

## Chapter V: Landscape Management Philosophy & Management Issues

### Landscape Management Philosophy

The publication *The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes* provides professional standards and guidance for treatments to cultural landscapes listed in or eligible for the National Register of Historic Places. The document defines four types of treatment for historic landscapes including preservation, restoration, reconstruction, and rehabilitation.<sup>1</sup> Each of the philosophies is described herein and discussed in relation to the historic landscapes at the Quincy Unit of Keweenaw National Historical Park.

#### Preservation

Preservation involves applying measures to sustain the *existing* form, integrity, and materials of (the contributing features of) a historic property. This approach focuses upon stabilizing and protecting extant historic resources, rather than replacing missing elements. It is appropriate when a historic property is essentially intact and does not require extensive repair or replacement; when depiction at one particular period of time is not appropriate; and when continuing or new use does not require additions or alterations.<sup>2</sup>

Although a preservation management approach is appropriate for portions of the Quincy Unit historic landscapes, it is not the most suitable overall philosophy. An overall preservation philosophy would preclude the introduction of new elements that could reduce impacts on cultural and natural resources.

#### Restoration

Restoration is the act or process of accurately depicting the form, features, and character of a property as it appeared at a particular period in time. This includes reconstruction of missing features from the restoration period, and removal of features from all other periods. The approach can be considered only when the property's significance during a particular period of time outweighs the loss of extant elements from other historical periods; and when there is substantial physical and documentary evidence for the work; and when contemporary alterations and additions are not planned.<sup>3</sup>

Although a restoration approach can be suitably applied to select historic landscape elements within the Quincy Unit, it is not the most fitting overall philosophy. The significant extant features relate to more than one historic period, adequate documentary evidence does not exist to restore the property to one period, and contemporary needs require some alterations.

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<sup>1</sup> Birnbaum, Charles A. and Christine Capella Peters, 1996. *The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes*. Washington DC: Department of the Interior, National Park Service, 3-5.

<sup>2</sup> *Ibid.*, 17-18.

<sup>3</sup> *Ibid.*, 89-90.

### Reconstruction

Reconstruction is the act or process of using new construction to depict a non-surviving site, landscape, building, structure, or object as it appeared at a specific period of time in its historic location. The approach is appropriate only when the property's significance during a particular period of time outweighs the potential loss of extant features that characterize other historical periods. In addition, there must be substantial physical and documentary evidence for the work, and the work must be clearly identified as a contemporary re-creation.<sup>4</sup>

As a whole, the Quincy Unit historic landscapes are not eligible for reconstruction because significant extant features relate to more than one historic period, adequate documentary evidence does not exist to reconstruct the property to one period, and contemporary needs require some alterations. A reconstruction approach may be suitably applied to select elements within the historic landscapes at the Quincy Unit.

### Rehabilitation

The act or process of rehabilitation allows repairs, alterations, and additions necessary to enable a compatible use for a property as long as the portions or features which convey the historical, cultural, or architectural values are preserved. This approach is appropriate when depiction at one particular period of time is not appropriate; repair or replacement of deteriorated features is necessary; and alterations or additions are needed for a new use.<sup>5</sup>

Rehabilitation has been selected as the most appropriate overall management philosophy for the historic landscapes at the Quincy Unit of Keweenaw National Historical Park. This philosophy has been selected because of the existence of features that relate to more than one type and period of significance, the need for alterations to accommodate visitor services, and the need to protect the historic resources. This philosophy will allow for preservation, restoration, and reconstruction of selected features as appropriate. Three alternative rehabilitation treatment approaches have been developed. They are presented in Chapter VI.

## **Landscape Management Overview**

A general management philosophy of rehabilitation has been identified as the most appropriate for the Quincy Unit historic landscape. Rehabilitation allows repairs, alterations, and additions necessary for compatible use of a property as long as the characteristics or features which convey the historical, cultural, or architectural values are preserved. This philosophy has been selected to enable preservation of contributing resources and to allow specific alterations necessary to accommodate use and interpretation of the historic landscape.

Landscape management issues related to the historic landscapes within the Quincy Unit are addressed herein at two scales. At a broad scale, landscape management issues are defined for the overall Quincy Unit, addressing eleven unit-wide categories; boundary, visitor center, historic industrial structures and landscape features, views, new development, vegetation, interpretation, historic housing locations, U.S. 41 corridor, archeological resources, and poor rock piles. A section also addresses management issues related to the Quincy Smelting Works. All of the unit-wide issues also apply to the Historic Industrial Core. At a more detailed scale,

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<sup>4</sup> Ibid., 127-129.

<sup>5</sup> Ibid., 47-48.

management issues are described for the Historic Industrial Core of the Quincy Unit pertaining to vegetation, archeological resources, mine shafts, views, and the No. 2 adit.

### Definition of the Quincy Unit

The Quincy Unit discussed throughout this report encompasses the entire area within the boundary of the Quincy Unit of Keweenaw National Historical Park, as defined by the park's General Management Plan.<sup>6</sup> This boundary is based on the boundary of the Quincy Mining Company National Historic Landmark District.<sup>7</sup>

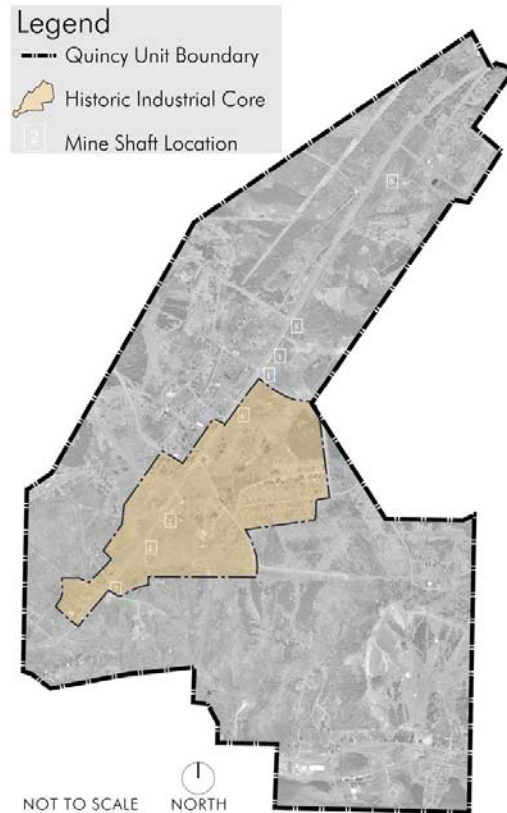


Figure 5 - 1: Quincy Unit Boundary and Historic Industrial Core Boundary

Upon completion of the landscape analysis (presented in Chapter IV herein), a Historic Industrial Core was defined as the focus for schematic design development. The core boundary represents the area encompassing the highest concentration of resources related to the historic industrial activities on Quincy Hill (see Figure 5-1). The majority of property within the Historic Industrial Core is owned by park partners and private citizens, although the NPS owns significant parcels along the U.S.-41 corridor. Figure 5-2 illustrates ownership within the Historic Industrial Core.

<sup>6</sup> For more information about the establishment of the Quincy Unit boundary, see Chapter I.

<sup>7</sup> For more information regarding the National Register status of the property and the National Historic Landmark district boundary, see Chapter IV.

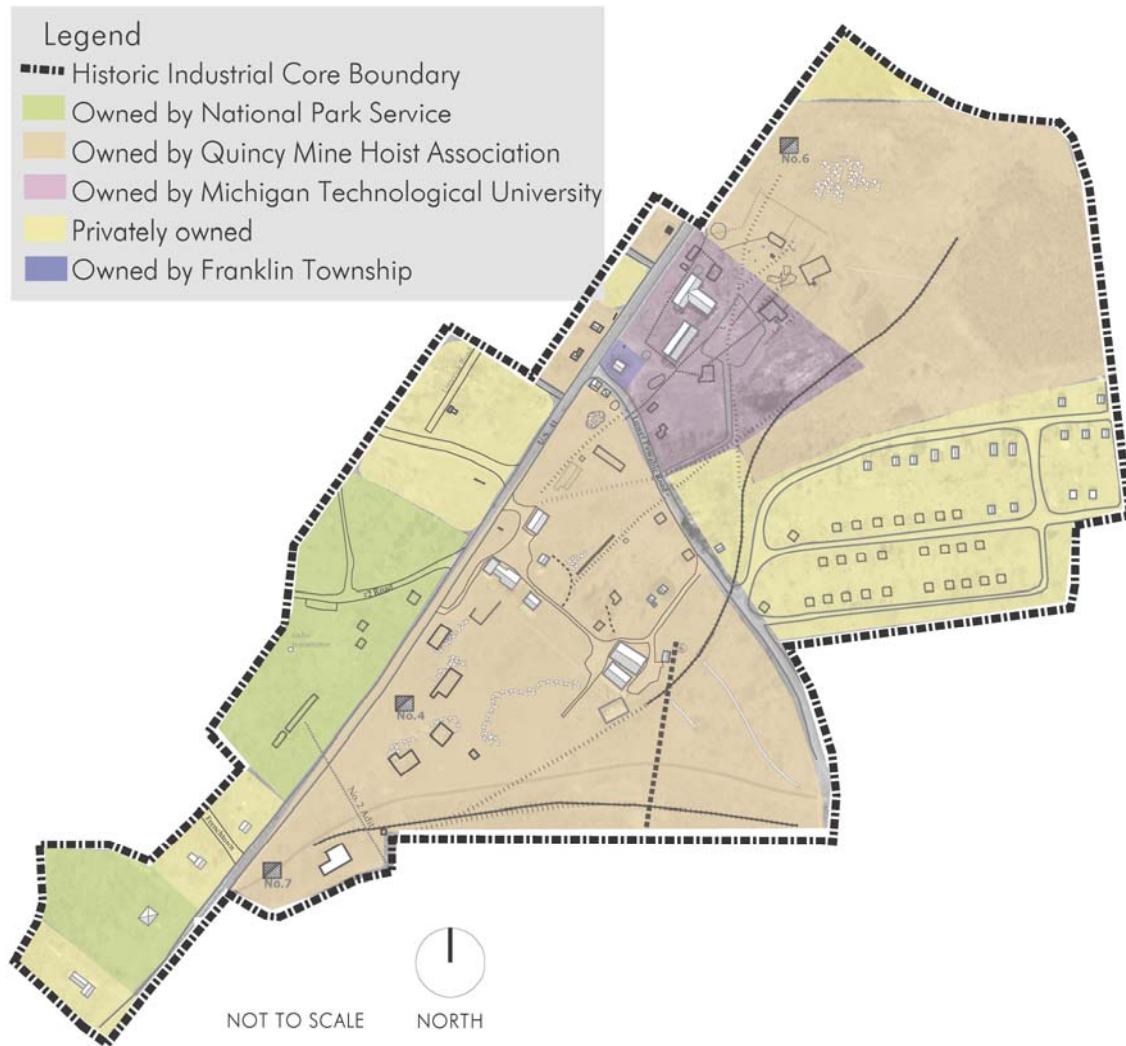


Figure 5 - 2: Property Ownership within the Historic Industrial Core

Design and management alternatives for the areas that are owned by the National Park Service, Quincy Mine Hoist Association and Michigan Technological University are more detailed and substantive than those related to privately owned land. It is recommended that the National Park Service and their partners work with the other land owners to achieve the design and management goals.

## Management Issues

Management concerns for the historic landscapes at the Quincy Unit of Keweenaw National Historical Park are summarized in this chapter. At a broad scale, focusing on the entire Quincy Unit, management issues have been organized into themes (views, new development, vegetation management and interpretation) and types of resources (historic housing locations, the U.S. 41 corridor, and archaeological resources). At a more detailed scale, management issues are presented for the overall Historic Industrial Core as they relate to vegetation, archaeological resources, mine shafts, the No. 2 Adit, poor rock piles, views and circulation (vehicular, pedestrian, and alternatives).

### Quincy Unit Management Issues

#### *Quincy Unit Boundary (Management Issues)*

- The boundaries of the park have not been finalized. When the park was established in 1992, the enabling legislation stated that a detailed description and map of the boundaries would be established within 180 days of the enactment of the Act. The boundary of the Quincy Unit needs to be finalized.
- The Quincy Unit and the National Historic Landmark boundary are not inclusive of the entire Quincy Mining Company historic landscape. The boundary currently includes resources related to two parts of the three part story regarding the Quincy Mining Company. Resources exist in the region, at Torch Lake, that are related to the third part of the story. The resources at Torch Lake need to be evaluated to determine their integrity. Also, as the NPS boundary of the Quincy Unit is finalized, the possibility of including these resources should be considered.

#### *Quincy Unit Visitor Center (Management Issues)*

- The General Management Plan indicates that a visitor orientation facility will be established in the Quincy Unit to “provide most visitors approaching from the Houghton/Hancock area a first destination point.”<sup>8</sup> The facility will be the first point of contact for most visitors and needs to provide a general orientation to and overview interpretation of the Keweenaw Peninsula and Keweenaw National Historical Park to help visitors plan their activities. A location and program need to be determined for a visitor orientation facility in the Quincy Unit.
  - KEWE management staff conducted an in-house planning process to determine the best possibilities for a visitor orientation facility in the Quincy Unit. The options identified include:
    - The site of the A.E. Seaman Mineral Museum
      - This would involve a partnership with the museum.

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<sup>8</sup> United States Department of the Interior, National Park Service, *Final General Management Plan and Environmental Impact Statement, Keweenaw National Historical Park*, 50.

- One of the buildings at the A.E. Seaman Mineral Museum, owned by Michigan Technological University, would be used.
- A partnership with the QMHA
  - Utilize one of the buildings on QMHA property.
- Quincy Mine Office
  - The park owns this building.
- One of the buildings at the Quincy Smelting Works.
  - The National Park Service does not own the Quincy Smelting Works site.

#### *Quincy Unit Historic Industrial Structures and Landscape Features (Management Issues)*

- Appropriate management approaches need to be determined for the significant industrial structures and landscape features within the Quincy Unit.

#### *Quincy Unit Views (Management Issues)*

- Significant and threatened views need to be identified.
- Recommendations for maintaining or restoring important views are needed.

#### *Quincy Unit New Development (Management Issues)*

- Locations likely to be impacted by new or inappropriate development need to be identified.
- Recommendations for preserving the historic character of the Unit need to address concerns related to privately owned land that is likely to be developed in ways that could impact the historic character of the Unit. Provide recommendations to prevent loss of historic landscape character or features in these locations.
- Ownership within the Quincy Unit includes many different entities with concerns and priorities that do not necessarily include preservation of the historic resources. There is a high potential for non-compatible development to occur within the Quincy Unit.
- Existing and potential illuminated signs pose a threat to the character of the landscape, in particular during dark hours, which are substantial in the winter.
- Conventional lighting for the Mt. Ripley ski hill, parking lots, and other businesses, trespasses at adjacent properties and compromises the historic setting. Additional lighting of this type could further impact the historic character of the unit.

### *Quincy Unit Vegetation (Management Issues)*

- Existing vegetation impacts historic resources in some locations and, if not managed, vegetation will continue to encroach on the historic landscape and compromise the historic setting.
- The park needs guidance regarding managing, maintaining and/or replacing historic vegetation and, where it is appropriate, to remove vegetation that impacts the integrity of the historic landscape, including invasive non-native vegetation.
- Invasive species that are impacting historic resources need to be identified.
- Domestic plants that are contributing or compatible with the historic landscape need to be identified.

### *Quincy Unit Interpretation (Management Issues)*

- A Long Range Interpretation Plan (LRIP) is being prepared for Keweenaw National Historical Park. Recommendations in the CLR should be coordinated with the LRIP.
- A cohesive, Unit-wide visitor experience needs to be identified and endorsed by the park, the Quincy Mine Hoist Association, and the A.E. Seaman Mineral Museum.
- Interpretive opportunities to convey landscape significance and the park purpose need to be identified.
- A stronger approach, arrival and entry sequence needs to be defined to help visitors experience the Unit and the park as a whole.
- There is a need for a Visitor Center within the Quincy Unit to tell the story of the Keweenaw region and orient visitors to the resources available.

### *Quincy Unit Historic Housing Locations (Management Issues)*

- Eleven historic company housing locations are identified and described in the report, however they have not been studied in detail.
  - There is a need to develop a more in-depth understanding of the historic resources present at each company housing location.
  - The significance and integrity of the resources associated with the company housing locations needs to be determined.
  - The extant resources associated with historic housing locations within the Unit need to be more clearly identified.
- The park desires recommendations to help preserve the character and integrity of historic housing locations.
- Any future plans for the historic housing locations need to take into account the issues related to private ownership and the needs of the occupants.

*Quincy Unit U.S. 41 Corridor (Management Issues)*

- U.S. 41 is the main access route into and through the Quincy Unit and a large portion of the land adjoining the highway has a high potential for development that could impact the historic character of the Unit.
- There are portions of the highway corridor that do not reflect the historic character of the Unit.
- As the main access route into the Unit, the arrival and entry experience should be strong. Currently it is unclear when a person has entered the National Park.
- Key views, vegetation, signs and types of development within the corridor need to be defined and addressed to help develop a stronger visitor experience.
- The highway cuts through the Historic Industrial Core, making it difficult to develop the core as a single visitor experience, as it is difficult for visitors to transition across the highway.
- The Portage Lake Overlook, owned by the Michigan Department of Transportation (MDOT), is located at a primary site for visitors entering the park from the south. The design and interpretive messages at the site need to be considered as they relate to the Quincy Unit.

*Quincy Unit Archeological Resources (Management Issues)*

- There is no comprehensive Archeological Overview of the Park. The Unit has a high potential to yield new information regarding the historic industrial activities that occurred during the period of significance as well as pre-industrial/pre-contact mining activities. More information regarding the archaeological resources is needed.

*Quincy Unit Poor Rock Piles (Management Issues)*

- Poor rock piles were historically dominant features on the industrial landscape, but today they are being depleted by mining and obscured by vegetation. The park needs recommendations for preserving the poor rock piles and strengthening visual connections between the extant poor rock piles and major visitor destinations.



### *Quincy Smelting Works (Management Issues)*

- During the majority of the time that this Cultural Landscape Report was being developed, the Quincy Smelting Works was the focus of a United States Environmental Protection Agency (EPA) remediation project. Due to hazardous conditions, the site was fenced and access limited. The NPS was obliged to negotiate participation with the EPA before addressing any planning efforts regarding this site. As a result, the Cultural Landscape Report addresses the property in very general terms. As soon as possible, an in-depth inventory, evaluation, and planning project should be applied to this property.
- The Quincy Smelting Works site includes extensive historic resources that are deteriorating. Efforts to preserve the significant resources at this site should be made as soon as possible.
- A plan for the future ownership, preservation and use of the Smelting Works needs to be developed.

### *Management Issues Related to the Historic Industrial Core<sup>9</sup>*

#### *Historic Industrial Core Vegetation (Management Issues)*

- Vegetation is impacting historic resources throughout the Historic Industrial Core.
- Vegetation impacts will increase if they are not addressed.
- In particular, the poor rock piles and ruins of buildings and other landscape features are slowly disappearing under vegetation.

#### *Historic Industrial Core Archaeological Resources (Management Issues)*

- There are potential opportunities within the Historic Industrial Core to conduct archaeological investigations that can provide information about the historic landscape and interpretive opportunities.

#### *Historic Industrial Core Mine Shafts (Management Issues)*

- Within the Historic Industrial Core there are four extant Quincy Mining Company mine shafts, however they are not easily identifiable to visitors.
- The mine shafts provide habitat for bats.

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<sup>9</sup> Issues identified for the overall Unit also apply to the Historic Industrial Core and are not repeated in this section.

- The park needs recommendations regarding the identification, interpretation and management of the mine shafts.

*Historic Industrial Core No. 2 Adit (Management Issues)*

- The No. 2 Adit plays a primary role in the underground mine tour and could also help visitors to more clearly understand relationships between the aboveground and underground resources. Methods to help visitors visualize the location of the No. 2 Adit are needed.

*Historic Industrial Core Views (Management Issues)*

- Views between Houghton and the crest of Quincy Hill are of primary significance to the Quincy Unit and should be taken into consideration during any land planning activities. Since there are no zoning regulations, recommendations for how to help influence landscape change on the hill are needed.