

Alternatives, Including the Proposed Action



INTRODUCTION

This *General Management Plan* presents four alternative approaches for the future management of Keweenaw National Historical Park.

Alternative 1 — Continuation of Existing Management Circumstances (No Action)

Alternative 2 — Community Assistance

Alternative 3 — Traditional Park in Core Industrial Areas

Alternative 4 — Proposed Action

There are also some actions that would be undertaken under any of the alternatives, and these are described in the “Actions Common to All Alternatives” chapter.

Of the four alternatives, the first presents an approach of continuing the current circumstances and trends in park management and development. The other three offer a distinct change over time from existing circumstances. Alternative 2, the community assistance alternative, focuses on the National Park Service accomplishing the vision for the park through a phased financial and technical assistance program to the community, with ultimate NPS ownership of at least one structure in each unit for visitor orientation and park administration.

The traditional park, alternative 3, focuses on the National Park Service providing technical and financial assistance primarily for the core industrial areas of the park and embarking on an acquisition and protection program that would strive to preserve many of the significant

structures in the core industrial area, including at least one structure in each unit for visitor orientation and park administration facilities.

Alternative 4, the preferred alternative, would blend community assistance (alternative 2) with a refinement of the traditional park alternative (alternative 3) as the best approach for accomplishing the vision for the park. The summary table (table 1) at the end of this chapter summarizes each alternative for comparative purposes.

The alternatives are purposely broad in their guidance. This is to allow flexibility in how they are implemented. Because full implementation will take many years, resource conditions and opportunities may change over time, and the final selected alternative must be adaptable to those changes.

It is beyond the scope of this plan to provide the specifics necessary to give cost estimates for the development of facilities. Instead, development costs will be determined on a case-by-case basis at the time more detailed designs or development concept plans are produced, and when there is a reasonable degree of assurance that money will be available for implementation. Costs associated with staffing and assistance programs are included in the discussion of each alternative.

On a comparative basis, in general, it will be more expensive to implement alternative 3 than the other alternatives due primarily to the land acquisition and development proposals and the additional staff that such a capital investment would necessitate.

ACTIONS COMMON TO ALL ALTERNATIVES

The following actions would be common to all alternatives.

COMMISSION OPERATING AUTHORITY

The National Park Service would work with the Michigan congressional delegation to draft the necessary language to amend the park's establishing legislation which, when approved, would allow the park's commission to implement its operating authorities as intended in the original legislation.

It must be understood, however, that the National Park Service has no control over the legislative process, and it could take considerable time before the amendment is passed by Congress and signed by the president. Until then, the National Park Service would assume the operating authorities of the commission that were necessary to ensure orderly operation of the park and its programs and activities.

COOPERATING SITES / COOPERATIVE AGREEMENTS

Cooperating Sites

Keweenaw National Historical Park cannot hope to encompass within the geographic boundaries of the park all of the significant components of the story of the development of the natural and cultural resources in the area locally known as the "Copper Country." The story of the mining, the people, and the culture that grew up around it can best be told by cooperatively working with partners in education and interpretation. This would be done through the concept of cooperating sites, which would be limited in number but which would represent very significant portions of the natural and/or cultural history of the area. Each site must represent a unique story that integrates into the park story.

The previously established cooperating sites for Keweenaw National Historical Park are, and were meant to be, informal arrangements that

allow the park and the individual sites to mutually benefit from a loosely defined goal of telling the natural and cultural stories of the park and of the region to benefit visitors. Cooperating sites are not recognized as official units of Keweenaw National Historical Park. Although cooperating sites would be eligible for professional consultative assistance from the National Park Service and would display a sign recognizing them as a cooperating site, designation as a cooperating site would not guarantee that the site would receive funding or material assistance from the National Park Service. Such sites would, however, be eligible for such assistance from the commission and the partnership described elsewhere in this document.

The National Park Service would assume no liability for the sites or for the maintenance or safety of the sites. If a site fell below the professional standards of education, interpretation, or safety expected by the superintendent of Keweenaw National Historical Park, the cooperating site designation would be removed.

Cooperative Agreements

The National Park Service does have legislated authority to enter into cooperative agreements with owners of nationally significant historic properties inside the park's boundaries. Such resources would be eligible for specific financial and technical assistance regardless of whether the particular site was designated a cooperating site.

The provision of such specific technical and financial assistance would be established through a formalized cooperative agreement with the respective owner (s). Cooperative agreements are legal contracting instruments and would not automatically carry an official designation that the respective site be recognized as a cooperating site.

ACQUISITION OF PROPERTY

All alternatives propose that the National Park Service lease, acquire, or otherwise protect properties within the boundaries of the park, primarily within the industrial core areas of the Calumet and Quincy units. In addition to fee-simple acquisition, other protection measures available to the National Park Service include less-than-fee acquisition (scenic/facade easements); purchase and lease- or sell-back; donation/bargain sale; and assisting another private or public entity to purchase a particular property.

As discussed in section 4 of the park legislation, the secretary of the interior can acquire lands or interests in lands within the boundaries of the park by donation, purchase with donated or appropriated funds (prices based on fair market value), exchange, or transfer. Any property owned by the state or any political subdivision of the state may be acquired only by donation. Further, the legislation also states the following:

No lands or interests therein within the boundaries of the park may be acquired without the consent of the owner, unless the Secretary determines that the land is being developed, or is proposed to be developed in a manner which is detrimental to the natural, scenic, historic, and other values for which the park is established.

Other federal laws, policies, and processes impact land acquisition decisions. For example, as discussed in the "Current Issues" section, the language in the park's legislation prohibits the National Park Service from acquiring any property within the park that is contaminated by hazardous materials. For all alternatives in this plan, the National Park Service proposes that this language be removed from the legislation. The National Park Service would work with the Michigan congressional delegation to help accomplish this. The park would then fall under other existing guidance, including the Department of Interior policy 602 DM 2, section 2.4, that states the following:

It is Departmental policy to minimize the potential liability of the Department and its bureaus by acquiring real property that is not contaminated unless directed by the Congress, court mandate, or as determined by the Secretary.

If acquisition were deemed appropriate, the National Park Service would need to conduct preacquisition environmental site assessments; determine the nature and extent of contamination and the potential cost of remediation; weigh the benefits of acquisition against relevant costs; and acquire the approval of the authorized government official. It is important to note that the NPS Park Facility Management Division policy greatly restricts funding for remediation at sites acquired in violation of the 602 DM 2 mandate.

In the future, a land protection plan (see "Future Plans and Studies Needed" chapter) would establish priorities for acquisition of lands or interests in lands. Until a land protection plan can be developed, the following criteria would provide general guidance in determining the appropriateness of a property for acquisition, or any other proactive NPS role in its protection:

- The proposed use is compatible with the park's mission, purpose, and significance, (e.g., resource preservation or enhancement of the visitor experience).
- The property has historic significance.
- The property is important for park operations.
- There is a risk of loss of historic fabric and integrity, including cultural landscapes and historic views.
- The property helps to illustrate one or more park interpretive themes.
- It is financially feasible not to just acquire, but also to remediate any contamination and preserve, use, and maintain the property.

RELATIONSHIP TO ISLE ROYALE NATIONAL PARK

Keweenaw National Historical Park and Isle Royale National Park are two distinct national park system areas, each with independent superintendents, budgets, and core staff. The proximity of these units offers considerable opportunities for cooperation and support to achieve a variety of potential cost savings. The current arrangement of Isle Royale National Park providing full administrative staff services to Keweenaw National Historical Park, for a fee, would remain in place. Other potential areas of cooperation include resource management, interpretation, and maintenance, which would be considered when the implementation of the approved Keweenaw National Historical Park's plan begins.

Both superintendents are responsible for and have full authority, autonomy, and independence to manage their respective park units in accordance with NPS regulations, policies, and mandates. Under the directive of the regional director, for the near future, the superintendent of Keweenaw National Historical Park will be administratively supervised by the superintendent of Isle Royale National Park. This arrangement may be reviewed, by the regional director, upon the transfer or retirement of the incumbent superintendent of Isle Royale National Park.

OSCEOLA #13 COMPLEX

The Osceola #13 shaft complex (which includes the rock piles) is a major visual feature on the approach to the Calumet unit. Because most of the machinery represents a more modern period in mining history, its interior could serve as a key focus for the interpretation of the evolution of mining technology. The *Calumet Concept Development Plan* (Calumet Township Strategic Plan Committee 1995, see appendix G) notes the potential of Osceola #13 for surface interpretation opportunities and as a tie-in with the southern end of the Calumet unit. Therefore, under any alternative, the National Park Service would work cooperatively with the owner and the community to ensure the long-term protection

of the Osceola #13 complex, including its land, structures, machinery, and rock piles.

MANAGEMENT ZONING

The National Park Service has developed a land classification system for units of the national park system that specifies the particular park's land use and management emphasis. There are four major management zones: natural, historic, park development, and special use. In general, because Keweenaw is a historical park, the major management zone would be a historic zone with various subzones to differentiate management emphases. However, for the most part, the National Park Service does not designate management zones for lands within national park system units that it does not own or actively manage. Therefore, until the National Park Service begins its acquisition and land management program, it would be premature for this management plan to designate land management zones for Keweenaw National Historical Park.

CARRYING CAPACITY

The amount and kind of visitor use permitted at the park and the quality of the visitor experience must be influenced by and balanced with the need to preserve and conserve the historic structures, archeological sites, and landscapes. The proper carrying capacity for the site, and strategies for not exceeding this capacity, would be identified in future, less conceptual planning documents.

ALTERNATIVE 1 — CONTINUATION OF EXISTING MANAGEMENT CIRCUMSTANCES (NO ACTION)

CONCEPT

The resources currently available to the park to provide for staffing, resource management, and interpretation activities are either static or shrinking. This alternative projects these conditions into the foreseeable future, leaving the National Park Service in primarily a caretaker mode of operation. Federal funding would remain minimal. This is the current trend in conditions at the park and, while not an alternative that adequately responds to the vision and objectives for the park's future or the establishing legislation, this alternative provides a baseline for comparing the other alternatives.

VISITOR EXPERIENCE AND INTERPRETATION

Visitors to the park would continue to rely primarily on the interpretive services provided by cooperating sites and groups like the Quincy Mine Hoist Association and Coppertown USA to learn about the historic resources and the history of copper mining on the Keweenaw. Calumet would remain primarily a self-discovery area, although some information would be available at park headquarters, at the Chamber of Commerce, and through programs offered at the Calumet Theatre. A seasonal NPS interpreter might be hired if funds were available. That person at a minimum would provide guided interpretive walks in one or both units.

FINANCIAL AND TECHNICAL ASSISTANCE

Local Preservation Ordinances

The community would need to continue its efforts to establish local historic districts and preservation ordinances. There would be some technical assistance available from the National Park Service as staff and budget allow, which

would primarily take the form of helping facilitate and coordinate the community's process of establishing ordinances. This effort would be of critical importance and would remain a priority for the park even with the limited resources. If ordinances were established, an administrator would need to be funded by the community to ensure adequate oversight because NPS funds would probably not be available under this alternative.

Other Assistance Efforts

The park's historical architect would continue to provide technical assistance for resource preservation through both hands-on assistance and professional guidance on available methods and resources.

Although the establishment of preservation ordinances would improve opportunities for grants, NPS funds for the preservation grant program called for by the legislation would be extremely limited or nonexistent.

NPS ACQUISITION OF PROPERTIES

Under this alternative the National Park Service would not acquire any property by purchase or donation because funding and staff would not be available for acquisition, stabilization, maintenance, or preservation activities.

DEVELOPMENT AND USE OF ACQUIRED STRUCTURES

There would be no acquisition under this alternative.

PARK ADMINISTRATION AND OPERATION

Park headquarters would be in leased office space in Calumet. There would be minimal travel funds available for staff and commissioners to continue program and partnership activities.

IMPLEMENTATION, STAFFING, AND COSTS

Implementation

Because this alternative reflects current trends, there is no implementation plan. However, given the limited resources, the following management priorities could be outlined:

- Assist in community efforts to establish local historic districts and preservation ordinances.
- Formalize cooperative agreements as necessary.
- Provide technical assistance in resource preservation and interpretation.

Staffing

The superintendent is responsible for determining the staffing levels necessary for meeting park goals. The intent is to provide the best resource protection and visitor services within budgetary constraints.

Under alternative 1 the park would probably continue to have the two full-time staff positions — a superintendent and a historic architect. Perhaps other part-time staff interpretive positions could be supported sporadically by special project funds or on loan from Isle Royale in a given fiscal year.

Costs

The park's current operating budget of \$216,000 would continue with no substantive future increases anticipated. Although a budget decrease could occur under this alternative, the budget would probably remain static or increase slightly to adjust for inflation. This budget would primarily cover staff salaries and benefits.

ALTERNATIVE 2 — COMMUNITY ASSISTANCE

CONCEPT

Under this alternative the community would be at the forefront of implementing preservation actions and interpretive and educational programs at sites throughout the park. The National Park Service's role would be to remain primarily in the background, in a support role or providing a comprehensive program of technical and financial assistance to the community to help make their actions a success. NPS support actions, undertaken in partnership with local governments, businesses, nonprofit groups, and other property owners, would range from assistance with preservation ordinances, resource preservation, and preservation grants in the park to assistance in establishing and enhancing educational and interpretive programs, not only in the park's two units but at cooperating sites as well.

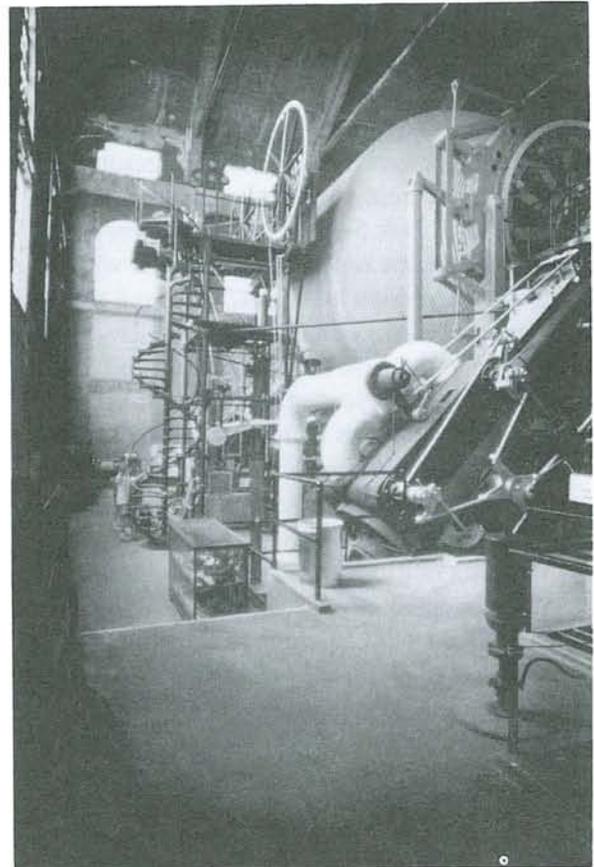
VISITOR EXPERIENCE AND INTERPRETATION

As this alternative is implemented, the visitor experience would gradually evolve. At first the visitor would be somewhat dependent on the opportunities available through the outlying cooperating sites and cooperating sites in the park such as the Quincy Mine Hoist and Underground Mine and Coppertown USA. NPS interpreter-led tours and programs would begin to be more available in Calumet as park staffing increased. (See following unit maps.)

As community efforts in preservation grew (with more federal assistance), there would be more and more resources preserved by the community, opening up a richer experience to visitors. More primary sources of information for the park visitor would be offered by the community within the park units in addition to those services offered at the outlying cooperative sites. Gradually, there would be an increase in NPS interpreter-led tours at both units, and there would be some technical assistance in

interpretation available to partners and cooperating sites.

At full implementation, visitors would have a destination visitor facility in the Quincy unit. This preserved and rehabilitated facility would provide visitors general and specific information about the park's stories, resources, and programs, allowing visitors to better orient to the park and plan their time. Visitors to Calumet would find a facility with basic visitor orientation services.



*Inside 1917 Quincy hoist house, circa 1993.
From Keweenaw National Historical Park collection.*

At NPS-owned buildings, all visitors, including those with disabilities, would be able to experience through audiovisual media those elements of the story in the core industrial areas that were not accessible (e.g., underground mining activity).

FINANCIAL AND TECHNICAL ASSISTANCE

Local Preservation Ordinances

The primary responsibilities for protecting the park's significant resources would be vested in the local governments through the designation of local historic districts and preservation ordinances. The National Park Service would assist in this process in a number of ways.

Initially, additional park staffing would allow for continuing the ongoing baseline inventory and documentation of historical resources in Calumet. This effort would be expanded to include the Quincy unit. (Such documentation is required before local historic districts and preservation ordinances can be established.) As part of the documentation of historic resources, the park is preparing a historic resource study. The National Park Service would also prepare a cultural landscape report. These reports will aid in identifying which buildings, sites, and other landscape elements contribute and which do not contribute to the park's significance (see "Future Plans and Studies Needed" chapter). As the staff and funds increase with implementation of alternative 2, the National Park Service would assist the local governments in defining boundaries for locally designated historic districts and drafting preservation ordinances for adoption by local governments. The National Park Service would continue to assist by helping provide design review of preservation proposals submitted to the commission.

Other Assistance Efforts

The current historic resource study effort, the cultural landscape report, and the land protection plan would help provide information for setting priorities for acquisition and other kinds of technical and financial assistance.

Initially, technical assistance for historic preservation would increase over current levels with the hiring of additional NPS professional and clerical staff. Also, through education and

coordination, additional NPS staff would increase the National Park Service's ability to provide professional assistance to partners and cooperating sites in their efforts to organize and implement their park-related projects. Interpretation assistance could come in the form of helping partners and cooperating sites prepare interpretive brochures and displays and teaching interpretive skills.

The park would be prepared to distribute preservation grants as allowed by park legislation. Once the grant program reached a sufficient level (about \$200,000 to \$250,000), the park would fund a preservation district administrator position (nonfederal). At the full implementation level, the park would have an established and active historic preservation grant program.

To fully implement this alternative, the local governments would have demonstrated their commitment to the partnership by providing or ensuring

- strict ordinances and permitting procedures on buildings and grounds within significant areas of the park
- less restrictive ordinances concerning certain significant housing areas within the park boundaries
- voluntary compliance to published housing guidelines in less sensitive areas of the park
- encouragement for local governments, with the assistance of federal, state, and/or local funds, to provide historic preservation grants to help achieve these goals

NPS ACQUISITION OF PROPERTIES

In the full implementation stage of this alternative, the National Park Service would lease or acquire at least one building in the Quincy unit and one in the Calumet unit. Park headquarters would be in the Calumet unit. If historic buildings are leased or acquired, the buildings would be rehabilitated to preserve their exterior features and modified on the interiors for visitor and administrative uses. The National Park Service would consider, based on the

magnitude of potential effects on existing historic fabric, the need for historic structure reports with proposals to protect the significant historic interior and exterior qualities.

DEVELOPMENT AND USE OF ACQUIRED STRUCTURES

Because only limited NPS acquisition or leasing is proposed, it would be premature to propose any detailed development and use proposals for the various buildings and properties.

The *Calumet Concept Development Plan* (1995) was prepared for Calumet Township and the Village of Calumet and proposes specific uses for many of the buildings in the park's Calumet unit. The Quincy Mine Hoist Association has a similar long-range plan for its holdings in the Quincy unit. A summary of the Quincy Mine Hoist Association's plan is included in appendix F; the Calumet plan is included in appendix G.

The National Park Service has reviewed the recommendations contained in these two documents and concludes that, based on the information available to date, the recommendations have merit. Consequently, the National Park Service is incorporating these proposals into this *General Management Plan* by reference. Furthermore, because these plans have merit, the National Park Service, through the technical and financial assistance proposals set forth in this alternative, would work with Calumet Township, the Village of Calumet, and the Quincy Mine Hoist Association, and other current or prospective owners or developers, to implement these plans as appropriate to the overall goals and objectives.

PARK ADMINISTRATION AND OPERATION

A building (or buildings) in the Quincy unit would house administrative offices and a destination visitor facility. A suitable building (or buildings) in the Calumet unit would function as the administrative headquarters for the park superintendent and staff and also provide basic visitor orientation. Maintenance services for

these structures would be minimal and would be contracted.

IMPLEMENTATION, STAFFING, AND COSTS

The following estimates are for the operating budget, the money needed to provide preservation assistance grants and technical assistance, and for interpretive activities through cooperative agreements. These figures do not include money for the hazardous substances investigation; possible acquisition costs; or rehabilitation, stabilization, or restoration of properties. Estimates of those costs will be made later when more information becomes available.

Implementation

Implementation would be phased.

Staffing

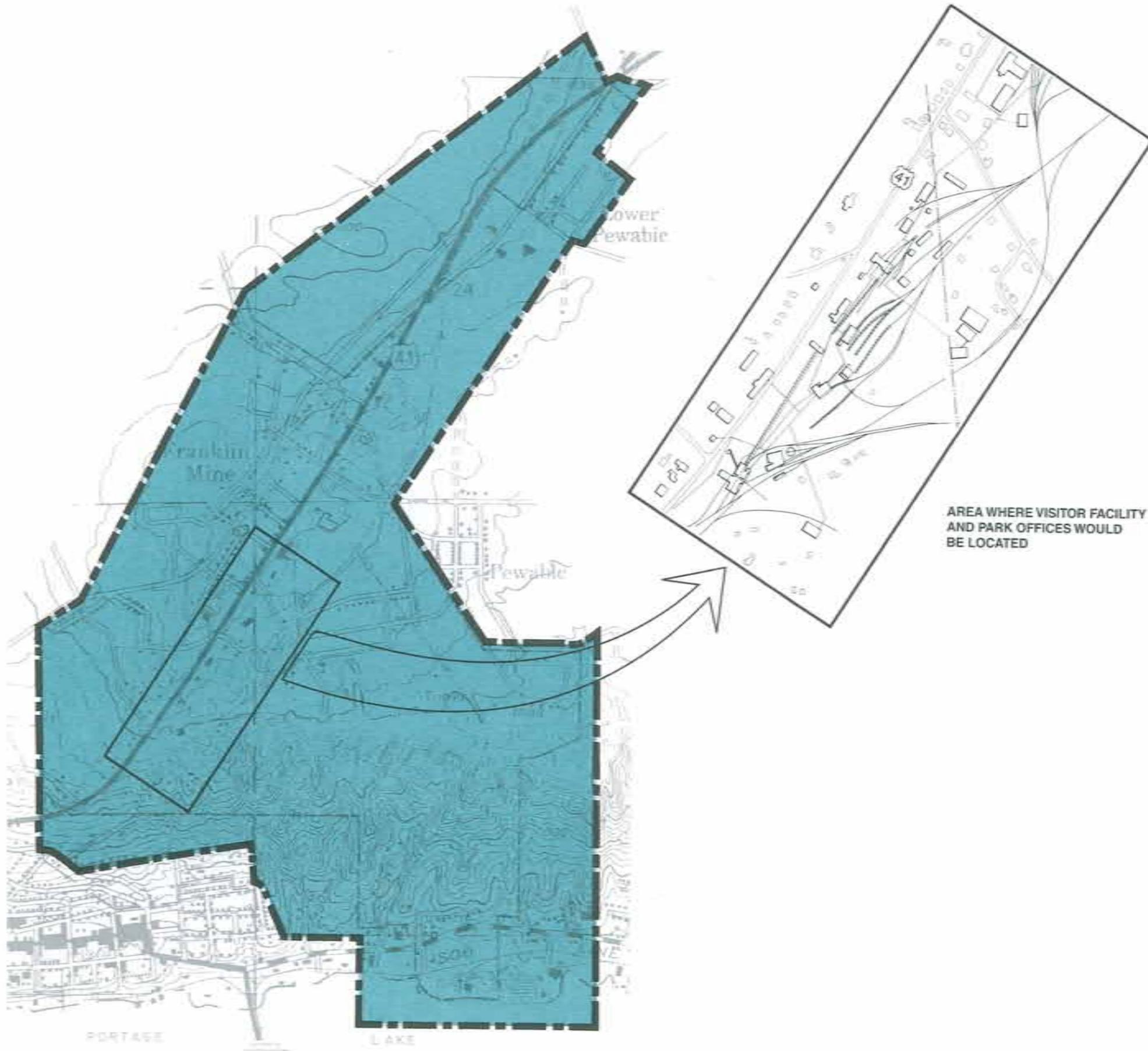
The superintendent is responsible for determining the staffing levels necessary for meeting park goals. The intent is to provide the best resource protection and visitor services within budgetary constraints.

In the earliest phase of alternative 2, the need for staffing would be in the areas of clerical support, historic preservation, planning, and interpretation. Within the initial phase of development, a small staff might be adequate for meeting the minimum requirements for visitor services and public health and safety.

In the next phase, the need for additional staffing would focus on interpretation, planning, and historic preservation. In the last phase, more full-time staff would be needed in the areas of history, interpretation, and cultural landscape preservation.

Costs

The estimated annual operating costs (see note above) for full implementation of this alternative would be \$1,080,000.



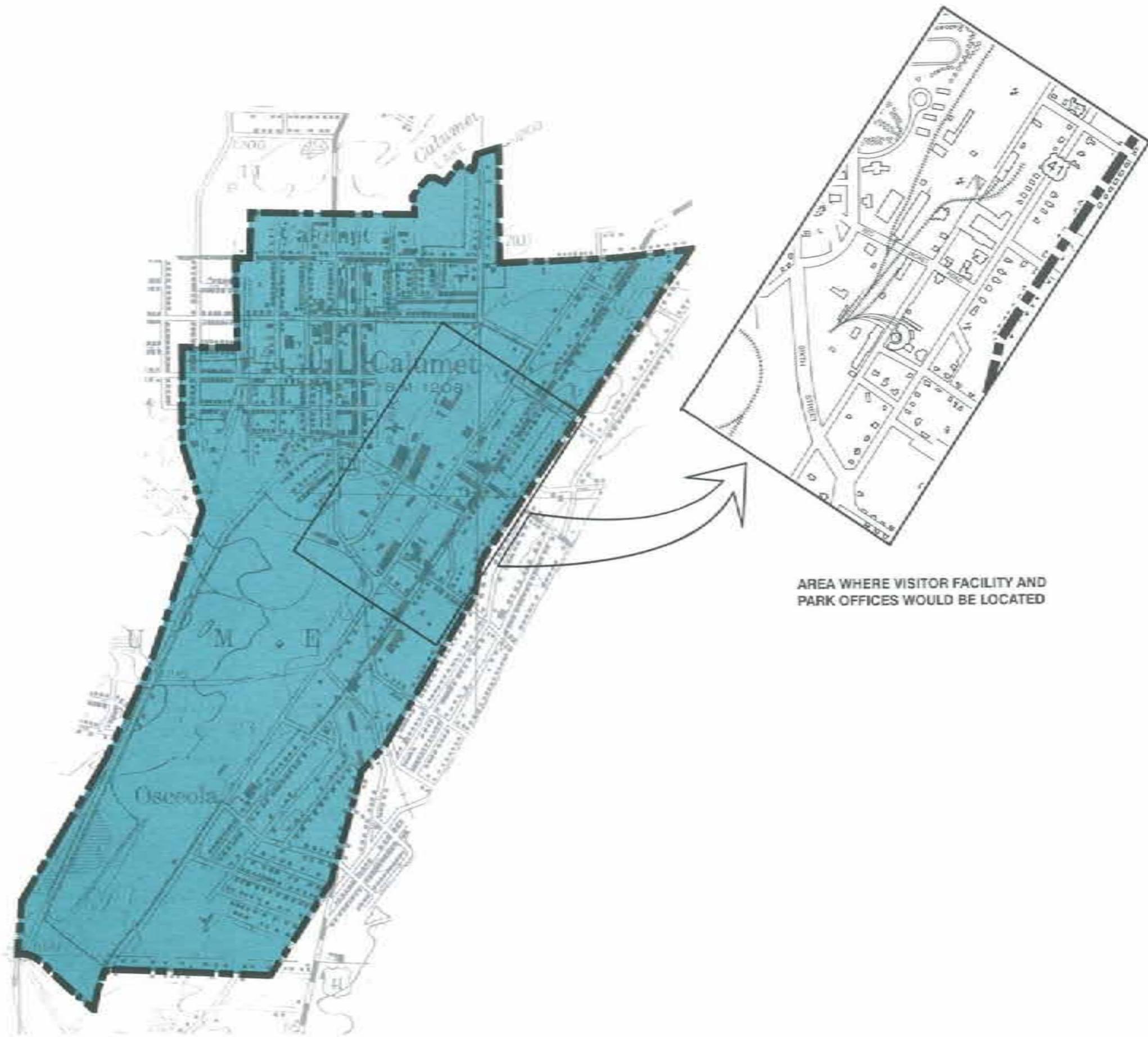
 PRESERVATION ORDINANCES AND TECHNICAL AND FINANCIAL ASSISTANCE



2. COMMUNITY ASSISTANCE ALTERNATIVE
 QUINCY UNIT
 KEWEENAW

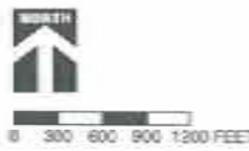


NATIONAL HISTORICAL PARK • MICHIGAN



AREA WHERE VISITOR FACILITY AND
PARK OFFICES WOULD BE LOCATED

 PRESERVATION
ORDINANCES AND
TECHNICAL AND
FINANCIAL ASSISTANCE



2. COMMUNITY
ASSISTANCE
ALTERNATIVE
CALUMET UNIT
KEWEENAW



NATIONAL
HISTORICAL
PARK • MICHIGAN

ALTERNATIVE 3 — TRADITIONAL PARK IN THE CORE INDUSTRIAL AREAS

CONCEPT

The traditional park in the core industrial areas alternative, alternative 3, proposes what the name states — a much more traditional park experience in the core industrial areas of each park unit. As funding and staffing levels allowed, the National Park Service would invest substantially in each of the core industrial areas by acquiring significant properties, conducting resource preservation, and adaptively using the structures. The National Park Service would install interpretive media and provide interpretive staff at key sites, establish partnerships, and provide technical and financial assistance to further core industrial area preservation. It would be primarily the community's efforts outside the park's core industrial areas that would determine the level of preservation and type of visitor experience offered, although the park's interpretive services would probably overlap into these areas.

VISITOR EXPERIENCE AND INTERPRETATION

At first, visitors would be somewhat dependent on the opportunities at the cooperating sites. Over time, visitors would be able to depend more and more on finding a very traditional NPS experience in the core industrial areas of the two park units. The cooperating sites would continue to complement NPS services. A building in the Quincy unit would be used (rehabilitated or preserved) as a visitor orientation facility, which would provide most visitors approaching from the Houghton/Hancock area a first destination point. Here they would be informed of the resources and programs offered in both units and at cooperating sites, which would assist in trip planning. Visitors to Calumet would find visitor orientation and interpretation services, possibly in the building selected for permanent park headquarters or in a separate structure. The National Park Service would guide efforts for protection, interpretation, and use of other

significant buildings and structures in the core industrial areas. (See the following unit maps.)

Uniformed NPS personnel would provide interpretive programs in the historic structures and walking tours of the core industrial areas. At NPS-owned buildings, all visitors, including those with disabilities, would be able to experience through audiovisual media those elements of the story in the core industrial areas that were not accessible (e.g., underground mining activity).

The visitor experience outside of the core industrial areas would depend upon various factors. The "park" experience would be optimized if the community (1) established, implemented, and enforced preservation ordinances outside the core industrial areas, thereby maintaining the historic integrity of these areas, (2) invested in the preservation of structures and landscapes, and (3) provided interpretation of resources.

FINANCIAL AND TECHNICAL ASSISTANCE

Local Preservation Ordinances

NPS assistance to the community to establish and administer preservation ordinances would be limited primarily to the core industrial areas of each unit.

Other Assistance Efforts

Under alternative 3, other preservation efforts and grants would be the same as described in alternative 2 except that efforts would be focused on the core industrial areas of the park.

NPS ACQUISITION OF PROPERTIES

As in alternative 2, at least one property in each unit would be acquired for administrative use and visitor services. Park headquarters would be in the Calumet unit. In addition, under this alternative other significant properties would be acquired in the core industrial areas of each unit. Some acquired structures might be made available for leaseback to current owners/tenants or new tenants for continuing existing uses or establishing new uses, if compatible.

DEVELOPMENT AND USE OF ACQUIRED STRUCTURES

As explained in alternative 2, it would be premature to propose any detailed development and use proposals for the various buildings and properties until funding and staff levels are reached that would support an acquisition program.

The *Calumet Concept Development Plan* (1995) was prepared for Calumet Township and the Village of Calumet and proposes specific uses for many of the buildings in the park's Calumet unit. The Quincy Mine Hoist Association has a similar long-range plan for its holdings in the Quincy unit. The Quincy Mine Hoist Association's plan is included in appendix F; the Calumet plan is included in appendix G.

As in alternative 2, the National Park Service would work with the Calumet Township, the Village of Calumet, and the Quincy Mine Hoist Association, as well as other current or prospective owners and developers, to implement the proposals in these two plans as long as they meet the overall goals and objectives of the park. In addition, however, because under alternative 3 the National Park Service might acquire or otherwise take a proactive role in the preservation of significant resources within the industrial core area of both units, the National Park Service would also look to these plans for preliminary guidance as it determines treatment and use of any such properties that could ultimately come under its control.

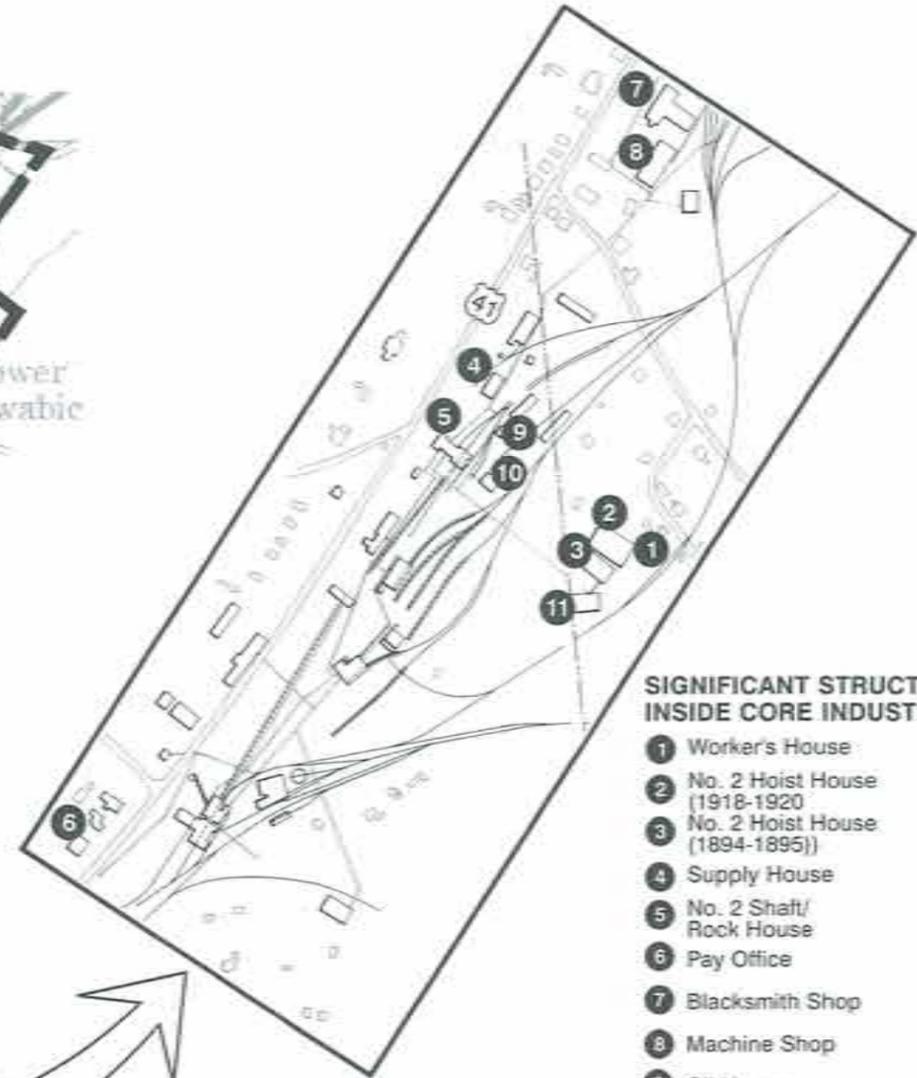
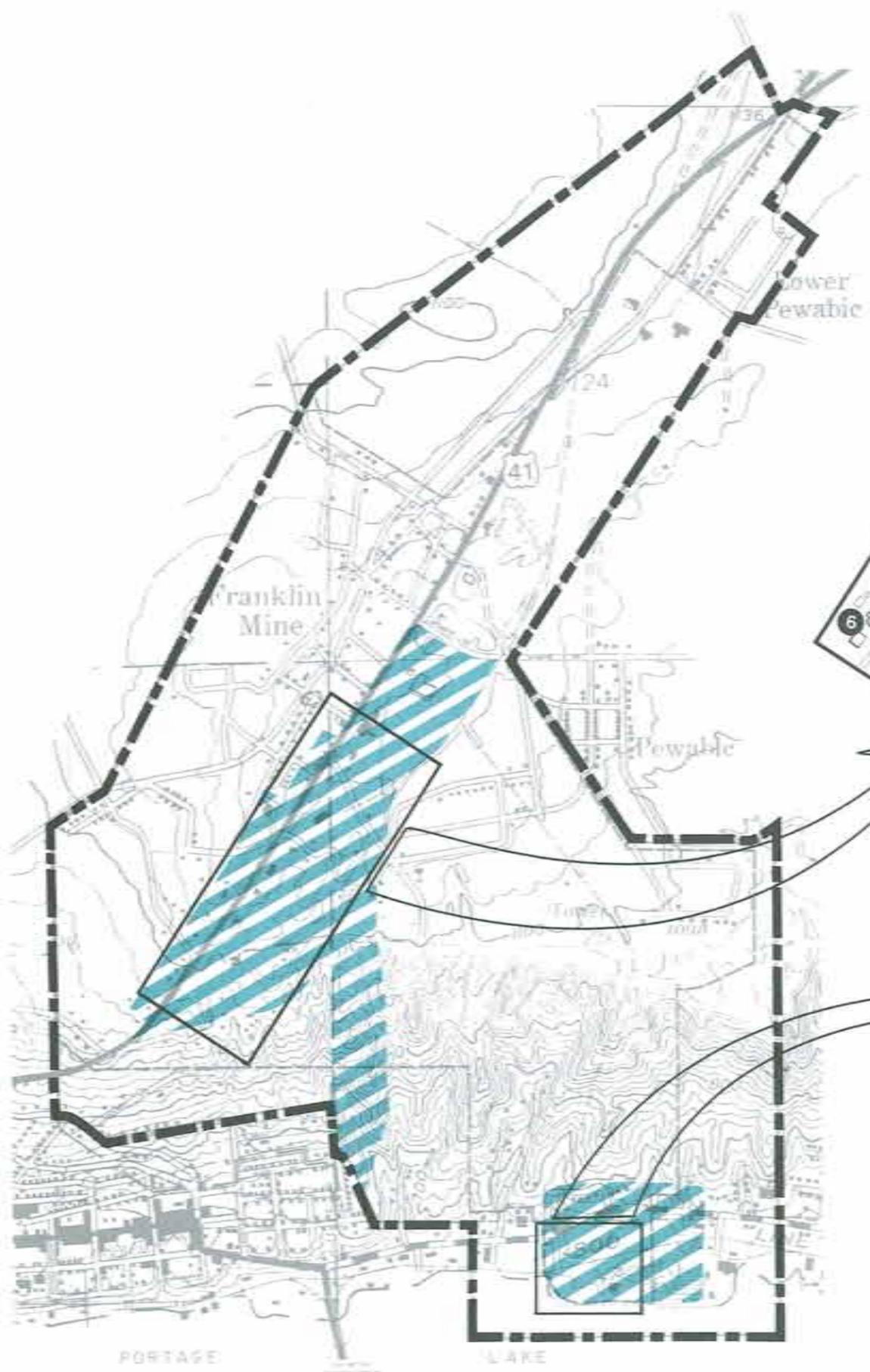
However, NPS policies and guidelines call for certain types of information as the basis for final decisions about rehabilitation and restoration proposals to ensure the protection of historic buildings and landscapes. As a result, while these plans are included as interim recommendations for treatment and use of buildings in the industrial core areas of the Calumet and Quincy units, preservation needs could dictate changes to these proposals later when more information becomes available.

It must also be understood, however, that, given the uncertainties of the federal budget as it relates to the park, some time could pass between the approval of this plan and the implementation of proposals in this alternative. Therefore, the National Park Service reserves the right to reevaluate the recommendations in the Calumet and Quincy plans at the time that it undertakes a land acquisition program and subsequent advance planning for development. The park would make modifications as appropriate to fit the then current needs, policies, and focus of the National Park Service.

PARK ADMINISTRATION AND OPERATION

As described under alternative 2, a building (or buildings) in the Quincy unit would house administrative offices as well as a destination visitor facility. A suitable building (or buildings) in the Calumet unit would function as the administrative headquarters for the park superintendent and staff. In addition, greater emphasis would be placed on providing visitor orientation and interpretation services.

In addition, under this alternative, because park acquisitions could grow and substantive maintenance responsibilities could develop, the park might require at least one maintenance facility to house maintenance equipment, shops, bulk storage, offices, and worker showers and lockers. An option would be to explore contracting out maintenance services.



**SIGNIFICANT STRUCTURES
INSIDE CORE INDUSTRIAL AREA**

- 1 Worker's House
- 2 No. 2 Hoist House (1918-1920)
- 3 No. 2 Hoist House (1894-1895)
- 4 Supply House
- 5 No. 2 Shaft/Rock House
- 6 Pay Office
- 7 Blacksmith Shop
- 8 Machine Shop
- 9 Oil House
- 10 Hoist House (1880)
- 11 Boiler Ruins
- 12 Smelter Complex



CORE INDUSTRIAL AREA



FEET
0 400 800 1200 1600

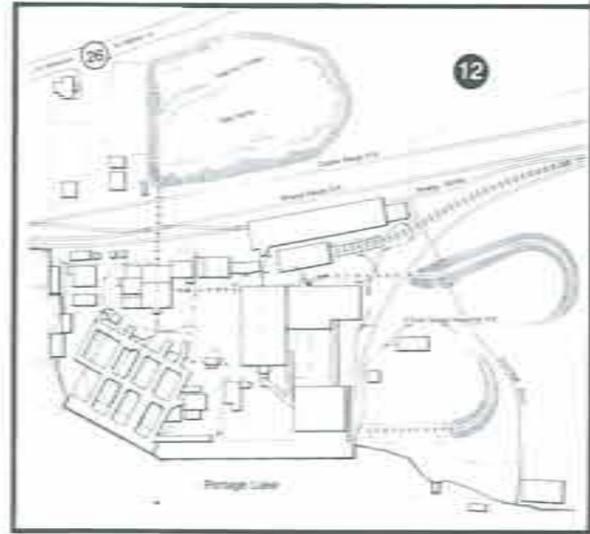
3: TRADITIONAL PARK IN
CORE INDUSTRIAL AREA

ALTERNATIVE
QUINCY UNIT
KEWEENAW



NATIONAL
HISTORICAL
PARK • MICHIGAN

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE
483 - 3237 - 1001 - JUNE 1997

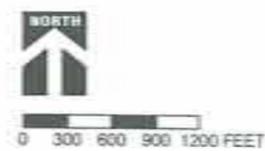




**SIGNIFICANT STRUCTURES
INSIDE CORE INDUSTRIAL AREA**

- | | |
|---------------------------------|----------------------------|
| 1 Machine Shop | 10 Swedish Carmel Church |
| 2 Pattern Storage | 11 Christ Episcopal Church |
| 3 Blacksmith Shop | 12 Community Church |
| 4 Pattern Shop | 13 St. Anne's Church |
| 5 No. 1 Warehouse | 14 Union Building |
| 6 Bathhouse | 15 Captain's Office |
| 7 C & H Library | 16 Roundhouse |
| 8 Agassiz House | |
| 9 C & H Administration Building | |

 CORE INDUSTRIAL AREA



3. TRADITIONAL PARK IN
CORE INDUSTRIAL AREA
ALTERNATIVE
CALUMET UNIT
KEWEENAW



NATIONAL
HISTORICAL
PARK • MICHIGAN

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

IMPLEMENTATION, STAFFING, AND COSTS

The following estimates are of the park operating budget needs and the money needed to provide preservation assistance grants and technical assistance, and to assist with interpretive activities through cooperative agreements. These figures do not include money for the hazardous substances investigation; possible acquisition costs; or rehabilitation, stabilization, or restoration of properties anticipated to occur in the implementation of this alternative. Estimates of those costs will have to be made closer to the actual actions when more information is available.

Implementation

As with alternative 2, this alternative could not be implemented all at once and would have to be phased in gradually.

Staffing

The superintendent is responsible for determining the staffing levels necessary for meeting park goals. The intent is to provide the best resource protection and visitor services within budgetary constraints.

This alternative potentially involves more NPS ownership than alternatives 1, 2, or 4, which in turn would require more NPS maintenance and interpretation. Staffing needs would include clerical support and expertise in history, historical architecture, interpretation, and planning. Later, as the acquisition program was implemented, additional staffing needs would be in the areas of resource protection and maintenance.

Costs

The estimated annual operating costs (see note above) for full implementation of this alternative would be \$2,450,000.

ALTERNATIVE 4 — THE PROPOSED ACTION

CONCEPT

This alternative is the National Park Service's preferred strategy for the long-range management of Keweenaw National Historical Park. It is a combination of the technical and financial assistance component in alternative 2 and a refinement of the traditional park idea in alternative 3. The NPS goal would be to create a dynamic national park area where the National Park Service has a strong public presence and, through community assistance, is a contributing member of a very organized and active partnership of local government and community groups. In the long term this alternative would best realize the vision of the park's establishing legislation and provide the broadest level of resource protection and visitor services.

In concept this alternative would be approached by gradually building park funding and a staff of professionals to provide increased financial and technical assistance to the partners and cooperating sites and other community groups (as described in alternative 2). Once the park has a strong technical assistance program, the National Park Service would begin a concerted program to acquire or otherwise protect significant properties in the Calumet and Quincy units of the park, as funding and staffing levels permitted.

VISITOR EXPERIENCE AND INTERPRETATION

As this alternative is implemented, the visitor experience would gradually evolve. At first the visitor would be somewhat dependent on the opportunities available through the cooperating sites such as the Quincy Mine Hoist and Underground Mine and Coppertown USA. Interpreter-led tours would begin to be more available in Calumet as park staffing increased.

As community efforts in preservation grew with more federal assistance, there would be

increasing numbers of resources preserved by the community, opening up a richer experience to visitors. More primary sources of information for the park visitor would be offered by the community within the park units, in addition to those services offered at the outlying cooperative sites. NPS interpreter-led tours and programs at both units would increase, and there would be some technical assistance in interpretation available to partners and cooperating sites. (See the following unit maps.)

Eventually, a visitor orientation facility would be established in the Quincy unit, which would provide most visitors approaching from the Houghton/Hancock area a first destination point. This facility would provide general orientation to and overview interpretation of the Keweenaw Peninsula and Keweenaw National Historical Park. As a first point of contact, visitors will need this information to help plan their visits. Interpretation specific to the Quincy unit that cannot be told well onsite would also be presented in this facility. A visitor facility will also be provided in the Calumet unit and would be more specific to this area. This facility would orient visitors to Calumet and nearby cooperating sites and interpret those park stories represented by Calumet that cannot be told well onsite. Because of the complexity of the stories at Calumet, some significant interpretation may be necessary at this facility. At NPS-owned buildings, all visitors, including those with disabilities, would be able to experience through audiovisual media those elements of the story that are not accessible (e.g., underground mining activity).

At full implementation, visitors to both units would receive a very traditional NPS experience, with uniformed NPS staff providing interpretation of many of the preserved structures and walking tours of the areas.

Further, the concerted efforts of the community and significant federal assistance toward preservation efforts throughout the park would

substantially improve the appearance and protect the integrity of park resources, thereby enhancing opportunities for visitors to learn about the park and the region.

The additional park staff would also be able to provide a significant increase in technical assistance for interpretive needs of cooperating sites and partners.

FINANCIAL AND TECHNICAL ASSISTANCE

Local Preservation Ordinances

Local governments, through the designation of local historic districts and preservation ordinances, would play a major role in protecting the park's significant resources. The National Park Service would assist in this process in a number of ways, including acquisition of significant properties in the park.

Initially, additional park staffing would allow for continuing the ongoing baseline inventory and documentation of historical resources in Calumet. This effort would be expanded to include the Quincy unit. (Such documentation is required before local historic districts and preservation ordinances can be established.) As part of the documentation of historic resources, the park is preparing a historic resource study. The National Park Service would also prepare a cultural landscape report. These reports would aid in identifying which buildings, sites, and other landscape elements contribute and which do not contribute to the park's significance (see the "Future Plans and Studies Needed" chapter).

As the staff and funds increase with implementation of alternative 4, the National Park Service would assist the local governments in defining boundaries for locally designated historic districts and drafting preservation ordinances for adoption by local governments. The National Park Service would continue to assist by helping provide design review of preservation proposals submitted to the commission.

Other Assistance Efforts

The historic resource study, the cultural landscape report, and the land protection plan would help provide information for setting priorities for acquisition and other kinds of technical and financial assistance.

Initially, technical assistance for historic preservation would increase over current levels because of being able to hire additional NPS professional and clerical staff. Further, additional NPS staff would increase the park's ability to provide professional assistance through education and coordination to partners and cooperating sites in their efforts to organize and implement their park-related projects. Interpretation assistance could come in the form of helping partners and cooperating sites prepare interpretive brochures and displays and teaching interpretive skills.

The park would be prepared to distribute up to \$400,000 annually (as available) in preservation grants as allowed by park legislation. At the full implementation level, the park would have an established and active historic preservation grant program.

To fully implement this alternative, the local governments would have shown their commitment to the partnership by providing or ensuring

- strict ordinances and permitting procedures on buildings and grounds within significant areas of the park
- less restrictive ordinances concerning certain significant housing areas within the park boundaries
- voluntary compliance to published housing guidelines in less sensitive areas of the park
- encouragement for local governments, with the assistance of federal, state, and/or local funds, to provide historic preservation grants to help achieve these goals

NPS ACQUISITION OF PROPERTIES

At least one property in each unit would be leased or acquired for administrative and visitor use facilities. In addition, under this alternative other significant properties within the park units might be acquired or otherwise protected, some of which might be made available for leaseback to current owners/tenants or new tenants for continuing existing uses or establishing new uses, if compatible.

Other creative approaches might be feasible for protecting historic structures. For example, it is believed that a nonprofit organization could secure the necessary funds from private banking interests to rehabilitate historic structures providing that organization had a long-term lease from another entity for subsequent use of those buildings for public purposes.

DEVELOPMENT AND USE OF ACQUIRED STRUCTURES

Until such time as the National Park Service begins its acquisition program for the Calumet and Quincy units, it would be premature to propose any detailed development and use proposals for the various buildings and properties.

The *Calumet Concept Development Plan* (1995) was prepared for Calumet Township and the Village of Calumet by the Calumet Township Strategic Plan Committee, with assistance from U.P. Engineers and Architects, Inc. That plan proposes specific uses for many of the buildings in the park's Calumet unit. The Quincy Mine Hoist Association has a similar long-range plan for its holdings in the Quincy unit. The Quincy Mine Hoist Association's plan is included in appendix F; the Calumet plan is included in appendix G.

As in alternative 2, the National Park Service would work with the Calumet Township, the Village of Calumet, the Quincy Mine Hoist Association, and other current or prospective owners and developers to implement the proposals in these two plans as long as they meet

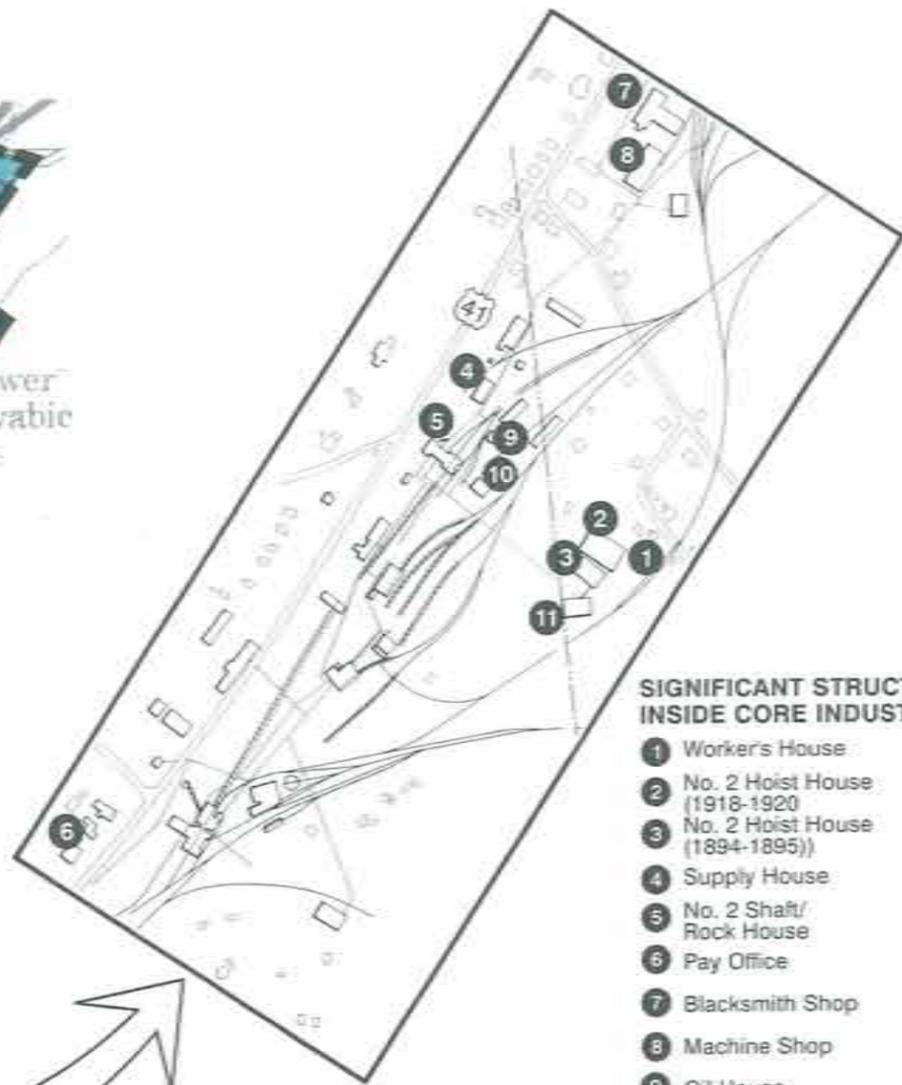
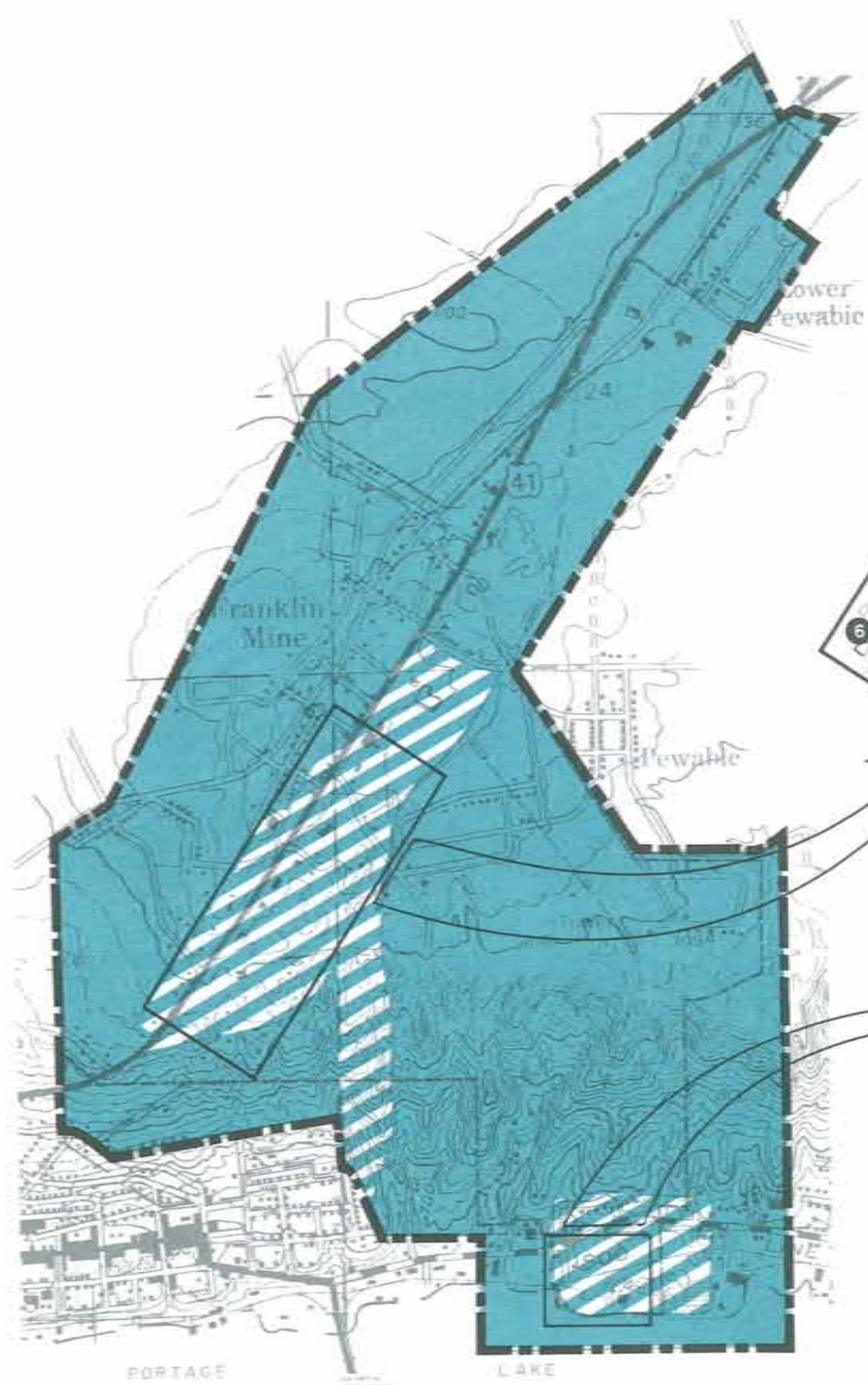
the over all goals and objectives of the park. Also (and similar to alternative 3), because alternative 4 proposes that the National Park Service acquire or otherwise take a proactive role in preserving significant resources in both units, the National Park Service would look to the Quincy and Calumet plans for preliminary guidance as it determines treatment and use of any such properties that could come under its control.

As noted in alternative 2, it must be understood that NPS policies and guidelines call for certain types of information as the basis for final decisions about rehabilitation and restoration proposals to ensure the protection of historic buildings and landscapes. As a result, while these plans are included as interim recommendations for treatment and use of buildings in the Calumet and Quincy units, preservation needs could dictate changes to these proposals later when more information becomes available.

It must also be understood that, given the uncertainties of the federal budget as it relates to the park, some time could pass between the approval of this plan and the implementation of proposals in this alternative. Therefore, the National Park Service reserves the right to reevaluate the recommendations in the Calumet and Quincy plans at the time that it undertakes a land acquisition program and subsequent advance planning for development. The park would make modifications as appropriate to fit the then current needs, policies, and focus of the National Park Service.

PARK ADMINISTRATION AND OPERATION

As described in alternative 3, a building (or buildings) in the Quincy unit would house administrative offices as well as a destination visitor facility. A suitable building (or buildings) in the Calumet unit would function as the administrative headquarters for the park superintendent and staff and also provide visitor orientation and interpretation.



**SIGNIFICANT STRUCTURES
INSIDE CORE INDUSTRIAL AREA**

- 1 Worker's House
- 2 No. 2 Hoist House (1918-1920)
- 3 No. 2 Hoist House (1894-1895)
- 4 Supply House
- 5 No. 2 Shaft/Rock House
- 6 Pay Office
- 7 Blacksmith Shop
- 8 Machine Shop
- 9 Oil House
- 10 Hoist House (1880)
- 11 Boiler Ruins
- 12 Smelter Complex



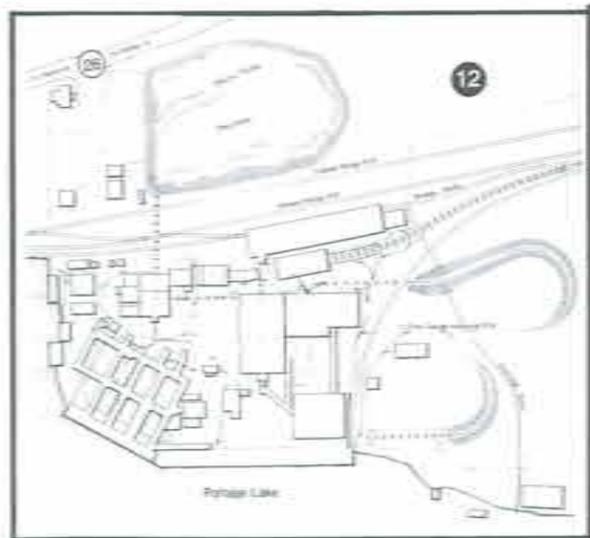
CORE INDUSTRIAL AREA



PRESERVATION
ORDINANCES AND
TECHNICAL AND
FINANCIAL ASSISTANCE



FEET
0 400 800 1200 1600



**4: PREFERRED
ALTERNATIVE
QUINCY UNIT
KEWEENAW**



**NATIONAL
HISTORICAL
PARK • MICHIGAN**

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE
888 • 2019 • 1001 • 2019 1987



**SIGNIFICANT STRUCTURES
INSIDE CORE INDUSTRIAL AREA**

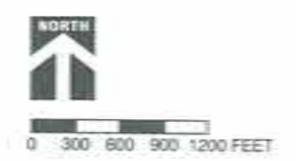
- | | |
|---------------------------------|-------------------------------|
| 1 Machine Shop | 10 Swedish Carmel Church |
| 2 Pattern Storage | 11 Christ Episcopal Church |
| 3 Blacksmith Shop | 12 Community Church |
| 4 Pattern Shop | 13 St. Anne's Church |
| 5 No. 1 Warehouse | 14 Union Building |
| 6 Bathhouse | 15 Captain's Office |
| 7 C & H Library | 16 Osceola #13 |
| 8 Agassiz House | 17 South Hecla Mine Buildings |
| 9 C & H Administration Building | 18 Paint Shop |

**SIGNIFICANT STRUCTURES
OUTSIDE CORE INDUSTRIAL AREA**

- | | |
|--------------------------------|---------------------------|
| 19 Superior Boilerhouse | 24 Italian Church |
| 20 Drill Shop | 25 Italian Hall Park |
| 21 Dry House | 26 Fire Hall |
| 22 Calumet Town Hall & Theatre | 27 Typical Worker's House |
| 23 Train Depot | 28 Shute's Bar |

 CORE INDUSTRIAL AREA

 PRESERVATION ORDINANCES AND TECHNICAL AND FINANCIAL ASSISTANCE



4. PREFERRED ALTERNATIVE

CALUMET UNIT

KEWEENAW



NATIONAL HISTORICAL PARK • MICHIGAN

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

Because acquisitions could occur under this alternative, the National Park Service might need at least one maintenance facility to house maintenance equipment, shops, bulk storage, offices, and worker showers and lockers, as described in alternative 3. An option would be to explore contracting out maintenance services.

IMPLEMENTATION, STAFFING, AND COSTS

The following estimates are of the park operating budget needs and the money needed to provide preservation assistance grants and technical assistance and to assist with interpretive activities through cooperative agreements. These figures do not include money for the hazardous substances investigation; possible acquisition costs; or rehabilitation, stabilization, or restoration of properties anticipated to occur in the implementation of this alternative. Estimates of those costs will have to be made closer to the actual actions when more information is available.

Implementation

As with alternatives 2 and 3, this alternative could not be implemented immediately but would require a gradual, planned approach. Considerable coordination among park partners, the state, and the National Park Service would be required to successfully implement this alternative. However, Keweenaw National Historical Park would assume the lead role in the development, coordination, and implementation of this alternative as funding and staffing allows.

Staffing

The superintendent is responsible for determining the staffing levels necessary for meeting park goals. The intent is to provide the best resource protection and visitor services within budgetary constraints.

Although alternative 4 is basically a combination of alternatives 2 and 3, the staffing needs could be less in alternative 4 because it could require substantially less NPS fee-simple land acquisition and the resulting operation and maintenance costs. As with alternatives 2 and 3, the staff increases would have to be increased in phases to meet the particular needs of the plan's implementation.

Costs

The estimated annual operating costs (see note above) for full implementation of this alternative would be \$1.9 million.

TABLE 1: SUMMARY COMPARISON OF ALTERNATIVES

<p>Common to All Alternatives</p>	<p>Commission Operating Authority — The National Park Service would work with state congressional delegation to amend the park's legislation and allow the park's commission to implement its operating authorities. Until this amendment is passed by Congress, the National Park Service would assume the operating authorities of the commission that were necessary to ensure orderly operation of the park and its programs.</p>	<p>Cooperating Sites / Cooperative Agreements — A limited number of cooperating sites would be established, each representing a unique story that integrates into the park story. Such sites would be eligible for funding or assistance from the commission and the partnership and for consultative assistance from the National Park Service. The National Park Service would have no liability for the sites.</p> <p>The National Park Service could enter into cooperative agreements with owners of nationally significant historic properties within park boundaries. Such sites/resources would be eligible for specific financial and technical assistance regardless of whether they were designated cooperating sites.</p>	<p>Acquisition of Property — The National Park Service would use various methods of leasing, acquiring, or otherwise protecting properties in the park, primarily within the industrial core areas of the Calumet and Quincy units. The National Park Service would work with the Michigan congressional delegation to remove the language in the park's establishing legislation that prohibits NPS acquisition of any property in the park that is contaminated by hazardous materials. Until a land protection plan is developed, this plan sets forth criteria to be used for determining the appropriateness of a property for acquisition or other proactive protection (see "Acquisition of Property" section).</p>
			<p>Relationship to Isle Royale National Park — Although the park would remain a separate unit of the national park system, Isle Royale personnel would provide comprehensive administrative services to the park for cost-effectiveness and efficiency. Other areas of cooperation would be considered for implementing the approved plan.</p>
<p>Osceola #13 — National Park Service would work cooperatively to ensure the long-term protection of the Osceola #13 complex, including its land, structures, machinery, and rock piles.</p>		<p>Management Zoning — Because Keweenaw is a historical park, the major management zone would be a historic zone, with other subzones as needed. However, actual management zone designations are premature before NPS acquisition or active park management.</p>	<p>Carrying Capacity — A proper carrying capacity for the park and strategies for not exceeding this capacity would be identified in future documents.</p>

<p>Topic</p>	<p>Alternative 1, Continuation of Existing Circumstances</p> <p>Federal financial support for park would continue to be minimal. National Park Service would be primarily in a caretaker mode of operation.</p>	<p>Alternative 2, Community Assistance Alternative</p> <p>The community, in partnership with the National Park Service and others, would be at the forefront of implementing preservation actions and interpretive programs at sites throughout the park. The National Park Service's role would be to remain primarily in the background, in a support role to help make community actions a success. NPS support actions, undertaken in partnership with local governments, businesses, nonprofit groups, and other property owners, would range from assistance with preservation ordinances and grants and resource preservation to assistance in establishing and enhancing educational and interpretive programs throughout the park and at cooperating sites.</p>	<p>Alternative 3, Traditional Park in Core Industrial Areas</p> <p>This alternative proposes a more traditional park experience in the core industrial areas of each park unit. As funding and staffing levels allowed, the National Park Service would invest substantially in each of the core industrial areas by acquiring significant properties, conducting resource preservation, and adaptively using the structures. The National Park Service would install interpretive media and provide interpretive staff at key sites, establish partnerships, and provide technical and financial assistance to further core industrial area preservation. Community efforts outside the park's core industrial areas would determine the level of preservation and type of visitor experience offered, although the park's interpretive services would probably overlap into these areas.</p>	<p>Alternative 4, Proposed Action</p> <p>This alternative is a combination of the technical and financial assistance component in alternative 2 and a refinement of the traditional park idea in alternative 3. The goal would be to create a dynamic traditional national park area where the National Park Service has a strong presence and, through community assistance, is a contributing member of an active partnership of local government and community groups. In the long term, this alternative would provide the broadest level of resource protection and visitor services.</p> <p>When the park has a strong technical assistance program, the National Park Service would begin a concerted program to acquire or otherwise protect significant properties in the park, as funding and staffing levels permitted.</p>
<p>Concept</p>				

<p>Topic</p>	<p>Alternative 1, Continuation of Existing Circumstances</p> <p>Visitors would continue to rely on interpretive services at cooperating sites; Calumet would remain a self-discovery area, although some information would be available. Seasonal interpreter would be available if funds permitted.</p>	<p>Alternative 2, Community Assistance Alternative</p> <p>Initially, visitors would depend on information at other cooperating sites and cooperating sites in the park such as the Quincy Mine Hoist and Underground Mine and Coppertown USA. Gradually, financial and technical assistance for community preservation and interpretation efforts and some direct NPS interpretive services would offer visitors a more in-depth experience. At full implementation, there would be an NPS visitor facility in both units.</p>	<p>Alternative 3, Traditional Park in Core Industrial Areas</p> <p>At first, visitors would be somewhat dependent on the opportunities at the cooperating sites. Eventually, visitors would experience a very traditional visit in the core industrial areas of each unit. The cooperating sites would continue to complement NPS services. A destination visitor orientation facility would be provided in the Quincy unit. Visitor orientation and interpretive services would also be provided in the Calumet unit. Community efforts outside the core industrial areas would be a key factor in determining what visitors would experience there.</p>	<p>Alternative 4, Proposed Action</p> <p>At first visitors would be somewhat dependent on the opportunities at the cooperating sites. Eventually, visitors would experience a very traditional park visit as more resources were preserved and interpreted. Uniformed staff would provide interpretation of many of the preserved structures and walking tours of the areas. Concerted community efforts and significant federal assistance toward preservation efforts throughout the park would substantially improve the appearance and protection of park resources, thereby enhancing opportunities for visitors to learn about the park and region. A visitor orientation facility would be established in the Quincy unit, providing a first destination point for visitors approaching from the Houghton/Hancock area. A visitor facility would also be provided in the Calumet unit that would provide orientation and interpretation specific to this area.</p>
<p>Visitor Experience and Interpretation</p>				

Topic	Alternative 1, Continuation of Existing Circumstances	Alternative 2, Community Assistance Alternative	Alternative 3, Traditional Park in Core Industrial Areas	Alternative 4, Proposed Action
<p>Financial and Technical Assistance</p>	<p>A park priority would be to provide whatever technical assistance staff and budget allow to help facilitate and coordinate the community's process of establishing local historic districts and preservation ordinances.</p> <p>NPS funds for grant program would be limited or nonexistent.</p>	<p>Primary responsibilities for protecting the park's significant resources would be vested in the local governments through the designation and establishment of local historic districts and preservation ordinances. NPS assistance in this effort would be through a resource inventory and documentation, including a historic resource study and a cultural landscape report and assistance in defining district boundaries and draft preservation ordinances and helping to review preservation proposals.</p> <p>Additional NPS staff would increase the park's ability to provide professional assistance to partners and cooperating sites through education and coordination.</p> <p>The park would be prepared to distribute preservation grants and, at full implementation, would have an active grants program. With sufficient funding, an administrator would be hired to administer the grant program.</p>	<p>NPS assistance to the community to establish and administer preservation ordinances would be primarily limited to the core industrial areas of each unit.</p> <p>At full implementation, the park would have an active technical and financial assistance program, as described in alternative 2, but the primary focus would be on the core industrial areas.</p>	<p>Same as alternative 2, except that there would be a local historic district commission to administer the ordinances and more grant money would be available.</p>
<p>NPS Property Acquisition</p>	<p>No acquisition.</p>	<p>At least one property in each unit would be leased or acquired for administrative use and visitor services. Park headquarters would be in the Calumet unit.</p>	<p>At least one property in each unit would be acquired for administrative use and visitor services. Also, other significant properties in the core industrial areas of each unit would be acquired.</p>	<p>Same as alternative 2. In addition, other less-than-fee or lease-sell back options would be used in addition to fee-simple acquisition for significant properties in both the Quincy and Calumet units.</p>

Topic	Alternative 1, Continuation of Existing Circumstances	Alternative 2, Community Assistance Alternative	Alternative 3, Traditional Park in Core Industrial Areas	Alternative 4, Proposed Action
<p>Development and Use of Acquired Structures</p>	<p>Not applicable.</p>	<p>Only limited NPS acquisition is proposed, and it is premature to propose detailed development and use proposals. The National Park Service would work with others to implement the proposals in the Calumet and Quincy plans that are appropriate to the overall goals and objectives of the park.</p>	<p>Same as alternative 2. In addition, the National Park Service would work with others to implement the proposals in the Calumet and Quincy plans that relate to the core industrial areas and would look to these plans for preliminary guidance as it determines treatment and use of such properties that come under its control.</p>	<p>Similar to alternatives 2 and 3, encompassing both park units and not just the core industrial areas.</p>
<p>Park Operations and Administration</p>	<p>NPS headquarters would be in leased space in Calumet. Minimal funds would be available for program and partnership activities.</p>	<p>A building (or buildings) in the Quincy unit would house administrative offices as well as a destination visitor facility. A suitable building (or buildings) in the Calumet unit would function as the administrative headquarters for the park superintendent and staff and also provide basic visitor orientation. Maintenance would be contracted out.</p>	<p>Same as alternative 2, except that greater emphasis would be placed on providing visitor orientation and interpretation services. At least one maintenance facility might be required as more acquisitions were made. An option to contract out maintenance work would be considered.</p>	<p>Same as alternative 3.</p>
<p>Implementation, Staffing, and Cost Estimates (includes only operating, staffing, grant, and assistance costs)</p>	<p>No implementation plan. Management priorities would be used to guide NPS activities. Superintendent and historic architect would continue as full-time staff; perhaps part-time interpretive positions could be supported sporadically by special projects or on loan from Isle Royale. Annual operating budget of about \$216,000 would continue.</p>	<p>Phased implementation. With a phased approach, staffing for this alternative would grow, initially focusing in the areas of clerical support, preservation, planning, and interpretation, and later adding history and cultural landscape preservation. Estimated annual operating costs for full implementation would be about \$1.1 million annually.</p>	<p>Phased implementation. With potentially more NPS ownership than alternatives 1, 2 and 4, more maintenance and interpretation services would be required. Initial staffing needs would include clerical support and expertise in history, historical architecture, interpretation, and planning; later needed expertise would be in the areas of resource protection and maintenance. Estimated annual operating costs for full implementation would be about \$2.5 million annually.</p>	<p>Phased implementation. Considerable coordination among partners would be required. Staffing needs would be less than in alternative 3 because less NPS ownership of properties, and thus less operations and maintenance costs, is proposed. Estimated annual operating costs for full implementation would be about \$1.9 million annually.</p>

TABLE 2: SUMMARY OF NPS PRESERVATION TOOLS AVAILABLE

PRESERVATION TOOLS AVAILABLE TO NATIONAL PARK SERVICE	ALTERNATIVE 1	ALTERNATIVE 2	ALTERNATIVE 3	ALTERNATIVE 4 — PROPOSED
NPS ACQUISITION OF FEE OR LESS-THAN-FEE PROPERTY	none	minimal	moderate and selected, but in core industrial area only; NPS fee acquisition is critical to success of alternative	moderate and selected, but any/here within park boundaries; NPS fee acquisition would be last resort
TECHNICAL ASSISTANCE	minimal	extensive	primarily in industrial core areas	more than alternative 2; also encompassing entire park boundaries
FINANCIAL ASSISTANCE	minimal to nonexistent	extensive	primarily in industrial core areas	more than alternative 2; also encompassing entire park boundaries
COOPERATIVE AGREEMENTS	minimal, if at all	numerous	primarily in industrial core areas	more than in alternative 2; also encompassing entire park boundaries
HISTORIC DISTRICTS/PRESERVATION ORDINANCES	yes, but minimal NPS assistance	yes, strong NPS technical and financial assistance encompassing the entire park boundary	yes, NPS technical and financial assistance in core industrial areas only	same as alternative 2

TABLE 3: SUMMARY OF IMPACTS COMMON TO ALL ALTERNATIVES

<p>Impacts on Cultural Resources</p>	<p>Impacts of Establishing Local Historic District Ordinances. The creation of local historic districts through preservation ordinances would be the most effective means of protecting the historic values of private properties in the park units. Effective functioning of the ordinances would require substantial commitments of time and interest on the part of local citizens, and broad community support would be needed. Without these ordinances, development that is inconsistent with the area's historic building patterns could occur.</p>
<p>Impacts on Natural Resources</p>	<p>Threatened and Endangered Species. Plant species potentially located in the Quincy unit that are on the state list would probably not be impacted; a biological assessment would be prepared before initiating construction activities. Monitoring and assessment would be done in the Calumet unit.</p> <p>Soils and Hydrology. No major new NPS construction projects would be anticipated. Construction activities would cause short-term impacts; increased paving would cause long-term but minor incremental increases in surface-water runoff. Many of the short-term impacts could be mitigated through best management practices. The long-term mitigation of development impacts would be best accomplished through comprehensive planning in coordination with the community.</p>
<p>Impacts on the Socioeconomic Environment</p>	<p>The park would be another attraction on the peninsula that would contribute to the viability of the local tourism industry. The park is likely to become an important economic and social asset for the local region and the state. Under all alternatives (alternative 4 to a lesser degree), there is a possibility that some significant historic resources and aspects of the cultural landscape would be negatively impacted by neglect or inappropriate alteration driven by personal or market forces. Some historic resources might be lost.</p>
<p>Impacts on Visitor Experience and Interpretation</p>	<p>There would be predominantly positive impacts on interpretation and visitor experience opportunities in the park. Joint action at Osceola #13 would preserve a significant visual feature related to copper mining and provide an opportunity to interpret the development of mining technology. Partnerships could provide more diverse visitor experiences than if each entity operated separately, and they could support NPS interpretive efforts and coordinate historic preservation activities that are critical to visitor understanding and enjoyment. Jointly developed preservation priorities would ensure that the most appropriate resources were selected for prompt attention.</p>
<p>Impacts on Park Administration and Management</p>	<p>Relating to Proposed Legislative Changes. Removing the prohibition of acquiring contaminated properties would potentially give the National Park Service more flexibility in what it could acquire, which would lead to a higher quality visitor experience and the protection of key resources.</p> <p>Relating to Possible Acquisition or Management of Contaminated Properties. Assuming the amendment of the legislation, there would be potentially significant time and costs for the National Park Service if it conducts the required pre-acquisition site assessments. The National Park Service would have to determine whether liability is an issue and how to minimize exposure to potential liability and ensure that all management activities associated with the site would avoid discharging or releasing hazardous substances.</p>

TABLE 4: SUMMARY OF THE IMPACTS OF THE ALTERNATIVES

	Alternative 1 — No Action	Alternative 2 — Community Assistance	Alternative 3 — Traditional Park	Alternative 4 — Proposed Action
Impacts on Cultural Resources	There would probably be damage or loss of some significant historic resources through neglect, incompatible new construction, or poorly thought-out rehabilitations.	In time, the financial and technical assistance programs and the NPS mission at this park envisioned in the establishing legislation could be effectively carried out. More of the important qualities of historic buildings, sites, and historic landscapes would be protected than under alternative 1, although there would still be potential for the loss of historic properties.	NPS acquisition, restoration, adaptive reuse, and maintenance of properties in the industrial core areas at Calumet and Quincy would provide for their long-term preservation. Protection of resources outside the core industrial areas might take longer, and there would be potential for damage to or the loss of integrity of those resources.	With the more comprehensive technical assistance and grant program under this alternative, the social, cultural and commercial aspects of the area's history would be better recognized and preserved within each unit. There would be no significant adverse cumulative impacts on cultural resources from implementing this alternative. This alternative would provide the best preservation efforts for the park's resources.
Impacts on Natural Resources	There would be no significant impacts on natural resources as a direct result of NPS actions. There would be potential for the destruction of wetlands and other open spaces in private ownership within the park boundaries due to private development.	Increased visitor opportunities and services would cause a gradual long-term increase in overall vehicular emissions; however, the overall emissions on the Keweenaw would not be expected to rise. Vehicular emissions at the park and immediate surrounding area might increase slightly.	With the generation of a higher visibility of the park, there would probably be more visitation in the long term. There would be an increase in traffic, and thus a long-term but relatively low-level increase in auto exhaust; however, increases would not be expected to cause nonattainment of any major air pollution component.	Same as alternative 3. There would be a high likelihood of cumulative impacts on natural resources within park boundaries as a result of private owner actions. As the park grows, there might be significant development in and around the park, which would result in the loss of plant and animal habitat, the filling of wetlands, and incremental increases in urban runoff. These impacts would potentially contribute to soil erosion, flooded streets, and the degradation of stream courses and possibly wetlands. Other potential impacts include substantial increased traffic. Regulations and ordinances could play a major role in guiding/limiting this development and mitigating its impacts.

	Alternative 1 — No Action	Alternative 2 — Community Assistance	Alternative 3 — Traditional Park	Alternative 4 – Proposed Action
<p>Impacts on the Socio-economic Environment</p>	<p>NPS mission would not be successfully accomplished. Economic benefits would be minor. Enterprises that had been attracted to the area because of potential tourism benefits might not remain.</p>	<p>While some long- and short-term benefits might be significant for a number of individuals and firms, the direct impact on the overall county and regional economies would be minor; however, locally in Calumet and Quincy, these benefits might be significant. Expanded park operations would aid the tourism industry on the peninsula and might encourage visitors to stay longer in the area.</p>	<p>Same as alternative 2. Long-term but gradual gains would positively benefit the local economy.</p>	<p>Same as alternative 2. Improved programs for preserving resources and developing quality visitor experiences would contribute to the park's status as a <i>must see</i> attraction on the peninsula and increase the regional and national appeal of the peninsula as a tourist destination. The increase in visitation, traffic, and noise might diminish the perceived quality of life enjoyed by some residents.</p>
<p>Impacts on Visitor Experience and Interpretation</p>	<p>NPS reliance on others to provide most visitor orientation and interpretation services would be continued. Sufficient funds would not be available to preserve, develop, and maintain necessary resources for current and future visitor expectations. Landscapes and structures related to the story of copper would continue to deteriorate or be replaced with modern developments. The number and quality of visitor opportunities would decline.</p>	<p>Even with NPS assistance, interpretation and protection of key resources would primarily be the responsibility of private and public landowners. Visitor experience opportunities would be improved and preservation efforts would be advanced, leading to a more viable park environment than exists now. Visitor experience would be less integrated than the more traditional national park.</p>	<p>Visitor experience opportunities would surpass those in alternatives 1 and 2. Existing visitor uses would continue, and additional NPS facilities, programs, and services would be available in the park's core industrial areas. Visitor experience opportunities outside the industrial core areas would be the responsibility of the local communities, with limited assistance from federal funding.</p>	<p>This alternative would provide the broadest level of resource protection, interpretation, and visitor services, which would create the optimum opportunity for high-quality visitor experiences.</p> <p>There would be no significant adverse cumulative impacts from fully implementing this alternative. Combining NPS and local resources should provide the best interpretation and visitor service opportunities and a viable national park experience that survives and expands in the future.</p>
<p>Impacts on Park Administration and Management</p>	<p>There would be no new impacts.</p>	<p>Most staff time and park funding would have to be dedicated to establishing and monitoring the agreements for those properties that received NPS technical and financial assistance.</p>	<p>Because staff efforts would be directed only to the core industrial areas of the park units, the number of staff and the percentage of the total park budget dedicated to providing assistance directly or establishing and monitoring cooperative agreements for NPS technical and financial assistance would be less than under alternative 2.</p>	<p>Extensive staff time and funds would be dedicated to providing assistance or establishing and monitoring the cooperative agreements for those properties that received NPS financial and technical assistance.</p>

A PARTNERSHIP FOR THE PARK AND PENINSULA — THE FOUNDATION

As the planning for Keweenaw National Historical Park evolved, planners saw in the park a unique opportunity to demonstrate that there could be a dynamic and worthwhile unit of the national park system without a major investment of federal dollars for capital expenditures or continuing long-term operations and maintenance costs — a prototype for the 21st century. Such a scenario, however, would depend on implementing the partnership concept described below. The vision for the park will be fulfilled only as federal and state support materializes and local partnerships mature and function.

THE BASIS FOR THE PARTNERSHIP — THE LEGISLATED RESPONSIBILITIES OF THE ADVISORY COMMISSION

The legislation (see appendix B) carefully divided responsibilities for the park's successful development, operation, and management between the National Park Service and the Keweenaw National Historical Park Advisory Commission. In the legislation, the commission's primary duties are as follows:

1. Advise the secretary [of the Department of the Interior] in the preparation and implementation of the general management plan.
2. Advise the secretary on the development of and priorities for implementing standards and criteria by which the [National Park Service] will distribute its technical and financial assistance to owners of nonfederal properties in the park.
3. Advise the secretary on the development of rules governing the disbursement of funds for the development of nonfederal properties.
4. Advise the secretary with respect to the selection of sites for interpretation and preservation by means of cooperative agreements.

5. Assist the secretary in developing policies and programs for the conservation and protection of scenic, historical, cultural, natural, and technological values of the park.

6. Assist the secretary in coordinating with local governments and the state in the implementation of the general management plan and furthering the mission of the park.

7. Be authorized to carry out historical, educational, or cultural programs that encourage or enhance appreciation of the historic resources in the park, surrounding areas, and on the Keweenaw Peninsula.

8. Be authorized to seek, accept, and dispose of gifts, bequests, or donations of money, personal property, or services received from any sources consistent with the purposes of the park.

In addition, the commission may do the following:

9. Acquire real property, or interests in real property to further the purposes of the legislation. Any real property, or interests therein, acquired by the commission must be conveyed to the National Park Service or other appropriate public agency as soon as possible after acquisition.

10. Appoint and fix the pay of such personnel the commission deems desirable.

The legislative history of the park makes it clear that Congress had a much wider vision for the Keweenaw Peninsula than just those activities that would occur within the boundaries of the park, which would be the primary responsibility of the National Park Service. Congress' intent was to establish a "voice" for the significant resources and stories of the Keweenaw, especially those outside the park boundaries. Congress has vested the commission with that voice.

Of these 10 specific advisory and operating authorities, numbers 7–10 are the most important because they give the commission the authority to carry out historical, educational, and cultural programs throughout the peninsula, and to disburse funds and acquire, and subsequently dispose of, property both within and outside the park boundaries. It is these authorities, along with the other authorities enumerated above, that give the commission special responsibility within a partnership (see concept below) to support the goals of the park and to reach out beyond the park's boundaries to the wider Keweenaw community.

THE CONCEPT OF PARTNERSHIP

Keweenaw National Historical Park is the culmination of a community effort to preserve the vestiges of a mining culture and tell the stories of that culture. Since the formal establishment of the park in 1992, many individuals, as well as a number of local public and private entities, agencies, and organizations, have formed, or proposed to form, partnerships with the National Park Service to plan, develop, and promote the park. In fact, under sections 7, 8, and 9 of the park's establishing legislation, authority is given to the National Park Service and the park's advisory commission to enter into a broad range of cooperative relationships with public and private entities.

Keweenaw is the epitome of a partnership park. In an age of drastically reduced federal funding, it is no longer feasible to expect that large sums of federal money will be made available for the development of this park. Consequently, the establishment of a strong, structured partnership among the public and private sectors, the National Park Service, and the commission is even more critical to the success of Keweenaw National Historical Park. To fulfill Congress' intent, the community must be empowered to actively help preserve and protect the park it worked so hard to create.

Due to its special responsibility that reaches beyond the park's boundary, the advisory

commission will serve as the catalyst to bring interested public and private agencies on the Keweenaw Peninsula together. This will be the commission's primary role in the partnership — to be the facilitator through which the area's diverse interests can gather and collectively work to achieve a common vision and mutual goals and objectives. (The responsibility and authority for the management of Keweenaw National Historical Park would continue to reside solely with the National Park Service. The approved *General Management Plan* would provide the guidance for the administration of Keweenaw National Historical Park.)



After its full operating authorities are enacted, the commission should undertake the preparation of a comprehensive management plan. The plan would establish an overall vision for the peninsula, set forth specific goals and objectives for the commission and the partnership, and outline the methods to implement the plan.

To create a workable plan, the commission and its staff would work with many different agencies and entities — federal, state, and local governmental agencies, public/private not-for-profit organizations, special interest groups, the business community, and community

organizations — to ensure that these partners support the vision, goals, and objectives for the Keweenaw. Subsequently, the partnership would define a carefully crafted role for each partner and would work toward using the strengths of each partner rather than creating another level of bureaucracy.

Although it is not within the purview of the National Park Service to prepare such a plan for the commission, some suggested goals and objectives, as well as other thoughts on this matter can be found in appendix H.

With the commission's plan and operating authority in place, it would facilitate the development of a joint, multiyear planning and development program to accomplish the overall vision and goals of the plan. The partners would encourage and assist each other in accomplishing program elements.

The National Park Service would continue to administer Keweenaw National Historical Park, provide basic interpretive skills and site operations training to state and local agencies, implement mining heritage educational programs within the park, and advocate the extension of the mining heritage themes beyond the park boundaries. In addition, the National Park Service would continue to provide administrative and technical research, planning, design, and construction support as requested.

As a key partner, the state of Michigan would be expected to actively participate in the partnership and bring to the table its complete portfolio of laws, regulations, funding, expertise, etc., to help achieve partnership goals.

For example, the state could provide resource management and interpretive technical assistance to cooperating sites that are not owned by the state. It could also establish its own preservation and technical assistance fund to augment NPS and commission efforts and provide additional funding for preservation and other technical assistance grants.

The state could highlight its resource management and interpretive services at state-owned cooperating sites that are part of the park story. The state could also expand its resource management and interpretive efforts by considering the acquisition and management of a significant resource(s) related to the park story (e.g., Quincy, the Quincy smelter, Cliff Mine, Painesdale, etc.) Such acquisition and management could be done under existing authorities, or the park could be used as a pilot study to establish a state heritage park program similar to Pennsylvania or Massachusetts.

Further, the state could build and jointly operate with the National Park Service and other regional entities a regional visitor orientation center. It could also provide staff to assist in overall park administrative and operational functions (e.g., interpretation, resource management, and historic district ordinance management).

Two key roles in making the partnership a success, however, rest with local government officials and the private sector. Elected officials would have to support the vision with verbal endorsement and, more importantly, with specific actions. For example, revised ordinances related to proper zoning and historic preservation covenants might be required. Enforcement of these covenants by local authorities would be required. Major efforts would be necessary to upgrade existing recreational and cultural opportunities and facilities. Local redevelopment agencies could set the example of seeking methods to rehabilitate and adaptively use existing residential and commercial buildings. When new construction is required, local officials should ensure its compatibility with existing design and setbacks.

The private sector — small businesses and large corporations — must also be encouraged and assisted by the partnership to have a role in ensuring the success of the effort. Overnight accommodations, restaurants, gift shops, parking, and other infrastructure needs must be available to visitors. The provision of such services, however, is a major undertaking that would not be successful unless the private sector is in full

support of the vision and goals of the partnership. Oftentimes, large corporations control the resources and facilities that need to be preserved and interpreted as part of the effort, and without their full support the effort would not be successful.

In addition to ensuring that local officials assist in achieving the goals, the partnership would encourage and assist residents of the peninsula to do their part. Owners of historically significant residential, commercial, and religious structures should make certain that these structures are properly maintained so as not to compromise their historical, architectural, or cultural significance. Those who own property within significant residential or commercial historic districts should have these districts recognized and protected through historic district preservation ordinances. Business owners should undertake building facade restoration projects. New businesses coming to the peninsula should locate in existing commercial areas rather than construct new facilities outside the core commercial areas. Church congregations should restore their historic buildings and provide opportunities for visitors to see their attractive facilities at times other than worship services.

Both the public and private sectors throughout the peninsula should make certain that the community provides the experiences, services, and amenities necessary to encourage visitors and residents to recreate, shop, work, and live in the area and discover and appreciate its rich cultural and mining heritage.

AN ADJUNCT, NOT-FOR-PROFIT CORPORATION

In addition to the partnership arrangement described above, the partnership should also consider the establishment of an adjunct private, not-for-profit corporation, under the provision of 501 (c)(3) tax status to assist primarily in the area of fund-raising, as well as other selected programs and activities. The partnership could set up the not-for-profit corporation under its auspices or request that an existing area entity

with not-for-profit tax status fulfill this responsibility.

The establishment of such a not-for-profit corporation would better ensure the partnership that its projects, programs, and activities undertaken to preserve and tell the stories of copper have long-term sustainability. For example, this not-for-profit entity could be empowered to seek funding from all sources, initiate other revenue-generating activities, and even establish an endowment fund to assist in implementing the partnership's activities. It could also acquire and hold significant resources that were threatened with loss until such time as new owners willing to protect and preserve the resource could be located.

The corporation could also be responsible for overseeing other project activities, such as sales and publications programs. If requested, it could also assist various partners in fund-raising for specific projects, programs, and activities, such as research, interpretive efforts, and publications. Such a corporation would help ensure a steady source of funding beyond the time that major public expenditures are reduced.

This proposed adjunct, not-for-profit corporation concept should be established as quickly as possible rather than waiting for the commission to obtain its operating authorities.

FUTURE PLANS AND STUDIES NEEDED

The development of a general management plan is the first planning step for Keweenaw National Historical Park; it sets the overall vision and direction for the park and identifies future planning needs and a sequencing strategy for those needs.

The following studies, which are not listed in priority order, will probably be needed to fully implement the approved management plan for the park:

- **Historic structure reports** — These reports would include documentation of existing conditions and preparation of condition assessment reports. These reports are required before any rehabilitation or restoration can proceed on historic structures.
- **A historic resource study** for the Calumet and Quincy areas — This study is underway, as is the building-by-building survey that is needed to establish local historic districts.
- **Development concept plan(s)** — This plan(s) would provide more detailed planning for park access, circulation, and facilities necessary for visitor use (e.g., a visitor center) and park management (e.g., a maintenance facility).
- **A schematic design document** — This document, which usually follows a development concept plan, would deal with design issues related to the approved development; this document is the transition from planning to design. Other design documents would include a **comprehensive design and construction documents**, which ultimately lead to construction.
- **A cultural resources base map** — Especially if based in GIS data, this map would provide a format to depict the locations of known cultural resources (structures, cultural landscapes, and archeological and ethnographic resources) and graphically show their interrelationships.
- **An archeological overview and assessment** — This document would describe and assess known and potential park archeological resources, summarize and evaluate the extent of archeological data currently available, and outline the work needed to fill gaps in existing data. This assessment would help to identify areas where archeological work is needed to supplement or verify the existing historical documentation on mining technologies and social and cultural history as well as potential prehistoric sites that are in the park.
- **A cultural landscape inventory** — This is a nationwide NPS automated inventory for recording information about locations, historical development, character-defining features, and management of park cultural landscapes.
- **A cultural landscape report** — This is the primary guide to treatment and use of a cultural landscape. The report documents and evaluates landscape evolution, including features, materials, and qualities that make a landscape culturally significant, and it makes treatment recommendations. It could be an interdisciplinary study that would identify both ethnographic and technological values of the park's landscapes.
- **A rapid ethnographic assessment procedure** — This procedure would quickly identify resource-related concerns of park neighbors and traditional users of park resources.
- **An ethnographic overview and assessment**, — This would be a study of types, uses, and users of park ethnographic resources. This assessment would evaluate existing data on those resources and make recommendations for further study to fill gaps in available information. Keweenaw National Historical Park touches the social, cultural, and economic history of a wide variety of ethnic groups, including Native Americans.

These two studies, the ethnographic assessment and the overview and assessment, would help identify what ethnic groups value and the things that concern them about park resources.

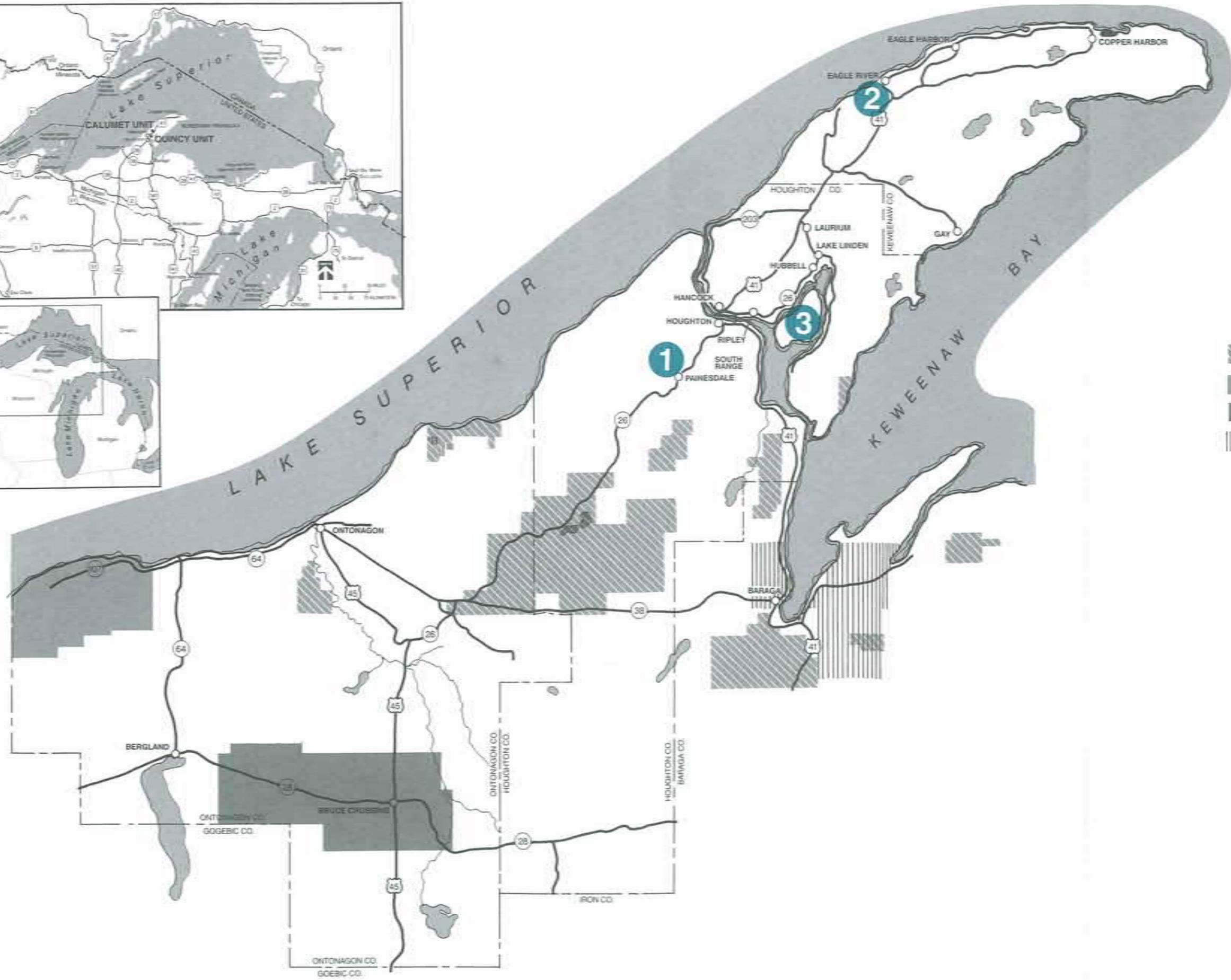
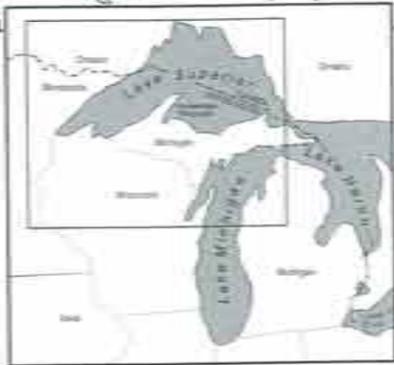
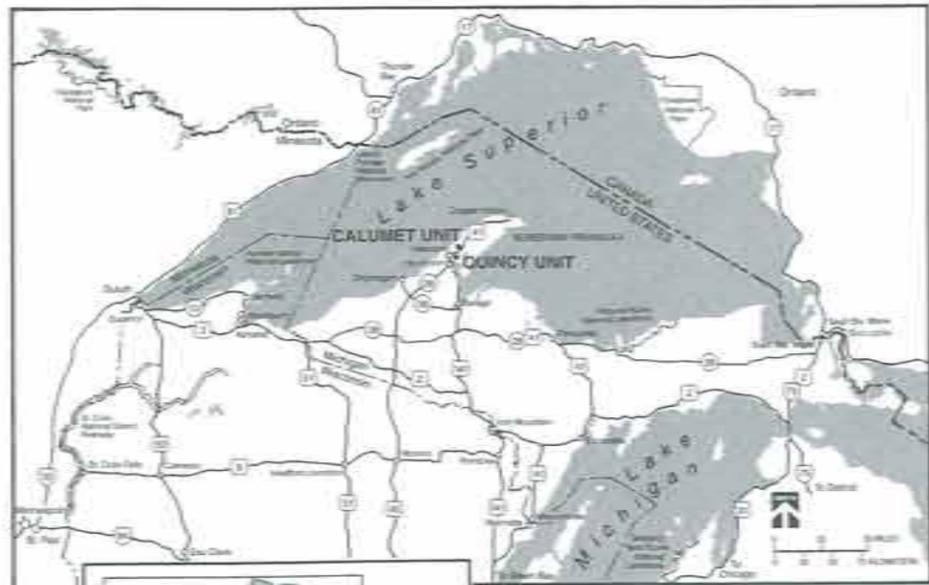
- A **resource management plan** — This plan would strive to integrate cultural and natural resource management actions in the park; it would provide a specific plan of action that would include an evaluation of resources and major threats to them, a summary of issues and strategies the park will use to address them, a list of funded actions and unfunded needs, and individual project statements.
- A **land protection plan** — This plan would help guide the park's land acquisition program; it would be simple, concise, and prepared with public participation. This plan would identify alternative land protection methods for meeting the general management plan's visitor use, development, and resource protection goals; identifying the minimum interests necessary for those purposes; and establishing priorities for acquisition of land or interests in land.
- A **comprehensive interpretive plan** — This plan would form the overall vision and basis for decision making relating to interpretation in a park; it would provide a long-range and short-range view and deal with all media, including personal services. The interpretive plan for complex parks that share common themes with other parks or agencies should also include an **interpretive concept plan**. This plan would unify park and cooperating site planning efforts by identifying overall themes, objectives, and shared visitor experiences related to copper mining, and by recommending appropriate sites to visit.
- An **oral history program** — This plan could capture a great deal of information about the lives of people who lived in the region at the turn of the century, although very few people from that era are still living.
- A **corridor plan** — This study would be a cooperative, local, state, and federal govern-

ment effort to address preservation, development, and transportation issues along the U.S. 41 corridor between the two park units.

- **Level 1, 2, and 3 hazardous substances surveys** — These surveys would determine whether hazardous substances are present. These surveys are phased steps taken to determine the possible presence of hazardous substances on any tract of land proposed for acquisition. A level 1 survey is the completion of the "Contaminant Survey Checklist of Proposed Real Estate Acquisitions." Generally, this is a visual survey and no sampling occurs. The checklist must be performed within one year of acquisition. If there is no indication of a problem, no further surveys are needed. If a potential problem is identified, then a level 2 survey can be performed to verify the presence or absence of a contaminant.

A level 3 survey is done when there is a reasonable basis to assume that contaminants are present at the site and significant work is required to obtain an estimate of the costs of cleanup. To the extent feasible, this survey should occur within one year of acquisition. Level 2 and 3 surveys must be reviewed and acted on by the Department of the Interior's assistant secretary for Fish and Wildlife and Parks. (Reference: Memorandum, "Interim Guidance on Land Acquisition," August 23, 1989, Department of the Interior.)

- A **boundary study** — This study would be funded and initiated following approval of this *General Management Plan* to reevaluate the boundaries at the Calumet and Quincy units to ensure that all significant resources related to those units are included within the park's boundaries. This study would examine additional significant sites such as Cliff Mine, Painesdale National Historic District, and the Torch Lake area (reclamation plant, Tamarack City Stamp Mill, etc.) for possible inclusion in a boundary adjustment (see Areas of Future Study map). (See also the discussions of Cliff Mine, Painesdale National Historic District, and Torch Lake areas in the discussion of



AREAS OF FUTURE STUDY

- 1** PAINESDALE NATIONAL HISTORIC DISTRICT
- 2** CLIFF MINE SITE
- 3** TORCH LAKE AREA

- STATE FOREST
- STATE PARK
- NATIONAL FOREST
- INDIAN RESERVATION



AREAS OF FUTURE STUDY



NATIONAL HISTORICAL PARK • MICHIGAN

UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE

cultural resources in the “Affected Environment.”) Public meetings would be held on the boundary adjustments.

- **Other research** — The park could also provide important opportunities for academic research in ethnography, archeology, and social, cultural, technological, and economic history. Part of the vision for the park is the development of those opportunities through cooperation and partnerships with academic institutions and individual scholars. The park would have a coordinated program to promote research opportunities and needs and to realize the park’s potential as a living laboratory.

ALTERNATIVE CONSIDERED AND REJECTED — MAJOR NPS OWNERSHIP

In September 1995 the National Park Service presented four alternatives for the future of Keweenaw National Historical Park for public comment. One of those alternatives, alternative 3, proposed that the National Park Service would acquire, in fee or less than fee, virtually every significant resource and property within the boundaries of the Quincy and Calumet units of the park. Under alternative 3 as proposed, all interpretation and other visitor services necessary in the park would be provided by the National Park Service. Thus, there would be little need to establish and sustain cooperative efforts and partnerships with local governments and other public and private entities, as was proposed in the other three alternatives.

Upon further evaluation, the National Park Service has determined that alternative 3 as proposed would not be desirable or feasible because (1) it defeats the entire purpose of a true partnership effort as envisioned in the park's enabling legislation and desired by the local supporters who lobbied so diligently for the park's establishment, and (2) because of the tremendous costs that would be involved for acquisition and implementation. In this time of fiscal conservatism at the federal level, such capital investments on the part of the federal government would not be likely.

Perhaps more importantly, the greater cost of implementing such an alternative would be the good will that would be lost should the National Park Service become the major landlord, particularly in the Calumet unit. Thus the National Park Service decided not to consider alternative 3, as proposed in September 1995 any further.

In addition, alternative 3 included a proposal to add four new units within the boundaries of the park. Unlike more traditional units of the national park system, however, placement inside the boundary does not equate with full NPS acquisition; rather, placement in the boundary triggers eligibility for technical assistance and preservation assistance grants. Included in those four units were:

about 2,000 acres of the Cliff Mine site (historic area) to be owned by the National Park Service

Mason, Tamarack City Stamp Mill, Torch Lake shoreline (this would involve limited NPS ownership and include primarily the stamp mill, reclamation plant area, and area surrounding Mason)

all of Laurium, with limited NPS ownership

the east Hancock Neighborhood and Downtown Quincy Street Historic Districts in Hancock

Of those four proposed additions to the park, two have been dropped from any further consideration at this time — the Village of Laurium and the historic districts in Hancock. A boundary study on the Cliff Mine, Painesdale, and Torch Lake areas would be undertaken under all alternatives in this *General Management Plan* (see the "Future Plans and Studies Needed" chapter).