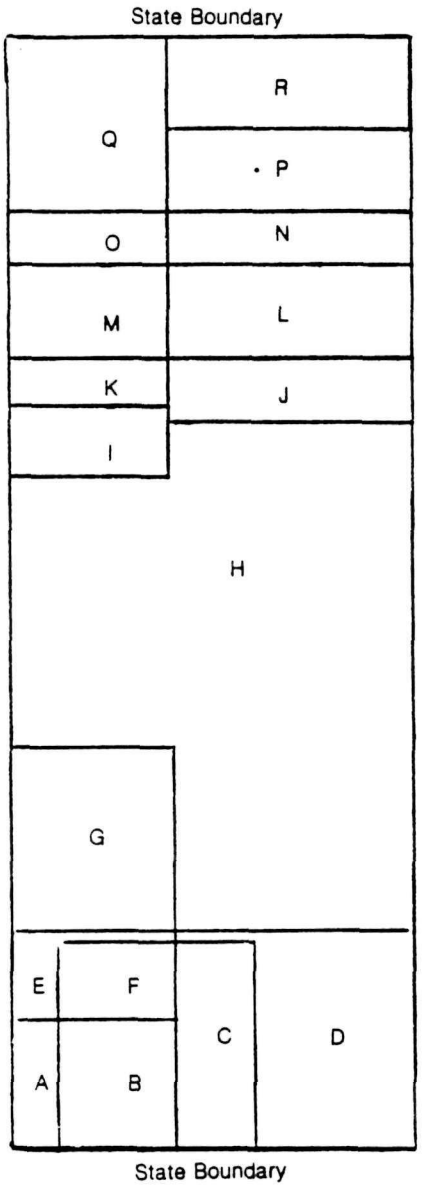
When the geographic limits of study units are projected on a map, they overlap extensively, forming a large number of intersections or cells. These cells are termed **management units.** (See Figure 2) They are used by planners only as a spatial reference, or index, to determine which study units (and, therefore, which operating plans) are found in a given project or planning area. Management units are necessary to the preservation planning strategy because they form the connection between the technical activity of historic resource assessment and managerial decisionmaking.

DESIGNING A COMPREHENSIVE PRESERVATION PLANNING SYSTEM

If comprehensive historic preservation planning is to be initiated successfully, careful attention must be given to each of the following basic factors. To not do so in the case of any of these factors will probably lead to failure of the planning effort.

- **Manageability.** Preservation planning is a continuous process of organizing information, through the series of steps described in the next section, into a form usable for management purposes. Preservation planning must focus on the use of information rather than on its

FIGURE 2
PLAN VIEW OF FIGURE 3:
'MANAGEMENT UNITS"



MANAGEMENT UNIT	SET OF STUDY UNITS
A :	(1, 2, 5, 6, 7)
B :	(1, 2, 5, 6, 7, 28)
C :	(1, 7, 28)
D :	(6, 7)
E :	(1, 3, 5, 6, 7)
F :	(1, 3, 5, 6, 7, 28)
G :	(1, 4, 5)
H :	(24, 25)
I :	(8, 9, 10, 11, 12, 25)
J :	(13, 14, 15, 16, 17, 18, 19, 24, 25)
K :	(8, 9, 10, 11, 12, 23, 25, 26)
L :	(13, 14, 15, 16, 17, 18, 19, 20, 23, 25, 26)
M :	(23, 26, 29)
N :	(13, 14, 15, 16, 17, 18, 19, 20, 21, 22, 25, 27)
O :	(21, 22, 25, 27, 29)
P :	(13, 14, 15, 16, 17, 18, 19, 20 21, 22, 25, 26, 27)
Q :	(21, 22, 25, 26, 27, 29)
R :	(21, 22, 25, 26)

acquisition. However, one element of this activity is to define and set priorities for the acquisiton of increments of new data through surveying.

The duration of the organizing cycle preferably should coincide with the budget process (i.e., 1 to 2 years) in any given State. Otherwise, it may not be possible to assure the completion of the preservation planning cycle. By fixing the duration (1-2 years) and logical steps of the data organizing process (the 5 steps described below), it still is possible to vary components of the level of effort--that is, how much money, personnel, and data are to be committed to the planning effort in any cycle given the choice of specific planning objectives. Special care must be given to the choice of planning objectives; this will be discussed below under "Planning Scale." However, having selected (1) a planning objective(s), (2) the duration of the planning cycle, and (3) the operational steps of the cycle, it is possible to choose the appropriate combination of personnel, dollars and data. In most States, it should be evident that preservation planning cannot proceed by attempting to organize literally all existing resource information before providing guidance to management and land-use decisions. To do so may cause one or more of the associated factors of personnel, dollars, results, and

scheduling to become unmanageable and the planning effort will not produce results.

- **Planning scale.** The major use of State-based comprehensive preservation planning is to provide preservation guidance and options to planning decisionmaking processes operated elsewhere than in State historic preservation offices. The possibilities are as diverse as community, regional, State, and even Federal land-use planning processes. The intrinsic requirements of each of these processes cause their geographic and conceptual scales to be dissimilar. It is necessaary at the outset of setting up preservation planning to review and set priorities for providing data to these land-use planning processes in terms of the magnitude of their impact on historic properties. On this basis, geographic and conceptual scales can be selected as the objectives for organizing the historic resource data which will be usable in a specified class of planning processes. In successive cycles of organizing preservation data, other scales can be added so that a wider range of land-use planning and management processes can be served. The only way preservation can

undertake purposeful planning, rather than a sterile planning exercise, is through careful attention to scale.

- **Public participation.** Decisionmaking processes often stall because of disagreements about the desirability of a particular preservation option. One approach for reducing the potential for such conflicts is to identify in advance of a crisis those preservation options which have a relatively high degree of support from the relevant constituencies. To achieve this, the initial organization of data must be done primarily through the scholarly community, while the development of attainable preservation objectives must involve a broader range of groups and individuals. It is essential that these groups have the opportunity to participate significantly in decisions rather than merely be given an opportunity to react to or comment on an essentially completed product. In order to genuinely reduce the potential for conflict over preservation options, the planning product must skillfully incorporate the participation of appropriate segments of the public.

- **Scope.** The preservation planning process of a State must incorporate options and guidance for all classes of historic properties: architectural, historic, and archeological. The preservation planning system will not

meet the legitimate expectations of other decisionmaking processes if its scope is incomplete.

- **Data transportation.** Historic resources data in a form appropriate for scholarly activities are not always suitable for management purposes. It is essential that, to the maximum extent possible, historic resource data be made usable by planners and managers without the intervention of an architect, archeologist, or historian. Planning guidance which is not understandable or comprehensible on its face by the prime users should be seriously examined for ways to carry out further transformation into common language.

The first step of the five-step process for designing a comprehensive preservation planning system based on study units and their operating plans takes place on the scale of the entire planning area--in our case, statewide--while Steps 2 though 5 are performed on a smaller scale.

Step 1: Organize Existing Data for the Entire Planning Area, and Study Units.

Data organization and study unit definition must proceed promptly within the 1 to 2 year planning cycle. Scholars, coordinated by the SHPO, assemble existing data on historic resources, which are then organized and divided into study units. Decisions on the amount of data, precision of concepts, and

scale of study units used should be based on pragmatic considerations. Most important of these are manageability and the scale of land-use planning to be influenced. Use of more data and refinement of concepts are tasks for subsequent planning cycles.

Other practical points that help determine the level of detail in the study unit are the quality and quantity of existing data on historic properties and the geographic areas of the State most in need of preservation guidance because of the extent of land-use change. Creation and modification of study units fundamentally allows the preservation planning system to adapt to changing circumstances and, therefore, to maintain its utility and comtemporaneity. Completing Step 1 ordinarily creates a number of study units within a planning area. Steps 2 through 5 (see Figure 1) then are performed for each study unit in oder to develop its operating plan.

Step 2: Organize Data within the Study Unit.

Relying on professional input and concensus, data are organized within the study unit to address the identification, evaluation, and protection questions. The extent of existing data to be handled depends on the same issues of manageability and scale described above for Step 1. Moreover, it should not be overlooked that a key component of

organizing existing data is the definition of what is not known, whether this pertains to identification, evaluation, or to treatment.

Step 3: Establish Ideal Strategy.

Based on the results of Step 2, a management strategy is designed that approximates the best of all likely strategies. This ideal approach constitutes the baseline for virtually all preservation decisions, especially those pertaining to evaluation issues. It provides the framework for all National Register nomination and determination of eligibility recommendations at the State level. It also is the set of preservation priorities which is compared against actual implementation problems and obstacles to identify where modifications are needed in order to achieve preservation objectives. The ideal management strategy can be modified, but should be a much more stable formulation than the operating plan which is described below.

Step 4: Modify Plan after Considering Social and Environmental Factors.

Various conditions (e.g. land-use change trends, economic conditions, etc.) may require alteration of the ideal preservation priorities if these are inherently unachievable. It is important to stress, however, that social and environmental factors do not affect evaluation. Historic

properties do not become more or less important by being threatened or by being secure. Their significance is solely related to their historical context. Comparison of ideal priorities with social and environmental factors may, however, dictate a change in priorities for the protection of individual properites. The extent to which the ideal strategy can be carried out in the operating plan depends to a great extent on the sophistication and experience with which various elements of the public are employed in preservation planning.

Step 5: Establish the Operating Plan.

After weighing the factors in Step 4, the ideal plan is modified to produce an achievable operating plan for the study unit. The operating plan becomes the focal point for managing the study unit's historic resources. Equipped with a complete set of such operating plans, the SHPO can offer detailed comments and advice in a wide range of management contexts. This strategy can be adapted to any planning scale from State to county to urban.

From the set of operating plans accompanying each study unit, it is immediately known what needs to be done in all areas of historic resource identification, evaluation, and protection: what kinds of

properties are involved; what types of surveys will be needed; what resources are likely to be found; which ones are important; and how the important resources should be treated. Management units help organize the use of existing historic resource information in the very early stages of project planning and enable planners to make more accurate budget, time, compliance, and preservation projections. Thus, costs for historic resource assessment can be controlled by using this information to design requests for proposals for the project.

Through these activities, and others, new data constantly accumulate and, as the process evolves in successive planning cycles, will modify the entire preservation planning system from study units to operating plans to management units.

III. IMPLEMENTATION SEQUENCE

The goal of Resource Protecction Planning (RPP) is to develop and implement a process for effective use of historic resource information in professional and administrative decisions about the identification, evaluation and protection of such resources. The implementation sequence described below is keyed to the flow chart shown as Figure 1. RPP is a continuous process in the sense that it cycles through the sequence of data manipulation steps outlined below, returning to the beginning after each sequence is complete.

1.0 **Organize process and existing information for the planning area.**

1.1 Define the planning scale to be targeted for this particular cycle. What land-use or other decision processes are to be influenced? At what scale do those processes use information and what types of information do they use? Define the scope of historic resources to be incorporated in the cycle (i.e. all or some portion of the archeological, architectural, and/or historical resources within the targeted area). (See Figure 2). Define how information will be transferred from the RPP operating plans to these other decision processes (See the process worksheet, Figure 3).

1.2 Define the duration of the planning cycle (preferably not more than 1-2 years) and identify the personnel and funds to be made available for its implementation.

1.3 Define the level of effort or amount of resource data to be used in in this particular cycle. (This is now possible having defined the planning target, planning sequence, length of plan preparation cycle, and level of personnel and dollar resources to be committed to the effort.)

1.4 Define a strategy for obtaining participation of the appropriate groups and individuals necessary to assure the technical and popular viability of the resulting operational plans.

1.5 Define the conceptual basis (or review the existing concepts) for establishment of Study Units appropriate to planning at the scale defined in Step 1.1. above.

2.0 **Define the Study Units:**

State the conceptual basis and chronological/spatial limits.

3.0 **Organize data within each Study Unit:**

3.1 Identification phase.

3.11 Characterize quality and quantity of existing inventory and/or survey data.

3.12 Define data gaps.

3.13 Define known and/or expected resource types/classes.

3.14 Characterize locational patterns of resource types/classes.

3.15 Characterize current condition of resource types/classes.

3.2 Evaluation Phase.

3.21 Define the study unit's historical issues (values or themes). For each issue/value/theme:

3.22 Define the relevant National Register criteria:

3.23 Define the relevant integrity categories:

3.24 Define the data requirements needed to evaluate eligibility.

This may be done by relating National Register criteria (i.e. importance in terms of events, persons, patterns, and/or information) to minimum requirements or standards of physical integrity (i.e., location, design, setting, materials, workmanship, feeling, and association) necessary for a property to be reasonably construed as retaining its value under the criteria. Thus, a Study Unit based on the 19th century water-powered textile industry may have "description of evolving technology for textile mass production" among its historical issues or values. Such an issue relates to "patterns" and "information." To display significance in terms of "patterns," a property must have integrity of location, design, and setting. To display significance in terms of "information," a property must have integrity of location, design, setting, materials, and workmanship.

The identification of National Register criteria which are relevant to the conceptual basis of a Study Unit leads directly to deducing the kinds of integrity necessary for a property to be significant. These, in turn, lead directly to specification of the types of data which must be included on a National Register nomination in order for a valid evaluation to be made. These are the documentation performance standards.

4.0 Protection.

4.1 Ideal preservation goals/strategies.

4.11 Define the preferred conservation, reuse, research and interpretation objectives for historic resources encompassed by the Study Unit.

State the preferred objectives for each property class/type, or, if appropriate, for individual properties. This should state a desired outcome which is sought in terms of in situ preservation, documentation, adaptive reuse, "banking" (as in designated wilderness areas or other forms of withdrawal from threat of land use change), or any other preservation technique. This may also include a recommendation of no action.

4.2 Achievability assessment.

4.21 Define contemporary land-use, economic, and cultural patterns in the area of the Study Unit.

4.22 Weigh each ideal preservation objective for achievability.

4.23 Modify ideal preservation objectives and priorities.

4.3 Operating preservation plan.

4.31 Re-define conservation, reuse, research and interpretation objectives and priorities for each Study Unit to reflect "achievability assessment."

4.32 Define limitations in existing planning data base.

4.33 Define priorities and strategy for acquisition of additional planning data in part as an element of the research objectives in 4.31. Under some circumstances, this may include minimum methodological requirements.

5.0 **Use of the Operating Plan.**

5.1 Specify how each Study Unit's Operating Plan preservation objectives are to be articulated with land-use decisionmaking systems. The introduction of Management Units may be needed at this point to facilitate use of multiple, overlapping Study Unit operating plans.

6.0 **Review and Revision.**

6.1 Define the process to be used for regular incorporation of new information into the data base; for review and revision of the operating plans; and, if necessary, for revision of the study units.

FIGURE 1: Resource protection planning flow chart.

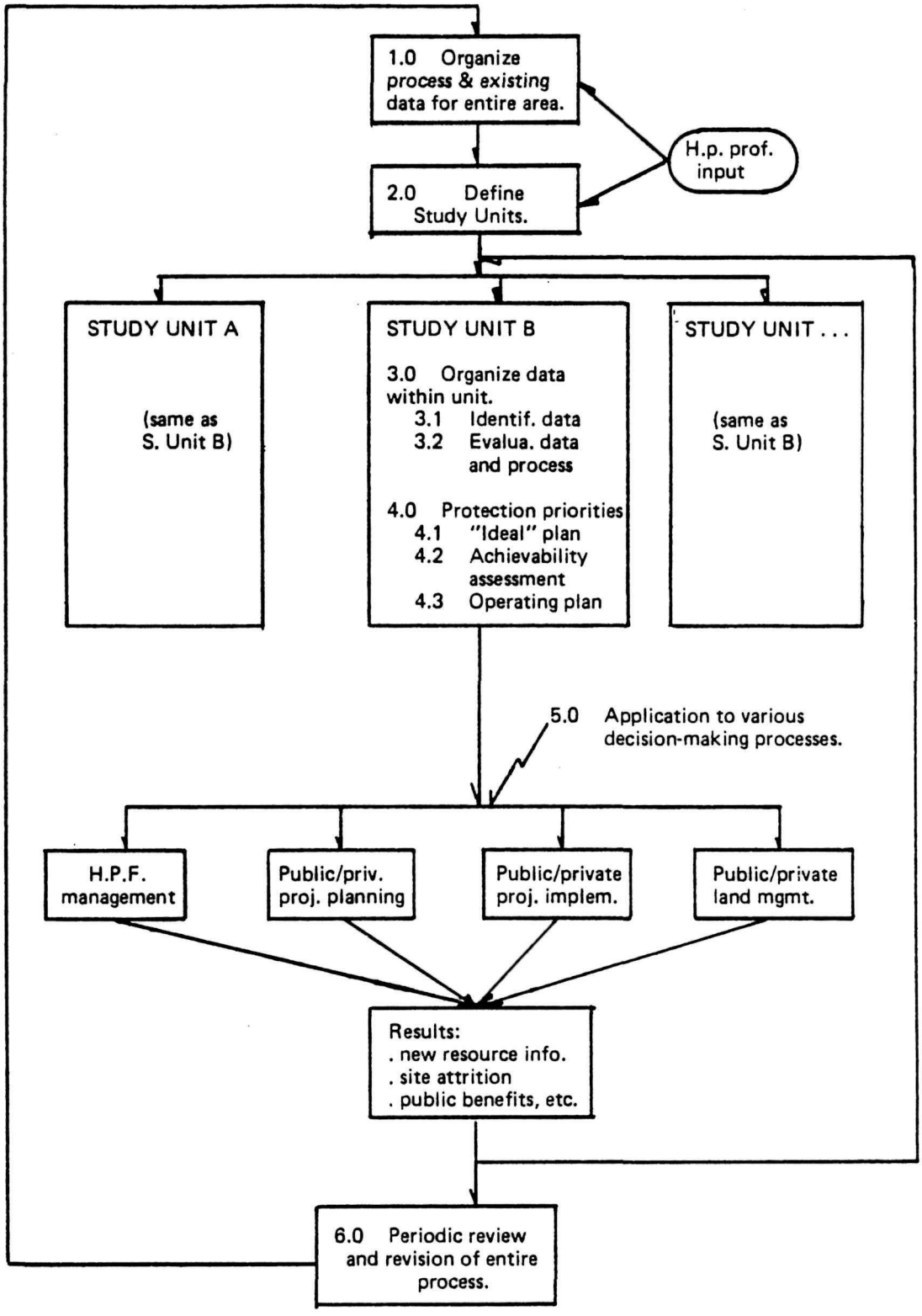


FIGURE 2: Worksheet for identification of planning scale.

Level of gov't & planning agency	Type of Planning Decision	Planning Scale			
		State-wide	Regional	County	Local
Federal:					
State:					
Regional:					
Local:					

FIGURE 3: Process development worksheet.