



**To:** Roy Zipp, National Park Service; Trust Board of Ebey's Landing National Historical Reserve; Helen Price Johnson, Island County; Molly Hughes, Town of Coupeville; Jon Crimmins, Washington State Parks and Recreation Commission  
**From:** Kristen Griffin, Reserve Manager  
**Date:** December 11, 2018  
**Subject:** Annual Narrative Report: October 2017 – September 2018

## Trust Board of Ebey's Landing National Historical Reserve FY2018 Annual Narrative Report

In accordance with the Trust Board's Rules of Procedure and the terms of NPS Cooperative Agreement #P16A300037 (CFDA 15.954), this report summarizes Trust Board activities and accomplishments of the prior year. The categorical headings organizing this report align with Trust Board responsibilities in the Cooperative Agreement: Administration, Human Resources, Land Protection, Partnerships/Planning, Maintenance, Interpretation/Education/Outreach.

Due to extraordinary work load and staff vacancies, an extension on submitting this report was requested.

### **Administration:**

**Summary:** Under the Cooperative Agreement the Trust Board agrees to coordinate (carry out) a variety of management and administrative functions relating to daily operations of the Reserve. This is accomplished through the Trust Board, Trust Board committees and staff.

**2018 Administrative Challenges:** The most serious administrative/operations challenge experienced by the Trust Board in 2018 was delay in receiving anticipated funding to accomplish FY2018 work due to continuing program review (about 75% of annual finding was received in end of March 2018). As with the prior year, the Trust Board narrowly avoided having to lay off staff who implement the work of the Cooperative Agreement. This was not due to NPS action (or inaction), but it impacted staff was a threat to operations. Workload associate with the Navy's Growler EIS and Section 106 processes were another challenge in 2018, involving staff and the board extensively in meetings, document reviews and consultation.

**Trust Board Composition:** FY2018 began with the following representation on the Trust Board:

Position 1	Mark Sheehan	Town of Coupeville
Position 2	Lisa Bernhardt	Town of Coupeville
Position 3	Harry Anderson	Town of Coupeville
Position 4	Fran Einterz	Island County

Position 5	Wilbur Bishop	Island County
Position 6	Al Sherman	Island County
Position 7	Unfilled	Island County, At-Large
Position 8	David Louter	National Park Service
Position 9	Jon Crimmins	Washington State Parks

Board composition changed with David Louter’s detail assignment in Washington, D.C. and the NPS temporary appointment of Kirstie Hartel in Position 9 of the Trust Board. Hartel served in Position 9 until April, 2018, when David Louter was re-appointed to the position following his detail. Island County appointed Rip Robbins in the At-Large position in November, 2017.

The 2018 slate of officers was reappointed in March 2018: Wilbur Bishop (County) Chair; Harry Anderson (Town) Vice Chair; Al Sherman (County) Treasurer; and Lisa Bernhardt (Town), Secretary.

**Trust Board Meetings:** The Trust Board maintained a schedule of regular public meetings with one business meeting and one workshop monthly. The exception to this schedule was in December (no workshop due to holiday schedules). In addition, one special topic meeting of the Trust Board was called in March, 2018 to address the Foundation Document. All meetings were held with appropriate public notice.

**Trust Board Committees:** Committees continue to meet when called upon to help address particular issues.

**Trust Board Resolutions:** The Trust Board passed one resolution in FY2018. Resolution 18-01 was passed in March 2018, electing a slate of officers.

**2019 Work Plan:** The Reserve Manager prepared a draft work plan that was presented to the Board for review and comment. A final version was approved at a Trust Board meeting and forwarded to NPS in August, 2018.

**Budget:** The FY2018 operations budget was based on \$278,975 in operating income (does not include in-kind contributions). The operations budget was approved by the Trust Board and forwarded to NPS in August 2018.

In 2018, NPS base was used to fund personnel costs for administration and operations. Base funds also paid for volunteer program expenses, including a part time seasonal employee to coordinate Ebey House docents, and miscellaneous volunteer program expenses (such as uniforms, training, volunteer name tags, recognitions, etc.).

A separate, non-operations 2018 Restricted Fund budget was also passed by the board, showing \$50,000 in income for 2018 expenditures. This fund is used entirely for Ebey’s Forever historic property rehabilitation grants (a program responsibility under the Cooperative Agreement). The fund is all non-federal funding, consisting of donations raised by the Friends of Ebey’s. Additional funds were made available as well due to unexpended grant funds.

In September 2018, the Friends of Ebey's Landing National Historical Reserve formally approved a \$97,000 funding request for 2018, including financial support paid directly to the Trust Board for projects and staff capacity, restricted funds to be allocated under the Ebey's Forever Grant Program, as well as sponsorship funding that the Friends have agreed to seek on behalf of the Trust Board.

As with last year, it is encouraging that the proportion of cash and in-kind support for operations from local sources is increasing. Local cash support for 2018 was \$118,500 per year (combined Friends of Ebey's, Town of Coupeville and Island County), with additional funds supporting the restricted funds noted above.

In-kind contributions remain challenging to calculate. The Interlocal agreement intends that each partner will make in-kind contributions to the operations of the Reserve but those contributions are not included in calculations of operations costs. However, in 2018 the Town of Coupeville estimated that the design review and permitting process (a program responsibility under the Cooperative Agreement) as well as volunteer Trust Board time represents a \$69,184 in-kind contribution to the Reserve. The 2018 Island County in-kind contributions for 2018 – design review and Trust Board time – represents \$73,448. Tracked volunteer hours in the Reserve are another form of in-kind contribution to the Reserve. Documenting and understanding all kinds of partner in-kind contributions is important so we can ensure that we are meeting the “not to exceed 50% of annual operating costs of the Reserve” provision in the enabling legislation and the Interlocal Agreement.

The Trust Board made progress in restoring its contingency/reserve fund in 2018, but it will need to draw on the fund in 2019 for administrative & personnel expenses. The rate at which this fund is growing means that it will take two or three more years before it is sufficient to cover even two months of expenses at current operations levels (\$30,000 - \$40,000 would be needed). Cash flow remains a vulnerability that could disrupt Trust Board (and therefore NPS) operations, including year round services in historic preservation and visitor services.

**NPS Reporting:** In addition to this annual report, Trust Board staff submitted requested reports, including a mid-year progress report, the 2018 SIR, and HFC requested inventory reporting on Unigrid brochures. As directed by the NPS Operations Manager, no VIP Report was submitted because VIP funds were not received (2018 VIP activities were funded through other means).

## **Human Resources:**

**Summary: Under the Cooperative Agreement, the Trust Board will (subject to available funds), hire professional staff to coordinate the Reserve and Trust Board activities; implement the VIP program for the Reserve and manage VIP funds; and provide training.**

**Staffing:** The work of the Trust Board was accomplished with a full time Reserve Manager (Kristen Griffin), full time Office Manager (Carol Castellano), and a full time Preservation Coordinator (Sarah Steen). The Education Outreach Coordinator position remained vacant through 2018 due to funding limitations.

A part-time seasonal employee (Sally Straathoff) coordinated volunteer docents and provided visitor services at the Jacob and Sarah Ebey House visitor contact station. The staff was assisted by 36 volunteer docents (an increase over last season), engaging over 9,000 visitors during the part-time summer season.

An additional part time seasonal staff person (Allie Hudec) was hired with town and county tourism funding to provide limited hikes, tours and interpretive programs not associated with the Ebey House.

Trust Board staff provided one training to the Historic Preservation Commission in 2018 – Identifying Historic Character.

**Staff Development:** All staff completed mandatory NPS FISSA training. Office Manager took several NPS webinars on website content for application to future website revision.

**Volunteers in Parks:** The Trust Board maintained an active and successful VIP program in FY2018 with 278 volunteers contributing 11,311 hours of service to the Reserve. These hours represent visitor services (seasonal docents), planning and administration (including Trust Board members, Friends Board members, committees, partners), historic preservation projects, and trail maintenance on both the Pratt Loop Trail and the Bluff Trail. As noted, 32 docents (including new volunteers) staffed the Ebey House Visitor Contact Station for four days per week during the summer season (Memorial Day to Labor Day), and several contributed additional hours assisting with other projects, such as tours of the Ferry House. All expenditures are appropriately documented.

### **Partnerships and Community Planning:**

**Summary: Under the Cooperative Agreement, the Trust Board develops partnerships; engages on local land use issues (including Design Review); and advocates for the Reserve and its resources.**

**Partner Coordination:** Reserve Manager provided an informal forum for regular round table communication among the partners of the Interlocal Agreement: Helen Price Johnson (Island County), Molly Hughes (Town of Coupeville). David Louter (National Park Service). Eric Watilo (Washington State Parks) retired in September and was replaced by Board member Jon Crimmins.

**Friends of Ebey's Partnership:** In addition providing financial support for operations and programs in the Reserve, in 2018 the Trust Board and Friends saw the results of the Pratt Sheep Barn come to a conclusion, celebrating with an Open House to the public. The Pratt Sheep Barn began the most complicated collaboration the Friends and the Trust Board had undertaken together. Private donors provided dedicated funding (\$30,000) for the Sheep Barn rehabilitation project, along with \$20,000 from the Pratt/TNC grant fund intended for stewardship of Pratt Estate historic buildings and now being managed by the Friends of Ebey's. The project eliminated the deferred maintenance liability for this structure.

**Miscellaneous Partnerships:** The Trust Board expanded its partnership with the Island County Historical Society and Museum by working together on public history presentations, student field trips, and developing new interpretive media. The Trust Board supported Historic Whidbey's Haller House rehabilitation by recommending use of LWCF funds for an easement, offering an Ebey's Forever rehabilitation grant, and providing staff to assist developing a façade easement. The Trust Board worked with the Coupeville Historic Waterfront Association to provide an extensive tour of the Reserve as part of the statewide Mainstreet Conference, held in Port Townsend. The Preservation Coordinator worked with the Coupeville Historic Waterfront Association to help develop a vision and design for improving the Coupeville Wharf entrance.

## **Land Protection:**

**Summary: Under the Cooperative Agreement, this category includes easement monitoring; developing easement language; and establishing and updating land protection priorities.**

The Trust Board's Land Use Committee continued its work on developing a revised set of Land Protection priorities in 2018. A list of 12 priority properties was established.

**Easement Monitoring:** The Scenic Easement Administration Plan (SEAP), which outlines the process for administering easements in the Reserve, was updated and approved in 2018. Easement monitoring was completed according to the SEAP and Trust Board staff communicated with all easement holders.

**Structural Condition Assessment:** A Preventative Maintenance and Condition Assessment Plan for the NPS Pratt structures was implemented in 2018. Staff evaluated each of the Pratt structures and documented findings in illustrated reports. The intent of this program is to help NPS identify and track preservation needs and contribute to the security of these structures.

**Farm Exchange:** The Trust Board and staff provided input to NPS on the disposition and leasing of Farms I & II.

**Ebey's Forever Historic Rehabilitation Grant Program:** FY2018 saw the continuation of the Ebey's Forever Grant Program, providing \$66,000 in grants to eleven approved historic preservation projects. The grant program continues to be a very visible, popular and positive demonstration of the Reserve's proactive approach to preservation. With the 2018 projects, total economic impact of funded rehabilitation projects has reached over 1 million dollars. This program promotes preservation in the Reserve by encouraging rehabilitation work which meets the Secretary's Standards, by encouraging diversity among preservation projects, and by building in long-term sustainability of preservation objectives (maintenance agreements).

**Community Preservation Project:** This year, Trust Board worked with Washington State Parks to paint "the big guns" in celebration of the 100<sup>th</sup> Anniversary of Armistice Day. The Trust Board assisted in finding volunteers throughout the community and coordinating the project.

**Ebey's Reserve Historic Preservation Commission:** During FY2018 Trust Board staff continued to offer support and technical assistance to the Historic Preservation Commission

(HPC). The Reserve Manager designated the Preservation Coordinator to represent the Reserve's interests on the monthly Historic Reserve Committee (HRC), and discuss administrative project reviews. The Preservation Coordinator attended all HPC meetings and offered advice and assistance to Town and County staff. Significant Design Review policy and process work was undertaken by the Reserve and Town/County planning staff in 2018. Design Review level thresholds and areas were reviewed and revised, Town and County Preservation Ordinances were reviewed and changes are being considered. The Historic Reserve Committee (HRC) continued targeted review of design review guidelines.

**NPS Cultural Resource Compliance:** As requested by NPS, Trust Board staff supported NPS Cultural Resource Management Team for Ebey's Reserve in 2018.

**Major Project Environmental Reviews:** The Trust Board and staff continued to respond to multiple requests to participate in consultation with the Navy through NEPA and NHPA Section 106. The most comprehensive of these was the Trust Board's consideration and comment on the Navy's Draft EIS and Section 106 review of the significant expansion of Growler operation expansion at NAS Whidbey. This was an intensive aspect of FY2018 work.

### **Maintenance:**

**Summary: Under the Cooperative Agreement, the Trust Board provides custodial maintenance and utility costs for the Trust Board office (the NPS Cottage), and reports problems or issues to NPS.**

Custodial services are provided by Trust Board staff and through contracted services. Utilities are being paid regularly through the Trust Board. Issues needing attention by NPS have been reported in a timely manner.

### **Interpretation, Outreach and Education:**

**Summary: Under the Cooperative Agreement, the Trust Board develops and implements the Reserve's Interpretation/Education and Outreach program, including operating the Jacob Ebey House, and planning and producing media and communications (brochures, kiosks, website, social media).**

**Ebey House Visitor Contact Station:** In 2018, Trust Board staff and volunteers opened the Jacob Ebey House for visitors Thursday through Sunday, from Memorial Day to Labor Day. A total of 9,000 visitors signed into the house, setting another seasonal record. Visitor services were provided by a crew of 36 docents. A successful new feature intended to engage volunteer interests and enhance learning for volunteers was the offering of special docent-led training programs.

**NPF Student Field Trip Grant:** The Trust Board was awarded, a \$6,100 Every Kid in a Park (EKiP) grant from the National Park Foundation (NPF) to eliminate barriers (generally transportation costs) and encourage low income schools to bring fourth grade students to the Reserve for field trips in FY2018. This was a very successful partnership with the Island County Historical Society and Museum. Trust Board staff provided administrative support and

developed special field trip materials. 480 students visited the reserve. Students learned about life as a pioneer and the challenges faced by the Lower Skagit people and other tribes relocated from the Central Whidbey area. They also had the opportunity to learn about the waters of the Salish Sea. Student and teacher feedback postcards were displayed at the Trust Board office. Returned teacher surveys were very favorable. Required reports to NPF and a new report required by NPS were submitted. In June, 2018, the Trust Board applied for the FY 2019 NPF grant, and are slated to receive another \$6,000.

**Outreach Programs (provided by Trust Board staff or volunteers):** Trust Board staff provided several tours and programs on the Reserve in 2018.

**New Program:** Trust Board staff developed an interactive activity to engage students in an exploration of local food and agriculture with a new activity book. This was offered as a new Jr. Ranger activity at the local Farmer's Market in the Spring, and then reformatted with new partner Whidbey Island Grown as a "Junior Farmer" activity (booklets distributed at the Farmer's Market and at participating farms) during Whidbey Island Grown Week in September. All of the booklets were distributed to youth and families at different farm/food locations participating in a special "Farms of Ebey's Reserve" event.

**Outreach Programs (Provided by Partners):** With sponsor support through the Friends of Ebey's, the Trust Board expanded its successful partnership with the Island County Historical Society and Museum to present regular "PorchStories," programs. Now in its third year, this program has expanded in popularity. "PorchStories" are short, free, weekly programs on local history in a casual, intimate and interactive setting of the museum covered porch. This partnership has proved to be a perfect fit for both the museum and the Reserve. The museum provides the location and content, and benefits from income and increased visitation. The Reserve is able to expand its ability to meet interpretive and public education objectives

**40<sup>th</sup> Anniversary Outreach:** Continuing from FY2017, the Trust Board and the Friends of Ebey's helped support special events to commemorate the 40<sup>th</sup> anniversary of the Reserve. These included a special historical exhibit developed by the Island County Historical Society Museum (sponsored by the Island County Historical Society and Museum, opened August); the beginning of a project to write a small legacy book about the Reserve (grant funded); and a public lecture on the ethno-history of the Salish Sea (sponsored by the Town of Coupeville). A reserve-themed hike for Island County employees (sponsored by Island County Health Department, September). A Reserve film project was put on hold due to illness of the project's key volunteer technical advisor (sponsored by the Friends of Ebey's).

**Publications:** Two of the most popular Reserve brochures were updated and reprinted in 2018: the Reserve Trails Map and the Self-Guided Walking Tour of Historic Coupeville map. Funding was through Friends of Ebey's, Island County, and the Town of Coupeville.

**Visitor Services:** The Prairie Overlook trailhead and trails appeared to experience increased use again this year. Except for the counter at the Prairie Overlook parking area, the NPS withdrew its trail counters due to equipment malfunction. Staff continued to collect anecdotal information about visitors stopping at the office. Observations at the Trust Board cottage throughout the year show noted increase in hiking and walking groups using the Prairie Overlook trailhead, perhaps

because of expanded facilities (free parking, 24 hour restrooms). Even in the winter months, if the weather is good, the parking area is at capacity on three day weekends and holidays.

**Wayside Panel Plan:** Major progress was made in implementing the Trust Board’s wayside panel replacement plan this year. The rest of the panels communicating key themes from Ebey’s Prairie were designed, fabricated and installed along the Prairie Ridge Trail. These were “Claims to the Land,” (the story of human land use on Ebey’s Prairie, including the Donation Land Claim Act), “Who Were the Ebey’s?” (the story of the Ebey family and their settlement on Ebey’s Prairie), and “How Glaciers Shaped the Land” (an introduction to the glacial forces that shaped the prairie landscape). This completes the Trust Board’s first priority for panel replacement – seven panels providing an introduction to the Reserve and the key themes of Ebey’s Prairie, installed between the Prairie Overlook and the Bluff.

In addition, two new panels were designed, fabricated and are awaiting installation in downtown Coupeville: “Canoe Crossroads” (an introduction to story of Lower Skagit settlement on Penn Cove), and “Water Highways” (an introduction to Coupeville’s maritime history). Plan implementation will continue in 2019.

In 2018, NPS, Trust Board and Washington State Parks agreed to work together to develop all new exhibits at Ebey’s Landing State Park. This is still in the planning phase but the intent is to use Helium Act funding through the NPS, matched with Trust Board/Washington State Park match to accomplish this plan.

The Trust Board also added new interpretive panels as part of the Ferry House outbuilding project to its wayside panel plan (anticipated for 2019).

**Other Exhibit Development:** In 2018, a plan for informational and interpretive panels was developed for the newly rehabilitated Pratt Sheep Barn. The first of these, an orientation panel for the barn and Pratt Loop Trail system, was designed and fabricated in 2018. It will be installed in 2019. The design, fabrication and installation of the rest of the planned panels will depend upon special project funding in 2019.