

Purpose of and Need for the Plan



INTRODUCTION

BRIEF DESCRIPTION OF THE PARK

Keweenaw National Historical Park is in the western region of Michigan's Upper Peninsula (see Vicinity map). This region of the Upper Peninsula, known for its copper mining history, is also known as the Lake Superior Copper District. This district includes Isle Royale, the Keweenaw Peninsula, and the area to the southwest to the Black River near the Wisconsin border. The Keweenaw Peninsula extends about 100 miles into Lake Superior and averages about 25 miles in width. The Copper Range, a highland that forms a spine along the length of the peninsula and beyond, is about 600 feet above the lake level. The Copper Range once held vast deposits of copper and, of course, the mining companies that extracted the copper.

Along this spine, near the center of the peninsula, is Keweenaw National Historical Park. Evidence of the copper industry on the Keweenaw is prominent at the park's two units (Quincy and Calumet) as well as at several other mining locations and communities (see Keweenaw National Historical Park and Cooperating Sites map).

The Quincy unit, with about 1,120 acres, is just northeast of the community of Hancock and adjacent to Portage Lake. This unit includes the remnant structures and mines of the Quincy Mining Company and its associated historic landscape. The Quincy Company operations stretched northeast to southwest along the hill above Portage Lake and the city of Hancock.

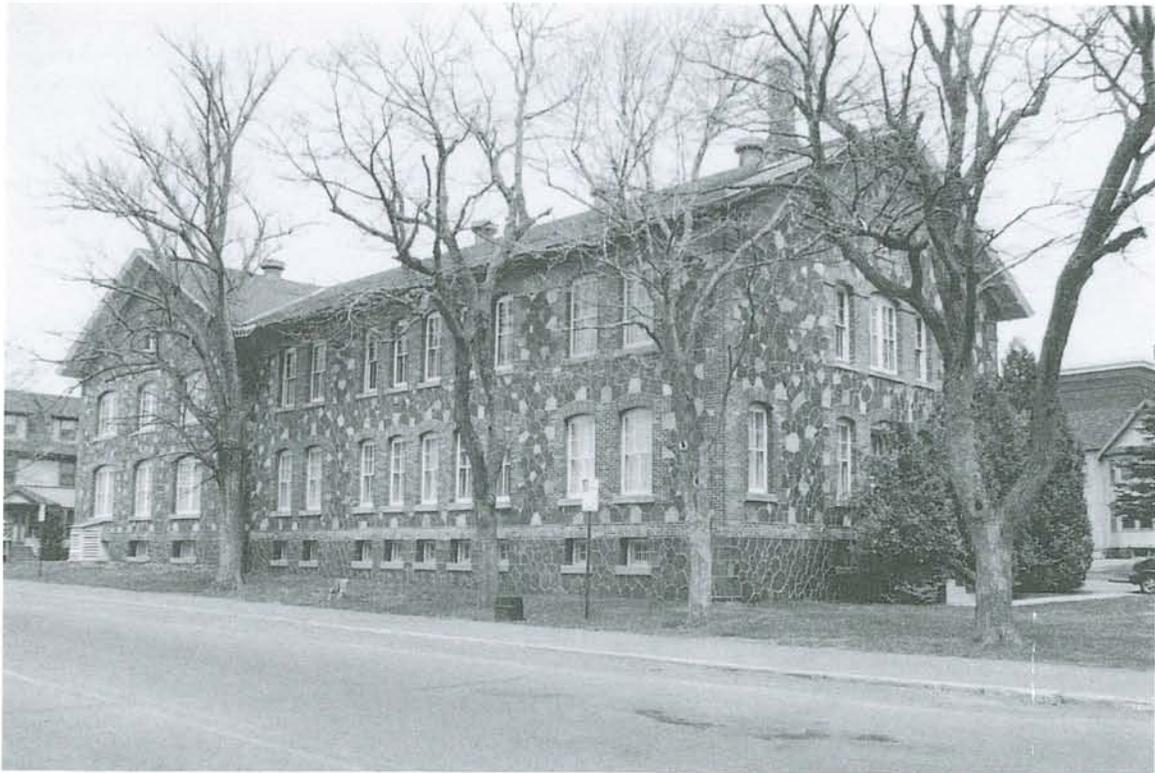


Lithograph of Hancock and Houghton, with Quincy Mining Company operations in the background, 1913. From Keweenaw National Historical Park collection.

There are seven Quincy mine shafts and surface works, and below the mines are several subdivisions of company housing. There are also remnant company administrative and service buildings and managers' residences. Two of the significant structures are the #2 shaft-rockhouse, which is built over a shaft that eventually reached 9,300 feet on the incline, and the #2 hoist house, which houses the world's largest hoisting engine. The Quincy smelter is also nearby, the only remaining smelter associated with 19th century Michigan copper mining. The integrity of this area is still very high; modifications have been minimal.

The Calumet unit, with about 750 acres, includes the historic mining community of Calumet, which is about 11 miles north of Hancock, Michigan, and more than 4 miles from Lake Superior. This unit includes remnant

administrative structures, mine buildings, and the associated historic landscape of the Calumet and Hecla Mining Company (hereafter referred to as the C & H Mining Company or the C & H), and the supporting commercial and residential areas of the Village of Calumet and Calumet Township. The Calumet lode, which provided half the dividend wealth of the entire district, was originally divided into the Calumet Mining Company on the north and the Hecla Mining Company on the south. The two companies merged in 1871 to become the C & H Mining Company. Many of the most significant structures on the Hecla side are in fair to excellent condition. Of the four remaining headframes built by the C & H Mining Company, Osceola #13 is within the park's Calumet unit. (The other three — Centennial #3, the contemporary Centennial #6, and the Kingston — are outside the park.)



*Calumet and Helca, general office building (location of park headquarters).
Photos by Joseph Mihal, circa 1995, and used by permission.*

The Calumet side also retains an impressive number of significant structures that are in good condition. Approaching Calumet from the main access (Red Jacket Road), important elements of the past are immediately visible, including the C & H administrative buildings, warehouse, pattern shop, machine shop, library, roundhouse, blacksmith shop, and bathhouse. Calumet (originally the Village of Red Jacket) grew up on the northwest edge of the C & H mine location. Except for Agassiz Park, the Village of Calumet retains considerable integrity of setting. The everyday life of this working town is represented in commercial and domestic building types and in interiors as well as facades.

For a more detailed description and historical background, see the description of cultural resources in the "Affected Environment" section and appendix A.

ESTABLISHMENT OF THE NATIONAL HISTORICAL PARK AND THE ADVISORY COMMISSION

The Park

The concept of a national historical park commemorating the significance of copper mining on the Keweenaw Peninsula surfaced in northern Michigan in 1974. In response to a congressional request, the National Park Service prepared national historic landmark nominations for historic districts at Calumet and the Quincy Mining Company properties in 1988. These nominations evaluated the districts' national significance and briefly reported on options for NPS involvement in the preservation of Keweenaw copper mining history.

Local support and another congressional request resulted in another NPS report for Congress — *Study of Alternatives, Proposed Keweenaw National Historical Park* (NPS 1991). This study focused on the Quincy Mining Company Historic District and the Calumet Historic District, which had been designated as national historic landmarks in February and March 1989, respectively. Based on the findings of these

studies, Congress passed Public Law 102-543, signed October 27, 1992, establishing Keweenaw National Historical Park (the park) in and around Calumet and Hancock, Michigan (see appendix B). The park's boundaries have not been finalized and are subject to modification pending further study and public involvement. Current planning is based on an interim boundary description published in the *Federal Register* on November 24, 1993.

In January 1993 the first superintendent was assigned to the park, and a park office was established in Calumet. Since then the park has gained a full-time historical architect and a park historian and planner who are on term appointments. Administrative services for the park are provided by the staff at nearby Isle Royale National Park headquarters in Houghton.

The Commission and Its Operating Authorities

The 1992 legislation also established the Keweenaw National Historical Park Advisory Commission. The commission is charged with advising the secretary of the interior in the preparation and implementation of this *General Management Plan* (see "A Partnership for the Park and Peninsula — The Foundation" chapter for more information on the commission's responsibilities).

Comprised of seven members who are appointed by the secretary of the interior, the commission meets quarterly to provide assistance and advice in planning for the development of park resources and programs. Five of the members, while appointed by the secretary, are nominated by the following entities identified in the legislation: the Calumet Village Council, the Calumet Township Board, the Quincy Township and Franklin Township Boards, the Houghton County Board of Commissioners, and the governor of Michigan. The remaining two are appointed based on their familiarity with historic preservation and national parks. Commission members serve without pay. In general their term is for three years.

COOPERATING SITES

The cooperating sites associated with Keweenaw National Historical Park provide visitors to the area with places to learn about park stories, especially during the early years of the park's existence before NPS facilities are developed. These sites are public or commercial facilities. The park superintendent has established informal (verbal) agreements with these site owners or managers using the following two basic standards for selection: (1) the site has a direct relationship to at least one aspect of the copper mining story of the Keweenaw Peninsula, and (2) the site is open to the public on a regular basis.

Even when NPS facilities become available to visitors, cooperating sites will still provide important depth to the visitor experience and will further demonstrate the important role of using partnerships to tell the park stories to visitors from throughout the nation. These cooperating sites are listed below; see appendix C for details about them. Site locations are shown on the

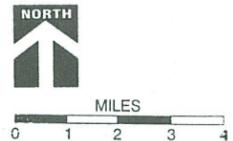
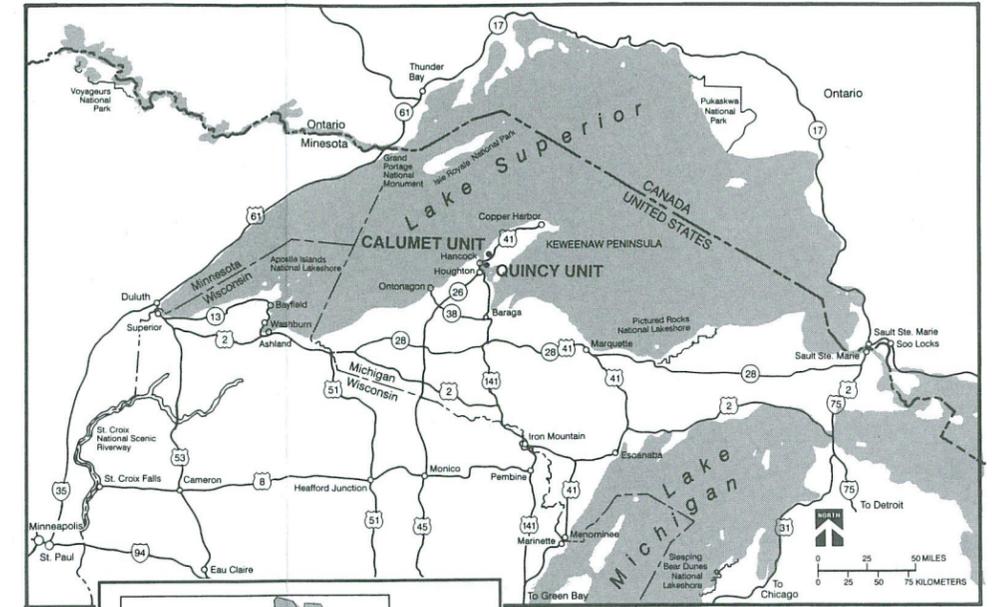
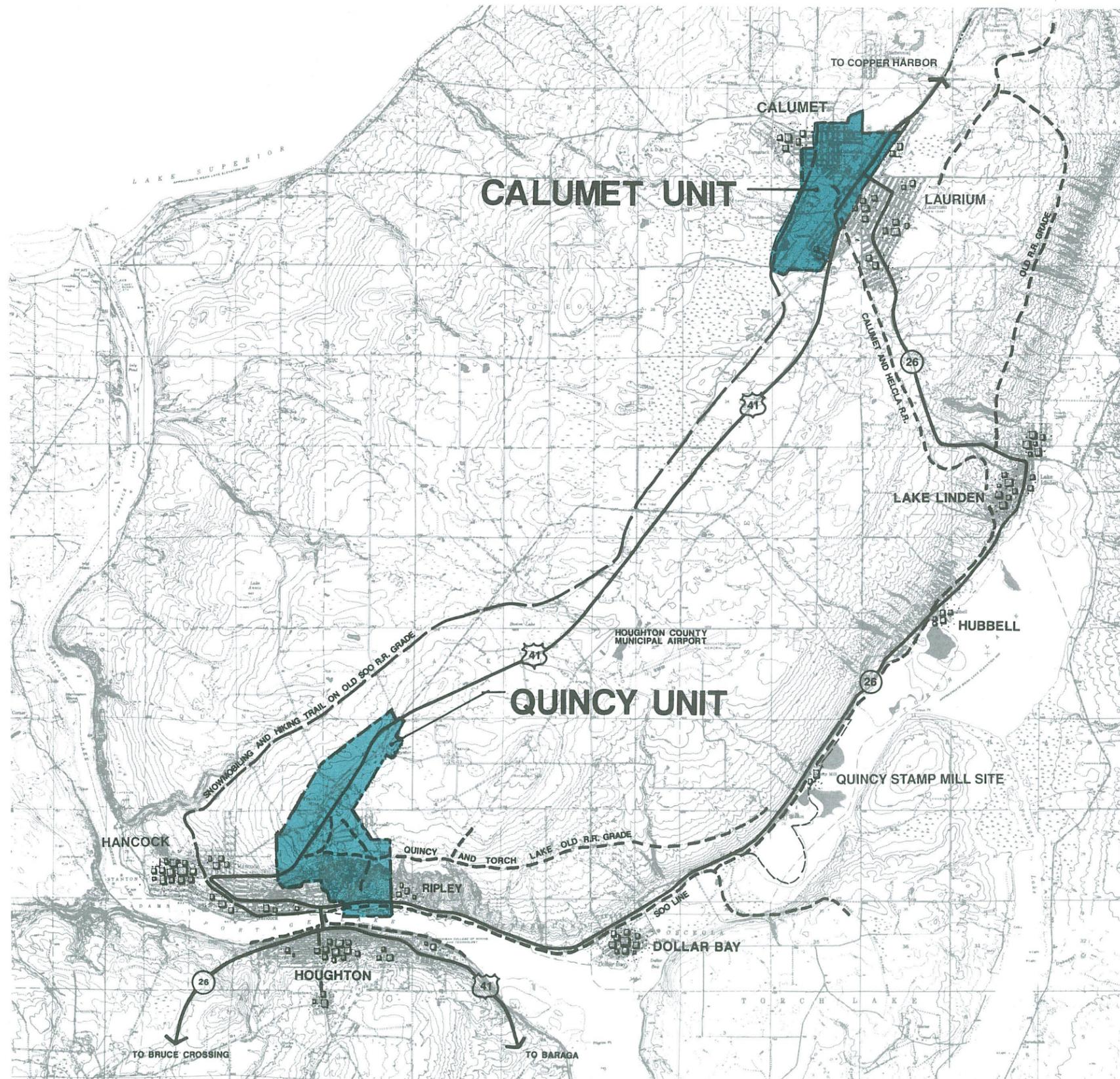
Keweenaw National Historical Park and Cooperating Sites map

Copper Range Historical Museum
Delaware Copper Mine
F. J. McLain State Park
Fort Wilkins State Park
Hanka Homestead
Historic Calumet (all in Calumet unit)
Calumet Theatre
Coppertown USA Mining Museum
The Keweenaw Heritage Center at St. Anne's
Upper Peninsula Firefighters' Memorial Museum
Houghton County Historical Museum
Keweenaw County Historical Museum
Laurium Manor tours
Old Victoria
Porcupine Mountains Wilderness State Park
Quincy Mine Hoist and Underground Mine (in Quincy unit)
Seaman Mineral Museum



Calumet and Helca Pattern Shop, now Coppertown USA Mining Museum, 1995.

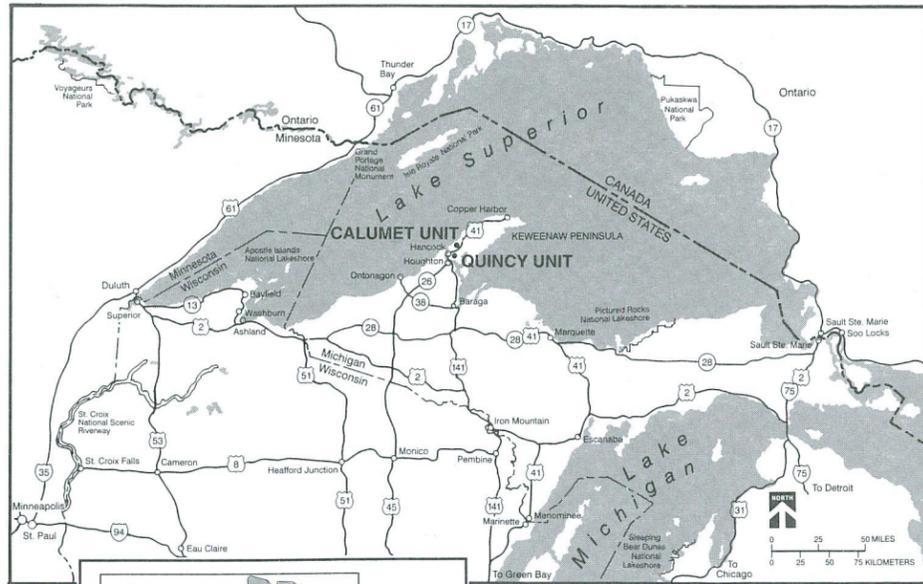
Photo by Joseph Mihal and used by permission.



VICINITY
KEWEENAW



NATIONAL
HISTORICAL
PARK • MICHIGAN
UNITED STATES DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE
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CALUMET UNIT
 • Calumet Theatre
 • Coppertown USA Mining Museum
 • Upper Peninsula Firefighters' Memorial Museum
 • The Keweenaw Heritage Center at St. Anne's



QUINCY UNIT
 • Quincy Mine Hoist and Underground Mine



SEAMAN MINERAL MUSEUM



McLAIN STATE PARK



COPPER RANGE HISTORICAL MUSEUM



HANKA HOMESTEAD



OLD VICTORIA



PORCUPINE MOUNTAINS WILDERNESS STATE PARK



KEWEENAW COUNTY HISTORICAL MUSEUM



FORT WILKINS STATE PARK



DELAWARE COPPER MINE



HOUGHTON COUNTY HISTORICAL MUSEUM



KEWEENAW NATIONAL HISTORICAL PARK UNIT



COOPERATIVE SITE



STATE FOREST



STATE PARK



NATIONAL FOREST

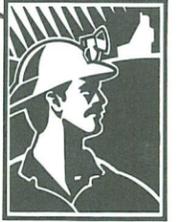


INDIAN RESERVATION



KEWEENAW NATIONAL HISTORICAL PARK & COOPERATING SITES

KEWEENAW



NATIONAL HISTORICAL PARK • MICHIGAN

UNITED STATES DEPARTMENT OF THE INTERIOR
 NATIONAL PARK SERVICE

PLANNING CONSIDERATIONS AND PROCESS

Several steps are required to develop a foundation for a general management plan. After defining the purpose and need for the plan, the most important step is identifying the purpose and significance of the park. The park's enabling legislation is the primary source of this information. With those in place, the next steps are: identifying the issues and the obstacles to preserving, protecting, and interpreting the park resources; identifying the assumptions being made; and developing the management objectives, interpretive goals, interpretive themes, and the desired visitor experience for the park. With an analysis of other plans or studies being done that might have an affect on or have relevance to the general management planning effort, the foundation for the plan is firmly in place. The following sections describe the foundation for Keweenaw National Historical Park management.

PURPOSE OF AND NEED FOR THE PLAN

The National Park Service is required to prepare general management plans to guide the administration and development of national park system units. These plans provide guidance for NPS managers, generally for 10 to 15 years, on how to protect a park system unit's natural and cultural resources while providing opportunities for visitors to understand, enjoy, and appreciate the reasons for which the park unit was established.

The purposes of this *General Management Plan* are:

- Provide a broad framework to accomplish legislative objectives.
- Involve appropriate constituencies for advice on major decisions.
- Recommend ways to protect significant resources.
- Relate development to preservation and interpretation needs.

- Identify park audiences and determine how to best communicate major messages.
- Prepare the groundwork for drafting cooperative agreements with appropriate agencies and organizations to ensure preservation and interpretation of the park and its stories.

This *General Management Plan* represents the efforts of the National Park Service and the Keweenaw National Historical Park Advisory Commission, in consultation with representatives of the state of Michigan; Keweenaw and Houghton Counties; the cities of Houghton and Hancock; the Village of Calumet; Calumet, Quincy, and Franklin Townships and their residents; the park's cooperating sites (explained earlier); and the members of the public who sent in response forms and participated in public meetings and workshops.

PURPOSES OF THE NATIONAL HISTORICAL PARK

The purposes of Keweenaw National Historical Park, as stated in Public Law 102-543, and as refined in public workshops are:

- Tell the story of the role of copper in the development of an American industrial society and the effects on the Keweenaw Peninsula of providing that copper.
- Identify, study, and preserve the nationally significant historical and cultural sites, structures, districts, landscapes, and other resources of the Keweenaw Peninsula for the education, benefit, and inspiration of present and future generations.
- Interpret the historic synergism among the geological, aboriginal, sociological, cultural, technological, economic, and corporate influences that relate the stories of copper on the Keweenaw Peninsula.

- Develop and sustain into the 21st century the park and the community through a blend of private, local, state, and federal management, investment, and ownership.

SIGNIFICANCE OF THE PARK

The significance of Keweenaw National Historical Park is the story of copper and its relation to the development of an industrialized society in the United States.

The story of copper is significant because of the following:

- Copper was ideal for electrical and military applications, and it enabled the widespread distribution and use of electricity, which fostered a major industrial and societal revolution in the United States.

The Keweenaw Peninsula is significant to the story of copper because of the following:

- The peninsula was a unique geologic occurrence in the world — it (and nearby Isle Royale) was the only area in the world where economically abundant quantities of pure, elemental copper occurred. The copper was found in three major geologic settings: fissures, amygdaloids, and conglomerates. The commercial abundance of copper on the peninsula ensured developers of electrically based applications that large, inexpensive quantities of copper would be available, thus helping to launch a fundamental change in American society.
- The peninsula contains the remnants of the oldest known metal mining activity in the western hemisphere, dating from about 7,000 years ago.
- The peninsula contained copper that could be profitably mined and refined by techniques available in the 19th century. As a result, it was the largest copper-producing region in the United States from 1845–87 and an important source of copper to the world

during this period. Its production expanded even after 1887, reaching a peak in 1918.

- The peninsula was the location one of the nation's earliest mining rushes, preceding the California gold rush by six years; this copper rush produced more wealth for U.S. industrialization than the gold rush.

The resources in the Calumet and Quincy units are significant to the development of an industrial society because of the following:

- These sites represent the greatest longevity, productivity, and technical innovation of mining copper on the American continent, and they portray elements of the industry — mining and milling technology, immigration and ethnic settlement, paternalism and company towns, and labor organizations — that continued from prehistoric times until 1968.
- These sites attracted immigrants from many countries; their arrival, employment, and productivity provided a foundation for the development of an industrial society.
- Major events in a 1913–14 strike took place at these sites; this strike elicited national attention and crippled the famed Western Federation of Miners.

CURRENT ISSUES

The following issues were identified during the planning process and represent some of the primary obstacles to preserving and protecting the resources and providing for visitor use and interpretation of the story. Additional issues may be identified in the future.

The Commission's Operating Authorities

When President Bush signed the legislation that established Keweenaw National Historical Park, he specifically withheld activation of the commission's legislatively granted operating

authorities because of incongruities in the legislative language related to how the commission members would be appointed. Rectifying this incongruity will require congressional action.

Resource Management

The park contains many historic resources that are important to the historic scene and to the story of copper. Many will be lost if they do not receive protection soon. There are more resources than can be feasibly protected in the near future given the limited financial resources in the public and private sector. There is currently no mechanism to determine which are most significant and how they should be protected and used.

Park Integrity and Community Growth

Maintaining the integrity and character of the park's historic landscapes is critical to visitors understanding the stories and significance of the park. Although some protection is afforded the park units by their status as national landmarks and listing on the National Register of Historic Places, there are few regulatory mechanisms in place to ensure compatible development in and around the park.

Because most of the properties included within the park's boundaries will remain in private ownership, the major responsibility for maintaining and enhancing the historic character of the park's resources will fall to private citizens. This will be an increasingly complex challenge because the park's existence creates an attractive environment for investment and development. New commercial development in Calumet Township has already threatened the historic character and integrity of the Calumet unit and recent development proposals near Quincy also raise concerns.

Policies and plans to protect the park's resources must recognize the dynamic nature of

communities in and around the park as places experiencing accelerating change.

Community Impacts

Calumet was designed primarily as a pedestrian community that was also served by mass transit. Calumet is just beginning to be challenged by the physical demands of increasing tourism traffic. As the park grows and visitation increases, Calumet faces a major challenge of accommodating visitors, residents, and business customers and their automobiles while preserving the historic character of the area. Also, park growth could be a factor in potential increases in property values and resultant property tax increases.

Park Staffing

The current staffing level will not accommodate the expected increase in visitor use or handle the variety of activities necessary to make the park operational.

Partnership Coordination

The creation of this park was the culmination of the efforts of an enthusiastic group of community leaders. Now the National Park Service, the state of Michigan, and the Keweenaw community are challenged to work together to make the park a success. The community leaders and the different interests they represent are eager to define their new roles as partners and find ways to contribute substantively to the park's development.

Many of the groups have developed their own plans for ownership and development of historic resources within the park. Many are in the process of implementing these plans and are pursuing their own separate fund-raising activities.

The National Park Service also is eager to define its role as a partner. Within its limited staffing and funding, the NPS management strives to

promote, protect, and develop the park using a variety of strategies currently available, but these efforts often do not meet the expectations of the partners.

Cooperative Agreements

The relationships between cooperating sites and the park are currently informal and based on verbal agreements and the posting of cooperating site signs. This does not provide for a clear understanding and agreement between the parties concerning their roles, responsibilities, and liabilities associated with the relationship.

Visitor Experience

Although some of the cooperating sites are open to visitors on a year-round basis, there are no year-round park orientation and interpretation services. Much must be done yet to ready the park for visitors, and many decisions need to be made about where visitors would be directed to begin their visit and how best to tell the park stories.

Boundary Concerns

The legislation that established the park directed the secretary of the interior to establish the boundaries for the units of the park, concentrating on the Quincy and Calumet National Historic Landmark Districts. The current boundaries of the Calumet and Quincy units, however, are interim boundaries. Subsequent to the establishment of those interim boundaries, minor boundary adjustments and other historic areas have been identified by various groups for possible addition to the park to ensure that all the significant resources related to the copper story on the Keweenaw are protected and interpreted.

NPS Acquisition or Management of Contaminated Property

Past activities associated with the mining and processing of copper ore resulted in the use or generation of various hazardous materials. It is unclear what contamination may exist at the various sites in the park and whether those likely to have some contamination pose any threats to human health and safety or to the environment. The answers to these questions may affect the park's ability to acquire or manage certain properties in the future. The park's enabling legislation clearly states in section 4(d) that

[t]he Secretary shall not acquire any lands pursuant to this Act if the Secretary determines that such lands, or any portion thereof, have become contaminated with hazardous substances (as defined in the Comprehensive Environmental Response, Compensation, and Liability Act . . .).

This language is very restrictive, because it prohibits the National Park Service from acquiring any contaminated properties, even if they do not pose a threat to human health or to the environment. The Department of Interior policy that usually guides NPS actions regarding the acquisition of contaminated property is less restrictive. While this policy generally prohibits the acquisition of contaminated properties, it allows the departmental agency to weigh the benefits of acquisition against relevant costs, including fair market value of the property, remediation costs, and potential damages. One issue is whether it is in the best interest of the public to retain the more restrictive language in the park's establishing legislation. If retained, it could substantially limit what properties the NPS could manage, receive through donation, or purchase.

Of further issue is what liability may the National Park Service incur through acquisition or significant management control of sites under such authorities as the Comprehensive Environmental Response, Compensation, and Liability

Act (CERCLA, 42 USC) 9601 et. seq.¹ and the Resource Conservation and Recovery Act.

PLANNING ASSUMPTIONS

These assumptions are a guide for understanding what may be feasible at the park and are another part of the basis of the plan. The following assumptions have been made for this *General Management Plan* for Keweenaw National Historical Park:

1. NPS involvement in the preservation, interpretation, and management of resources within the core industrial area in the Quincy and Calumet units is critical to comprehensive visitor understanding and appreciation of the park.
2. The park will have limited federal funding.
3. The National Park Service cannot fulfill the vision by itself. The vision of the park will only be fulfilled through the establishment of sound partnerships among the National Park Service and local governments, other public and private entities, and the residents of the area.
4. Partners are expected to continue developing their funding base, but they cannot be expected to be the primary financial source.
5. Tourism to the Keweenaw Peninsula will continue to grow.
6. The National Park Service will not be a major landholder on the Keweenaw Peninsula.
7. The park will be one of many major attractions on the peninsula.
8. The commission's operating authorities will be activated in the near future.

9. Limited preservation and interpretation of the copper story will continue throughout the Keweenaw Peninsula without the National Park Service.
10. The park encompasses resources that will continue to be dynamic communities in which residents will continue to live, earn their livings, and raise their families.

MANAGEMENT OBJECTIVES

Management objectives, established for each NPS unit, provide a framework for conserving park resources, integrating the park into its surrounding environment, and accommodating public use in accordance with NPS management policies. Following are the management objectives for Keweenaw National Historical Park.

Interpretation

Visitors will understand the copper mining story and its impact on the industrial advancement of the nation and world as well as on the environment and the people who were a part of that story.

Resource Preservation

The National Park Service will strive to work with the community to identify and protect the significant natural and cultural resources of the park within available means.

Education

Information related to the park's resources will be presented to the public and educational community as a learning laboratory that fosters a greater understanding and appreciation of cultural heritage.

1. For a comprehensive overview of this act, see the NPS 1994 *CERCLA Guidance Manual*.

Visitor Safety

Keweenaw National Historical Park will be designed and operated to ensure a safe environment.

Partnerships

The National Park Service will maintain strong partnerships with the local community, the local governments, and the state, as well as with other agencies and private organizations, to provide for historic preservation, associated resource protection, interpretation, and visitor services.

Research

The park will have an active research program using a variety of public, private, and academic partners.

INTERPRETIVE GOALS

Interpretive goals, achieved through planning, design, development, and operation, help to fulfill the vision for the park. Based on the purpose and significance statements, these goals provide guidelines for making decisions concerning desirable visitor experience opportunities.

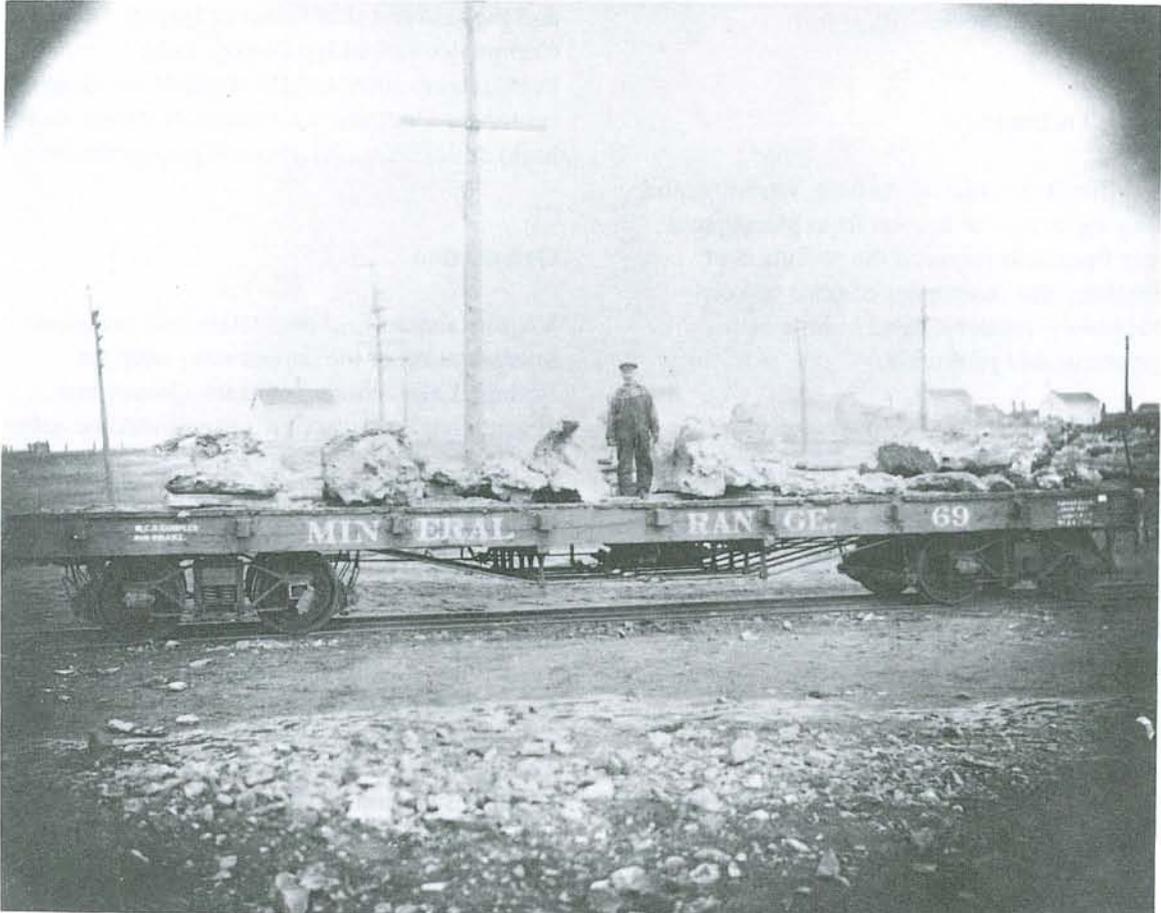
Opportunities will be provided for visitors and area residents to

- understand Keweenaw's natural, cultural, and industrial history and be able to relate it to the broader scope of American experience
- explore the diversity of Keweenaw's cultural resources and be inspired to participate in perpetuating the area's heritage
- obtain information necessary to safely, enjoyably, and easily visit Keweenaw's cultural and natural features, and visitor facilities, activities, and services
- acknowledge Keweenaw National Historical Park as an important national park area that preserves and interprets nationally significant resources
- understand the economic, environmental, and social effects of the Keweenaw copper industry, and wisely use, develop, and preserve natural resources in the future
- understand C & H's magnitude, complexity, and creativity, and appreciate the corporation's contributions to the community, the copper industry, and the nation
- understand Quincy Mining Company's role as a typical example of the rural industrial setting of many copper country mines
- experience current and historic lifestyles of the region to understand similarities and differences between contemporary and historic people
- participate in a diversity of activities appropriate for audiences with differing levels of interest, understanding, and sophistication
- receive current, accurate, and balanced information that presents all viewpoints and beliefs regarding the area's people, technology, and resources
- understand that Keweenaw's cultural landscape is the product of prehistoric, historic, and continuing changes in natural and cultural environments
- participate in an integrated interpretive program developed cooperatively by the National Park Service and other visitor service providers to offer a complete, balanced Keweenaw visitor experience, including aboveground and belowground experiences

PRIMARY INTERPRETIVE THEMES

Primary interpretive themes describe those ideas about a site that are so important that all visitors to that site should understand them. Based on the area's purpose and significance statements, themes provide guidelines for making decisions concerning which interpretive stories will be told

to visitors and what interpretive facilities will be required to tell those stories. The following themes and stories related to Keweenaw's copper country were developed during many community workshops held on the Keweenaw Peninsula and through several public review opportunities. An elaboration of the following primary themes can be found in appendix D.



Mass copper loaded on Mineral Range Railroad flatcar, circa 1895-1900.

Photo courtesy of Quincy Mining Company, from the Michigan Technological University Archives and Copper Country Historical Collections.

People's Lives

The rich copper resources of the Keweenaw Peninsula have had a long and profound effect on the lives of area residents.

Copper country miners and their families often led hard and difficult lives.

Immigrant families who began their American experience on the Keweenaw influenced life on the peninsula with their own rich cultural diversities.

Labor Management Relations

The history of labor-management relations on the Keweenaw reflects broad national patterns.

Corporate Paternalism

Corporate paternalism greatly influenced all aspects of public/social life.

Mining Technology

The difficulty of mining, milling, smelting, and delivering copper to market from Michigan's Upper Peninsula required the evolution of technology and economies of scale to keep Keweenaw's copper-related industries competitive and profitable.

Geology and Mining

As a mineral district, the Keweenaw hosts the greatest concentration of native copper in the world. It is the only major mining district in the world devoted to the extraction of native copper as its principal ore.

Natural Resources

Natural resources of Michigan's Upper Peninsula influenced Keweenaw's cultural landscape to create a special sense of place.

DESIRED VISITOR EXPERIENCE

Visitor experience may be described as those select memories, characterized by feelings rather than knowledge that people come away with after their contact with a place. Some visitors' best experiences occur informally. The cool feel and distinctive smell of a mine entrance on a hot summer afternoon, a stroll in the footsteps of historic residents along a village street, or the taste of ethnic food in a local restaurant may become a visitor's most memorable experience.

The following section describes the visitor experience for the park that should be met by the approved plan. (See appendix E for information about other interpretive planning efforts.)

The national park experience should begin before visitors arrive at the park. As they approach Houghton, their curiosity should be spurred by glimpses of the waterways, the bluffs, and the restored shafthouse of Quincy Mining Company overlooking Portage Lake. Publications distributed at regional information centers or a traveler's information station should build anticipation for upcoming opportunities.

Orientation

Visitors should find orientation and overview interpretation of the copper story near the Portage Lake crossing or at the Quincy unit. Orientation and overview areas should be easy to find and accessible to recreational vehicles and buses, and there should be ample parking. Orientation should offer accurate information and direction to sites and visitor contact facilities, historic areas, tour route options, and recreational opportunities throughout the region, especially those that tell specific chapters of the copper story. Visitors should be able to easily follow directions to attractions using several transportation methods. Overview interpretation should briefly introduce themes related to the region's copper story with equal emphasis on mining technology and social aspects. All information should provide visitors a regional perspective and a feeling that the area's orientation and interpretation programs related to copper are fully integrated among the National Park Service and partners in the community.

Within the national park units, full visitor services would be offered year-round, including a wide selection of interpretive materials and activities suitable for various audiences.

Quincy

Several restored buildings and remnants of other structures, some landscapes, and a variety of interpretive media should convey understanding of the vast mining and smelting operations on the Keweenaw Peninsula in general and the magnitude of the Quincy Mine and smelting works in particular.



*Quincy shafthouse no. 2.
From Keweenaw National Historical Park collection.*

Visitors should continue to have safe access to the underground mine tours offered at Quincy by the Quincy Mine Hoist Association, Inc. The visitor's experience underground should lead to better understanding of what mining activities were like in a typical Keweenaw copper mine, and appreciation of the conditions under which miners worked — constant danger and temperature extremes (from cold and wet in upper levels to hot in lower levels). Most visitors would probably consider these conditions scary, unfriendly, dark, and claustrophobic. Visitors could compare their own feeling about the miners' work environment with the feelings expressed by miners who daily worked 9,000 feet underground. Visitors should understand how class, ethnic, or skill differences determined who worked below the surface and who stayed above. Visitor appreciation of the enormous scale of operations should be enhanced when they find

themselves dwarfed by exhibited mine equipment, see a map of the mine's extreme depth and expanse, and look at historic photos that reveal the tremendous number of people required to keep the mine active. Also, visitors should have the opportunity to see the Quincy smelting works site along Portage Lake and learn about the copper smelting process and the interrelationship between the mine operation on Quincy Hill and the smelting works below.

Activities at Quincy should provide opportunities for visitors to understand that the Keweenaw Peninsula is the oldest area of metal mining in the western hemisphere, and that for many years mining technology evolutions at Quincy and surrounding mines drove the region's economy. Visitors should see exhibits and publications and hear audio tapes to understand how geology dictated the development of mining technologies. Broad views from the bluffs around the Quincy mine should provide visitors with a memorable view of the Keweenaw Peninsula.

Calumet

As visitors travel from Quincy to Calumet, they drive through a forested highway corridor where the landscape changes from a rural, mining area to a residential community setting. After visiting Calumet's industrial core and downtown districts, visitors should appreciate the magnitude of the C & H Mining Company and its influence upon development of a planned community. Visitors should find opportunities to understand the village, the C & H industrial core the surrounding landscapes, and the lifestyles of past and current residents. Visitors should have the opportunity to understand the cultural expressions of the varied ethnic groups that populated the Keweenaw, which are reflected in part in historic structures and landscapes. In some areas visitors might feel they have stepped back in time as they explore the C & H industrial district or walk Calumet's streets to see architecture that ranges from a typical miner's house to a Gothic Revival church; in other areas they could see more modern construction that

PURPOSE OF AND NEED FOR THE PLAN

reflects the continuing cultural and economic evolution of the area.

Visitors might compare the historic activity with the modern activity they see. As today, everything then was nearby, and activity was constant

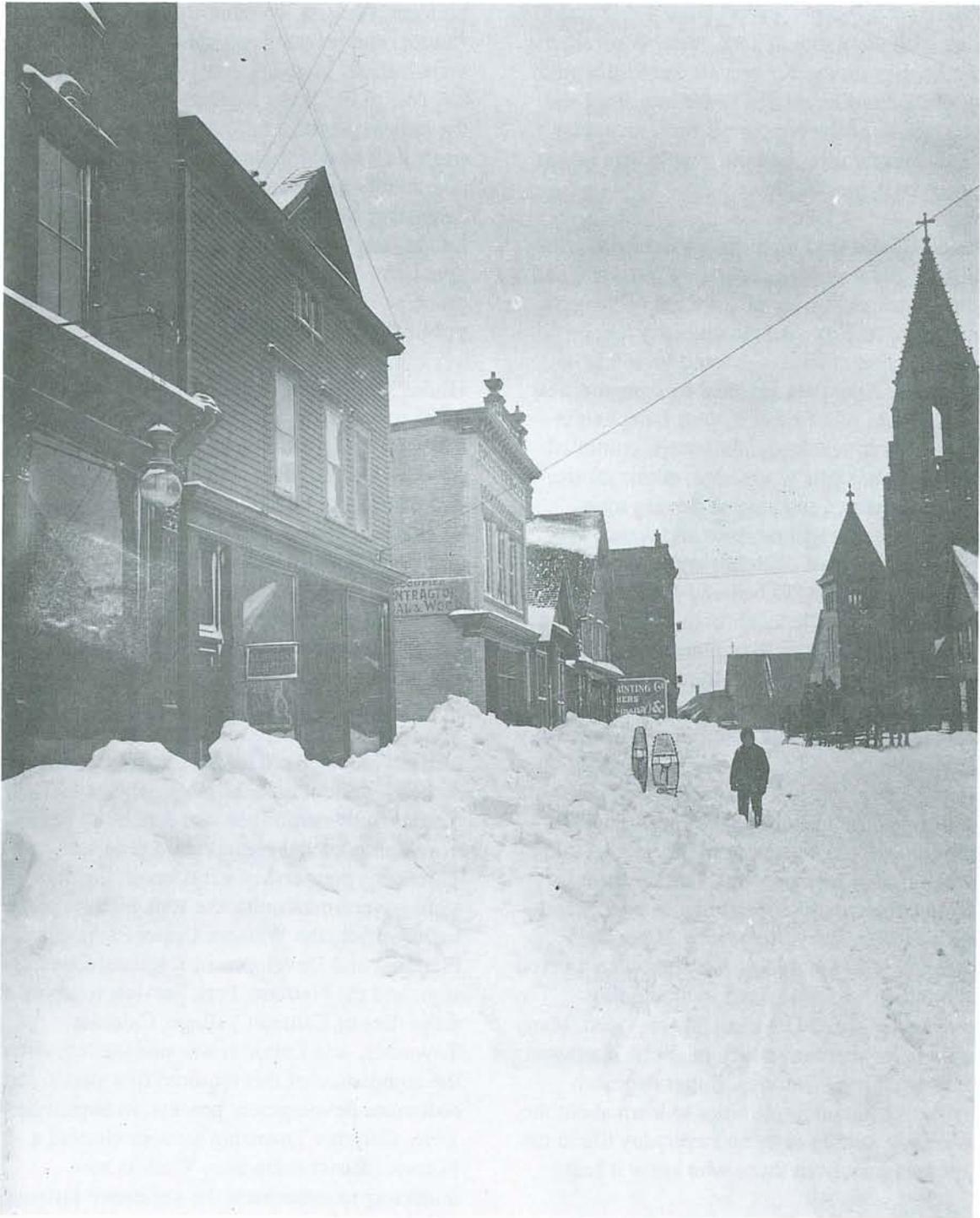
as people walked to churches, mine shafts, markets, and schools. Today's visitors and residents might find less noise, dust, and commotion, but they should discover ethnic and cultural diversity and many attractions within easy walking distance.



*Churches in Calumet, circa 1995.
Photo by Lynn Bjorkman*

Visitors who spend time in the industrial core area of the park should feel that they are in the center of activity of a corporate giant — a place of business, industry, and machinery. The size of the structures and the expanse of the industrial district show the magnitude, complexity, and creativity that spanned 100 years of C & H mining history. The exterior of all remnant mine buildings and administrative structures associated with the C & H Mining Company would continue to be seen from the street, and there should be some opportunities to see interiors. Some historic structures should be used as interpretive facilities; many might be adapted for other uses. Visitor experience should be enhanced by simulating the noise, smells, and the hustle and bustle of activity that would have been present in certain places during the historic period depicted.

In Calumet's downtown historic district, visitors should have the opportunity to experience a company town — but not a company town that reflects oppressive systems such as those that could be found in Europe and many other company towns in the United States. Calumet's roads, utilities, stonework structures, schools, and amenities should reflect the stability and sense of community encouraged by the C & H Mining Company. Today's visitor should find evidence of Calumet's history and culture, which included theaters, bars, churches, cemeteries, a library, social clubs, transportation systems, and parks. And they should learn and see how Calumet's corporate and social heritage has lived on long after the decline of the copper industry.



*South end of 5th Street, Red Jacket Village (now Calumet Village), circa 1914.
Photo courtesy of the Michigan Technological University Archives and Copper Country Historical Collections, Roy Drier Collection.*

Cooperating Sites

Along with the national park, many other sites and activities on the Keweenaw Peninsula offer visitor experiences related to the industrial and social stories of the copper country, including several communities and the people who make Keweenaw a special place.

Visitors should find high-quality exhibits, publications, and tours at cooperating historical and cultural sites. A variety of activities — ranging from single facility visits to multiday tours including several sites — should be available year-round. Activities initiated by communities could include folk festivals, craft fairs, exhibitions, artists in residence, museums, costumed interpretation, skills workshops, ethnic music, dance and theater, walking or driving tours through ethnic neighborhoods and scenic landscapes, tours of churches and restored structures, and visits to bed-and-breakfasts or restaurants to sample local foods. Visitors should also find opportunities to explore other areas of the region on their own and to participate in hands-on activities such as archeological digs at industrial sites, building restoration, and artifact stabilization.

The heart of the visitor experience throughout the region should be stories of the people, told through first-person accounts that create a personal, interactive opportunity to understand the Keweenaw story. Interviews of people associated with the mining industry, who worked in the mines, and who lived in the mining communities should be available on video. Many people in local communities might be interested in telling their own stories. Either approach provides visitors opportunities to learn about the Keweenaw mining story and everyday life in the copper country from those who knew it best.

RELATIONSHIP TO OTHER PLANNING EFFORTS

Success in preserving the park's historic and architectural resources will depend on the collective actions of many groups and individuals,

including government officials, land developers, builders, bankers, community service organizations, and private property owners. Among these various interests, local government plays a key role; it holds the legal authority to regulate the maintenance and growth of the physical environment within its jurisdiction. In addition, community and economic development projects sponsored by local governments — and often undertaken in concert with state and federal agencies — frequently affect the built environment, as in the case of street improvement and public facilities projects.

Under Michigan's Local Historic Districts Act, local government units can adopt ordinances that allow for the creation of a commission composed of local residents who can designate structures and districts of historic significance, regulate work done on designated buildings, and establish and implement goals and objectives for preservation in the community. Historic district ordinances are recognized as the most effective tools for preserving a community's historic resources.

The need for an historic district ordinance was officially recognized by the Calumet community and government units in 1993, when a historic district study committee was formed to begin developing a local preservation program. Through a partnership effort involving three local government units, the state historic preservation office, the Western Upper Peninsula Planning and Development Regional Commission, and the National Park Service, a survey of properties of Calumet Village, Calumet Township, and Laurium was undertaken. After the completion of this required first step in the ordinance development process, in September of 1996, Calumet Township trustees enacted a historic district ordinance. Work is now underway to implement the ordinance through the designation of a historic district, the adoption of design guidelines, and the appointment of a permanent commission. Progress has also been made on establishing a similar ordinance for Calumet Village.

Other local land use and aesthetic regulations can also support preservation efforts. Within the park's Calumet Unit, Calumet Township and Calumet Village have enacted zoning ordinances. Although specific regulations vary, each ordinance establishes use districts; regulations for signs, parking, and building height and bulk; and procedures for permitting, administration, enforcement, and appeal. There are no comparable controls for land and building development within the Quincy unit of the park, which lies in Franklin and Quincy Townships.

While in general there is a lack of strong regulatory mechanisms in place to control incompatible development in and around the park units, local interest in comprehensive land use planning has been increasing. As an outgrowth of a community strategic planning effort in the Calumet-Laurium area during 1993, the Western Upper Peninsula Planning and Development Regional Commission, the National Park Service, and several business and community representatives presented a series of workshops in April 1994. These workshops were held to assess the willingness of residents in several jurisdictions of northern Houghton County to develop a comprehensive growth management program. At all of the meetings, strong support was expressed for land use planning as a key tool in protecting the area's assets. Workshop participants also agreed that the success of such efforts would depend upon a high degree of control by residents in developing and implementing regulations.

Building upon these workshops, a series of public information sessions were held in the fall of 1996 to introduce local residents to specific planning tools and techniques used effectively by other Michigan communities. This project, jointly sponsored by several public service and environmental groups, also included a survey of county residents, assessing their views on specific issues related to land use planning and the preservation of community character.

Another planning effort that could positively impact the park is a study of the U.S. Highway 41 corridor between the Quincy and Calumet

units, which was organized by the Western Upper Peninsula Planning and Development Regional Commission. The study will provide recommendations for ensuring that building development within the corridor protects and enhances the historic, scenic, and recreational potential of the highway as a link between the park units. A first phase of the study — an inventory including data related to property ownership, zoning, and historic resources — has already been completed.

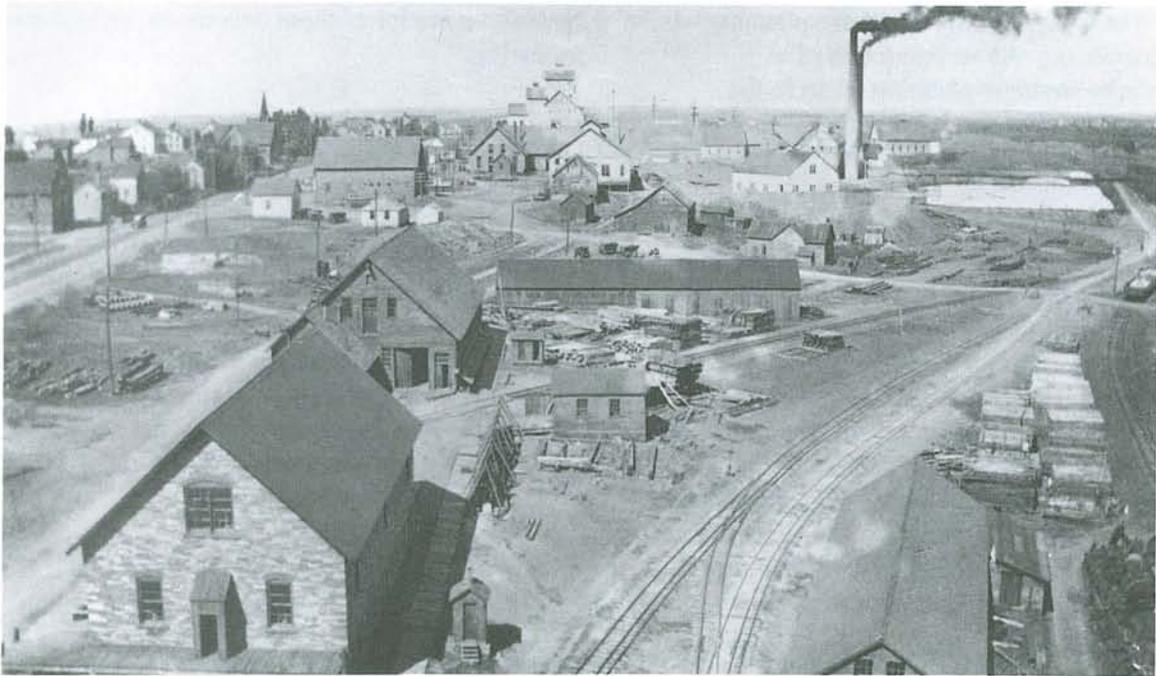
In addition, a number of planning studies completed during the past 20 years by various private groups and government entities can serve as references in guiding current planning efforts. Notable examples of these documents include the following:

- *The Michigan Copper Mining District: Historic Resources Management Plan* (WUPPDR 1990) establishes historic themes for the region and relates sites to these themes, with suggestions for interpretation and management.
- *The 1979 Calumet Downtown Historic District Plan* gives recommendations for actions to preserve and protect the historic character and economic viability of Calumet's downtown area.
- *The Overall Economic Development Program Update*, published by the Western Upper Peninsula Planning and Development Regional Commission in 1994, provides an analysis of the area's natural, economic, cultural, and social resources and presents goals and objectives for regional economic development.

The activities of local development authorities, as well as other economic and community development initiatives, can also impact historic resources. As provided by Michigan law, Calumet Village and Calumet Township have created Downtown Development Authorities, which levy additional taxes on property owners within these districts to raise revenues for special projects. The Calumet Village authority, for

PURPOSE OF AND NEED FOR THE PLAN

example, is currently assisting in the funding of a project that will restore original brick paving along the village's primary commercial street. Within Calumet Township, a 70-acre parcel near the park has been designated as part of a Renaissance Zone, a state-created initiative intended to spur economic development through tax abatements. Other projects in the park sponsored by local government units — including housing and infrastructure rehabilitation in Calumet — have been funded through federal grants, which require a review to determine the project's effect on historic resources.



Looking north from no. 2 shaft, no. 6 shaft in the background, Quincy Mining Company, circa 1915. Photo courtesy of the Michigan Technological University Archives and Copper Country Historical Collections.