

NATIONAL PARK SERVICE • U.S. DEPARTMENT OF THE INTERIOR



# Foundation Document

## Ebey's Landing National Historical Reserve

Washington

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**EBEY'S LANDING**  
NATIONAL HISTORICAL RESERVE



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## Mission of the National Park Service

The National Park Service (NPS) preserves unimpaired the natural and cultural resources and values of the national park system for the enjoyment, education, and inspiration of this and future generations. The National Park Service cooperates with partners to extend the benefits of natural and cultural resource conservation and outdoor recreation throughout this country and the world.

The NPS core values are a framework in which the National Park Service accomplishes its mission. They express the manner in which, both individually and collectively, the National Park Service pursues its mission. The NPS core values are:

- **Shared stewardship:** We share a commitment to resource stewardship with the global preservation community.
- **Excellence:** We strive continually to learn and improve so that we may achieve the highest ideals of public service.
- **Integrity:** We deal honestly and fairly with the public and one another.
- **Tradition:** We are proud of it; we learn from it; we are not bound by it.
- **Respect:** We embrace each other's differences so that we may enrich the well-being of everyone.

The National Park Service is a bureau within the Department of the Interior. While numerous national park system units were created prior to 1916, it was not until August 25, 1916, that President Woodrow Wilson signed the National Park Service Organic Act formally establishing the National Park Service.

The national park system continues to grow and comprises more than 400 park units covering more than 84 million acres in every state, the District of Columbia, American Samoa, Guam, Puerto Rico, and the Virgin Islands. These units include, but are not limited to, national parks, monuments, battlefields, military parks, historical parks, historic sites, lakeshores, seashores, recreation areas, scenic rivers and trails, and the White House. The variety and diversity of park units throughout the nation require a strong commitment to resource stewardship and management to ensure both the protection and enjoyment of these resources for future generations.



*The arrowhead was authorized as the official National Park Service emblem by the Secretary of the Interior on July 20, 1951. The sequoia tree and bison represent vegetation and wildlife, the mountains and water represent scenic and recreational values, and the arrowhead represents historical and archeological values.*

## Introduction

Every unit of the national park system will have a foundational document to provide basic guidance for planning and management decisions—a foundation for planning and management. The core components of a foundation document include a brief description of the site as well as its purpose, significance, fundamental resources and values, other important resources and values, and interpretive themes. The foundation document also includes special mandates and administrative commitments, an assessment of planning and data needs that identifies planning issues, planning products to be developed, and the associated studies and data required for planning. Along with the core components, the assessment provides a focus for planning activities and establishes a baseline from which planning documents are developed.

A primary benefit of developing a foundation document is the opportunity to integrate and coordinate all kinds and levels of planning from a single, shared understanding of what is most important about the site. The process of developing a foundation document begins with gathering and integrating information about the site. Next, this information is refined and focused to determine what the most important attributes of the site are. The process of preparing a foundation document aids managers, staff, and the public in identifying and clearly stating in one document the essential information that is necessary for management to consider when determining future planning efforts, outlining key planning issues, and protecting resources and values that are integral to the purpose and identity.

While not included in this document, a park atlas is also part of a foundation project. The atlas is a series of maps compiled from available geographic information system (GIS) data on natural and cultural resources, visitor use patterns, facilities, and other topics. It serves as a GIS-based support tool for planning and site operations. The atlas is published as a (hard copy) paper product and as geospatial data for use in a web mapping environment. The atlas for Ebey's Landing National Historical Reserve can be accessed online at: <http://insideparkatlas.nps.gov/>.



## Part 1: Core Components

The core components of a foundation document include a brief description of the site, purpose, significance statements, fundamental resources and values, other important resources and values, and interpretive themes. These components are core because they typically do not change over time. Core components are expected to be used in future planning and management efforts.

### Brief Description of the Reserve

Ebey's Landing National Historical Reserve is in western Washington State on Whidbey Island. Situated at the entrance of Puget Sound, 50 miles south of the Canadian border and 27 miles north of Seattle, it includes Penn Cove and is surrounded by the waters of the Strait of Juan de Fuca, Saratoga Passage, and Admiralty Inlet.

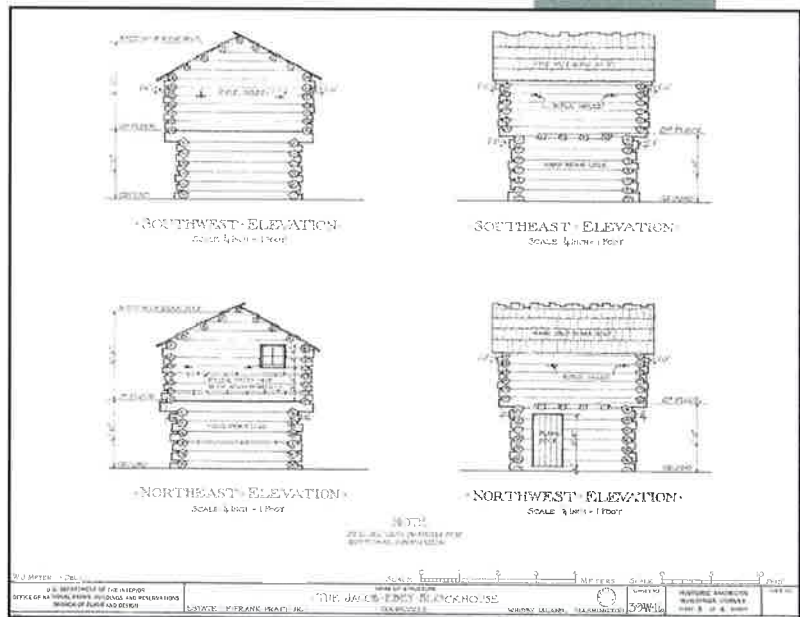
The National Parks and Recreation Act of 1978 (Public Law 95-625, Section 508(a), 92 Stat. 3507) established Ebey's Landing as the first national historical reserve in order to protect, preserve, and interpret nationally significant historical resources that comprise a continuous record of exploration and American settlement in Puget Sound from the 19th century to the present day.

The boundaries of the 17,572-acre reserve include 13,617 acres of land and 3,955 surface acres of water (Penn Cove), coinciding with the boundaries of the 1973 (amended 1997) Central Whidbey Island Historic District. This area retains many characteristics of mid-to-late 19th century development and maritime commerce, including Territorial-era architecture and the land claims filed by westward-migrating settlers under the Oregon Territory's Donation Land Claim Act (1850–1855). The reserve bears the name of Isaac Ebey, the first of these settlers to permanently settle on Whidbey Island.

Most of the land (approximately 85%) within the reserve is privately owned, with the rest in a combination of local, state, and federal ownership. Approximately 2,023 acres are currently protected with NPS-held scenic easements, and 413 acres are owned in fee and managed by the National Park Service.

In addition to lands and structures protected by NPS easements, local design review, and zoning, the National Park Service has acquired, in fee, certain resources that are critical to preservation and interpretation in the reserve. These include:

- Scenic areas suited to interpretation and public access: the Prairie Overlook and Prairie Wayside, and other scenic areas in the vicinity of Ebey's Landing;
- Territorial-era historic structures that illustrate mid-19th-century European American settlement in the reserve: the 1860 Ferry House and the 1856 Jacob and Sarah Ebey House and Blockhouse;
- Historic agricultural buildings that tell the story of the Pratt family's era of stewardship in the reserve: a rehabilitated 1930s shingled caretaker's cottage that serves as the Trust Board offices, and a 1930s sheep barn currently being rehabilitated for use as a rustic classroom;





- Active farm lands acquired to protect the landscape from development, including two historic farmsteads: the Crockett-Engle Farm, also called Farm I, and the Reuble Farm, also called Farm II, intended to one day be sold or transferred into private ownership. Farm I (115 acres) includes a large and extensive complex of non-historic agricultural facilities and two historic structures, the Rockwell House and the old milking parlor. Farm II (113 acres) includes a cluster of historic agricultural buildings that serve as a base of NPS operations in the reserve.

Other NPS-owned historic structures have undergone more basic treatment efforts, generally preservation and stabilization.

Natural forces and human activities have shaped the distinctive landscape of the reserve today. Its open, rural character reflects historical land use patterns and ecological change that have forged a strong relationship between the built and natural environments, blurring the lines between where one ends and the other begins. The landforms, soils, and shorelines of this island are the result of glaciation over thousands of years. Receding ice left lakes and wetlands, which influenced soil formation and helped establish the rich and fertile prairies found in the reserve.

Native American settlement and land use closely followed the retreat of glaciers, as shown by an unusually rich and early archeological record. Many scenic views recorded by Captain George Vancouver in his 1792 journal are still evident. Coast Salish people inhabited the island at the time of Vancouver's expedition, and the landscape encountered by the explorers and later by settlers had already been shaped by thousands of years of human occupation. Patterns of settlement, historic homes, pastoral farmsteads, and commercial buildings are still within their original farm, forest, and marine settings.

The impetus to protect central Whidbey Island arose from a local citizens' initiative to safeguard Ebey's Prairie from development incompatible with its rural character. The concept of the reserve was first envisioned by the community, with voluntary participation in land protection on the part of private landowners. The community's effort to preserve the reserve's rural character is both supported by and sustains a vibrant place-based economy. Active agriculture in addition to outdoor recreation and heritage tourism are valued and help foster protection of the reserve's sense of place.

The reserve's enabling legislation commemorates a community that has evolved from early exploration to the present and consists of descendants of original settlers as well as new residents. Therefore the reserve cannot be interpreted from one specific point in time: the community it comprises is a healthy, vital one that allows for growth while respecting and preserving its heritage, including the heritage of native peoples who lived in the area for thousands of years before European American settlement.

In addition to the enabling legislation, management of the reserve is guided by the 1980 *Comprehensive Plan for Ebey's Landing National Historical Reserve*, and the 1988 *Interlocal Agreement for the Administration of Ebey's Landing National Historical Reserve*.

Day-to-day management and administration of NPS programs and NPS-owned properties and assets, and transfer of federal funding to the Trust Board, is guided by a cooperative agreement between the National Park Service and the Trust Board. The cooperative agreement outlines specific management functions delegated to the Trust Board, functions that will be jointly performed by the NPS and the Trust Board, and programs and functions retained by the National Park Service.

The 2006 *Ebey's Landing National Historical Reserve General Management Plan* is used to guide NPS management within the reserve.



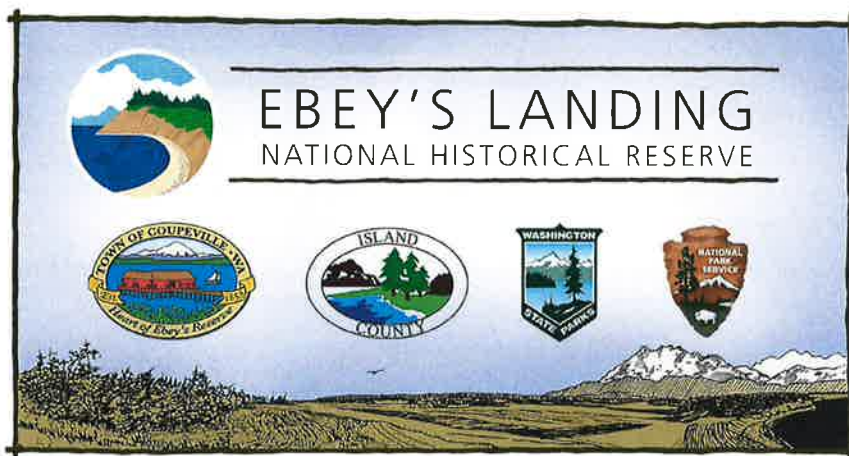
### Management and Administrative Summary, in the words of The Trust Board of Ebey's Landing National Historical Reserve

National reserves are areas of land and water containing nationally significant resources in which federal, state, and/or local governments, along with private individuals, groups and/or organizations, combine efforts to manage, protect, and interpret the valued resources. The hallmark characteristic of these areas is collaboration between a federal entity and one or more non-federal entities, for the purpose of protecting nationally significant resources.

At Ebey's Landing National Historical Reserve this collaboration occurs through a Trust Board, a joint administrative board representing four government partners bound by a formal Interlocal Agreement: the National Park Service, Island County, Town of Coupeville, and Washington State Parks and Recreation Commission.

While each of these partners maintains its own jurisdiction according to the land they administer, the Trust Board was established to coordinate the partnership, and assume certain responsibilities for day-to-day management. Currently these responsibilities include administration of the Department of the Interior's scenic easements; advising the partners on matters relating to the reserve; participating in local government planning and preservation; and accomplishing specific administration, land protection, maintenance, interpretation, and visitor services responsibilities, as outlined in an NPS Cooperative Agreement.

The inclusion of Ebey's Landing National Historical Reserve in the 1978 National Parks and Recreation Act is significant, partly because it proved successful, but also because it represents a distinct approach to national stewardship that did not previously exist. Its foundation was a desire to demonstrate that broad federal ownership is not the only approach to preservation, and various levels of government and private citizens can work together to protect outstanding natural and cultural areas. These concepts are evident in the enabling legislation and initial planning for Ebey's Landing National Historical Reserve. They also align with the growing emphasis on collaborative partnerships expressed under "Goal #3: Embrace New Conservation Roles" in the 2017 *National Park Service System Plan*.



## Enabling Legislation for Ebey's Landing National Historical Reserve

NATIONAL PARKS AND RECREATION ACT, 1978, P.L. 95-625

### EBEY'S LANDING NATIONAL HISTORICAL RESERVE

Sec. 508. (a) There is hereby established the Ebey's Landing National Historical Reserve (hereinafter referred to as the "reserve," in order to preserve and protect a rural community which provides an unbroken historical record from nineteenth century exploration and settlement in Puget Sound to the present time, and to commemorate --

- (1) the first thorough exploration of the Puget Sound area, by Captain George Vancouver, in 1792;
- (2) settlement by Colonel Isaac Neff Ebey who led the first permanent settlers to Whidbey Island, quickly became an important figure in Washington Territory, and ultimately was killed by Haidahs from the Queen Charlotte Islands during a period of Indian unrest in 1857;
- (3) early active settlement during the years of the Donation Land Law (1850-1855) and thereafter; and
- (4) the growth since 1883 of the historic town of Coupeville.

The reserve shall include the area of approximately eight thousand acres identified as the Central Whidbey Island Historic District.

(b) (1) To achieve the purpose of this section, the Secretary, in cooperation with the appropriate State and local units of general government, shall formulate a comprehensive plan for the protection, preservation, and interpretation of the reserve. The plan shall identify those areas or zones within the reserve which would most appropriately be devoted to --

- (A) public use and development;
- (B) historic and natural preservation; and
- (C) private use subject to appropriate local zoning ordinances designed to protect the historical rural setting.

(2) Within eighteen months following the date of enactment of this section, the Secretary shall transmit the plan to the President of the Senate and the Speaker of the House of Representatives.

(c) At such time as the State or appropriate units of local government having jurisdiction over land use within the reserve have enacted such zoning ordinances or other land use controls which in the judgement of the Secretary will protect and preserve the historic and natural features of the area in accordance with the comprehensive plan, the Secretary may, pursuant to cooperative agreement --

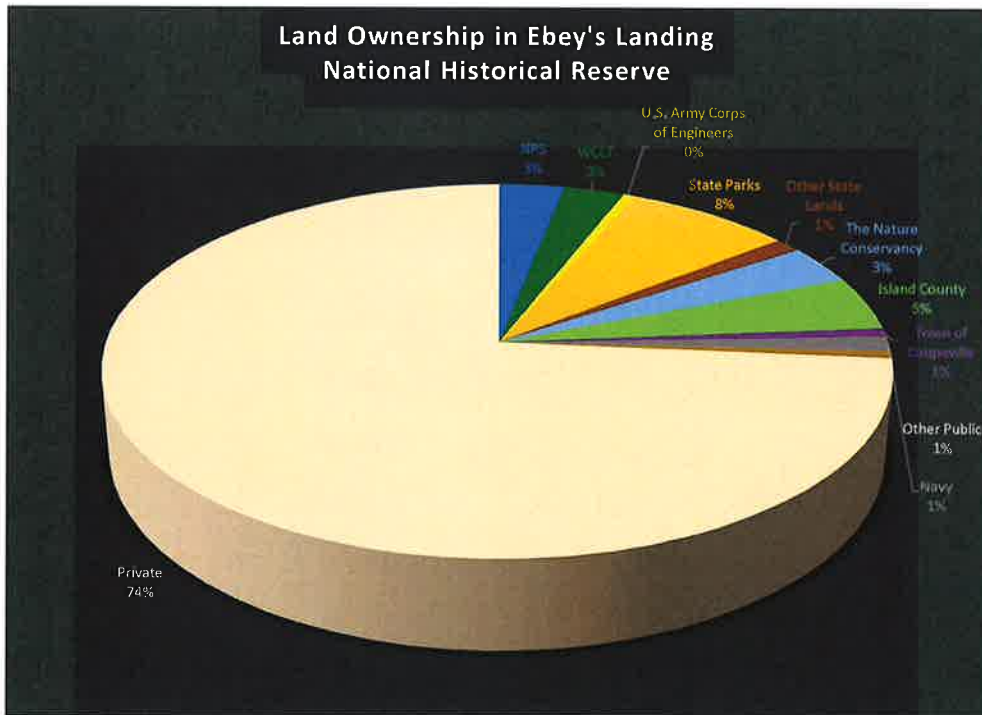
- (1) transfer management and administration over all or any part of the property acquired under subsection (d) of this section to the State or appropriate units of local government;
- (2) provide technical assistance to such State or unit of local government in the management, protection, and interpretation of the reserve; and

(3) make periodic grants, which shall be supplemental to any other funds to which the grantee may be entitled under any other provision of law, to such State or local unit of government for the annual costs of operation and maintenance, including but not limited to, salaries of personnel and the protection, preservation, and rehabilitation of the reserve except that no such grant may exceed 50 per centum of the estimated annual cost, as determined by the Secretary, of such operations and maintenance.

(d) The Secretary is authorized to acquire such lands and interests as he determines are necessary to accomplish the purposes of this section by donation, purchase with donated funds, or exchange, except that the Secretary may not acquire the fee simple title to any land without the consent of the owner. The Secretary shall, in addition, give prompt and careful consideration to any offer made by an individual owning property within the historic district to sell such property, if such individual notifies the Secretary that the continued ownership of such property is causing, or would result in, undue hardship. Lands and interests therein so acquired shall, so long as responsibility for management and administration remains with the United States, be administered by the Secretary subject to the provisions of the Act of August 25, 1916 (39 Stat. 535), as amended and supplemented, and in a manner consistent with the purpose of this section.

(e) If, after the transfer of management and administration of any lands pursuant to subsection (c) of this section, the Secretary determines that the reserve is not being managed in a manner consistent with the purposes of this section, he shall so notify the appropriate officers of the State or local unit of government to which such transfer was made and provide for a ninety-day period in which the transferee may make such modifications in applicable laws, ordinances, rules, and procedures as will be consistent with such purposes. If, upon the expiration of such ninety-day period, the Secretary determines that such modifications have not been made or are inadequate, he shall withdraw the management and administration from the transferee and he shall manage such lands in accordance with the provisions of this section.

(f) There is hereby authorized to be appropriated not to exceed \$5,000,000 to carry out the provisions of this section.



## Purpose

The purpose statement identifies the specific reason(s) for establishment of a particular site. The purpose statement for Ebey's Landing National Historical Reserve was drafted through a careful analysis of its enabling legislation and the legislative history that influenced its development. The reserve was established when the enabling legislation adopted by Congress was signed into law on November 10, 1978. The purpose statement lays the foundation for understanding what is most important about the site.

*The purpose of EBEBY'S LANDING NATIONAL HISTORICAL RESERVE is to preserve and protect a rural community, which provides an unbroken historical record from 19th century exploration and settlement in Puget Sound to the present time, and to commemorate the first thorough exploration of the Puget Sound area by Captain George Vancouver in 1792; settlement by Colonel Isaac Neff Ebey, who led the first permanent settlers to Whidbey Island; early active settlement during the years of the Donation Land Law (1850-1855) and thereafter; and the growth since 1883 of the historic town of Coupeville.*



## Significance

Significance statements express why a site's resources and values are important enough to merit its special designation. These statements are linked to the purpose of Ebey's Landing National Historical Reserve, and are supported by data, research, and consensus. Statements of significance describe the distinctive nature of the site and why an area is important within a global, national, regional, and systemwide context. They focus on the most important resources and values that will assist in planning and management.

The following significance statements have been identified for Ebey's Landing National Historical Reserve. (Please note that the sequence of the statements does not reflect the level of significance.)

1. Spurred by a grassroots movement to preserve a multigenerational rural community, Ebey's Landing National Historical Reserve was the nation's first national historical reserve, a preservation partnership cooperatively managed by a trust board representing local, state, and federal interests.
2. Strategically located near the entrance to Puget Sound, the reserve's geographic setting and its rich soils and marine resources have attracted and shaped human habitation across millennia. Thousands of years of Coast Salish land cultivation sustained the distinctive pattern of prairies and forest that facilitated early agricultural development of the reserve. This vivid, unbroken record of Pacific Northwest history is reflected in cultural landscape features, from prairies to Coupeville and Penn Cove, and from farms to military forts.
3. European American settlement at Ebey's Landing represents a distinctive chapter in the story of westward migration as pioneer settlers, drawn to the Northwest by the 1850 Donation Land Claim Act, formed a rural community that endures today. Their land claims, which are still visible, helped secure U.S. claims in the Pacific Northwest and define an international border.
4. The living, changing landscape of the reserve and its organization around historic structures and traditional land use practices inspired the development of a new and nationally influential approach to cultural landscape analysis and preservation.



## Fundamental Resources and Values

Fundamental resources and values (FRVs) are those features, systems, processes, experiences, stories, scenes, sounds, smells, or other attributes determined to warrant primary consideration during planning and management processes because they are essential to achieving the purpose of the site and maintaining its significance. Fundamental resources and values are closely related to a site's legislative purpose and are more specific than significance statements.

Fundamental resources and values help focus planning and management efforts on what is truly significant about the site. One of the most important responsibilities of NPS managers is to ensure the conservation and public enjoyment of those qualities that are essential (fundamental) to achieving the purpose of the site and maintaining its significance. If fundamental resources and values are allowed to deteriorate, the purpose and/or significance could be jeopardized.

The following fundamental resources and values have been identified for Ebey's Landing National Historical Reserve:

- **Cultural Landscape.** Within the reserve, the visitor can experience diverse landscape conditions within a small geographic area. Post-glacial geological features and continuous human use have shaped a distinctive cultural landscape defined by a contrast of open prairie and forest, kettle holes, steep gravel bluffs, and sweeping shoreline topography. Visual connections to Puget Sound, the Olympic and Cascade mountain ranges, and iconic peaks such as Mount Baker and Mount Rainier are largely unchanged since Donation Land Law settlement of the area. Views across the landscape illustrate how land use has changed over time, from sweeping panoramas of agricultural fields to discreet clusters of rural historic buildings to historic military forts and a classic northwest small town edged by modern development.
- **Central Whidbey Island Historic District and Donation Land Claim Properties.** The reserve and historic district boundary follow the shape of the original Donation Land Law parcels established by settlers on Whidbey Island. This organization is still apparent in the alignment of reserve roads and individual parcel boundaries that have changed very little since the landscape was first settled. Contributing resources such as the town of Coupeville, farm clusters, roads, block houses, and other historic structures also provide a physical reminder of how people have lived and worked in this place over time. In this way, the spatial configuration of the reserve itself is a remnant of history that conveys the story of human relationships to the land.
- **Town of Coupeville.** Settled by sea captains and farmers in the 1850s, Coupeville is one of the oldest towns in Washington and contains one of the greatest concentrations of historic structures in the state. Structures vary widely in age, form, and use, including residences, outbuildings, commercial structures from the Territorial era (1850–1870), Victorian era (1880–1910), and period of community development (1910–1940). The scale and spatial organization of the town demonstrates Coupeville's historic importance as the commercial hub of central Whidbey Island and its key role in supporting industries such as ship building, fishing, farming, lumber mills, and timber harvesting in the larger Puget Sound region.
- **Farming Community.** Throughout history, farming has been a fundamental part of the livelihood and growth of the central Whidbey Island community and the establishment of the reserve. Multigenerational farming continues within the reserve, supplying local and regional food markets. Diverse agricultural systems—including produce, shellfish, livestock, forage, seed, and grain—and evolving farming approaches reflect a living and sustainable agricultural community.

- **Penn Cove.** Influenced by tidal influx and by the glacial sediments and fresh waters of the Skagit and other coastal rivers, Penn Cove's biologically rich and sheltered deep water harbor has served as a much-desired center of sustenance and commerce for thousands of years. The cove sustains a diverse shell and finfish population, including mussels, clams, salmon, and other fish and shellfish. First harvested by Coast Salish people, some of these species are still cultivated today. The protected harbor, with its favorable wind conditions, reliable anchorages, and easy portage to the Strait of Juan de Fuca has supported maritime trade and commerce for millennia.
- **Diverse and Abundant Natural Resources.** The climate, rain shadow, soils, maritime influence, aquatic resources, and geologic features of the reserve result in an unusual diversity of plant and animal species, communities, and habitats. The productivity of the landscape and its abundant natural resources have attracted people to Whidbey Island for more than 10,000 years and continue to draw residents and visitors today. The soundscape, scenic views, and dark night skies of the reserve provide the context for this rich natural environment and evoke the historic settlement periods, when the community would not have experienced modern noise, development, and light intrusions.
- **Community Relationship.** The rural community is a core part of the reserve. The community worked to establish the reserve in order to protect and preserve its own history and way of life. The importance of this relationship is reflected in the reserve's enabling legislation, which emphasizes preserving the rural community and sets forth a management structure based on local participation. Collaboration and partnerships are essential to the reserve's success and identity.
- **Reserve Partnership.** A unique partnership—currently represented by a Trust Board comprising Island County, the Town of Coupeville, Washington State Parks and Recreation Commission, and the National Park Service—preserves and protects the rural community and the historic, natural, cultural, scenic, and recreational resources that are vital to Ebey's Landing National Historical Reserve. This Trust Board fosters appreciation, understanding, and enjoyment of the reserve through programs and partnerships between governmental agencies and public and private organizations and individuals.

## Other Important Resources and Values

Ebey's Landing National Historical Reserve contains other resources and values that are not fundamental to the purpose of the reserve and may be unrelated to its significance, but are important to consider in planning processes. These are referred to as "other important resources and values" (OIRV). These resources and values have been selected because they are important in the operation and management of the reserve and warrant special consideration in planning.

The following other important resources and values have been identified for Ebey's Landing National Historical Reserve:

- **Recreational Destination.** The reserve provides recreational opportunities that appeal to visitors of all ages and abilities, including fishing, bird watching, hiking or walking on trails, viewing historic structures, bicycling, picnicking, and visiting beaches. In addition to the more rugged, secluded coastal areas, many parts of the reserve can be enjoyed through scenic drives on rural roads, including a section of the Cascade Loop Scenic Byway. These recreational experiences promote public health and are highly valued by urban dwellers in nearby cities, who seek day trips and brief weekend getaways imbued with the quiet, rural character of the reserve.

## Interpretive Themes

Interpretive themes are often described as the key stories or concepts that visitors should understand after visiting a site—they define the most important ideas or concepts communicated to visitors about a site. Themes are derived from, and should reflect, purpose, significance, resources, and values. The set of interpretive themes is complete when it provides the structure necessary for staff to develop opportunities for visitors to explore and relate to all significance statements and fundamental and other important resources and values.

Interpretive themes are an organizational tool that reveal and clarify meaning, concepts, contexts, and values represented by resources. Sound themes are accurate and reflect current scholarship and science. They encourage exploration of the context in which events or natural processes occurred and the effects of those events and processes. Interpretive themes go beyond a mere description of the event or process to foster multiple opportunities to experience and consider the site and its resources. These themes help explain why a story is relevant to people who may otherwise be unaware of connections they have to an event, time, or place associated with the site.

The following interpretive themes have been identified for Ebey’s Landing National Historical Reserve:

- **The federal, state, and local partners of the reserve work together to preserve and share with the public a model of land management designed to balance sustainable development and resource protection.**

*Potential topics to be explored within this theme:*

- Legacy is an important concept at Ebey’s Landing; choices made by previous generations to conserve this land will result not only in continued land use traditions, but in the education and enjoyment of generations to come.
- Community members fought for the founding of the reserve despite opposition, to create a new model for cultural landscape preservation in America and forge a partnership that continues to inspire community members and visitors alike.

- **The landscape visitors see today at Ebey’s Landing reflects an unbroken record of relationship between people and the land and water, from the forests, prairies, and shorelines to farms, roads, and towns.**

*Potential topics to be explored within this theme:*

- The architecture and land use patterns at Ebey’s Landing reflect the home and heritage of both Native Americans and later immigrants and the ways in which residents have adapted to changing land use over time.
- The vivid, thriving cultural history of Ebey’s Landing is reflected in cultural landscapes ranging from prairies and protected harbors to farms and late 19th- to early 20th-century military forts.

- **Its strategic maritime location at the entrance to Puget Sound, near several navigable rivers, made Ebey’s Landing a geographic and cultural crossroads.**

*Potential topics to be explored within this theme:*

- It is easy for visitors to feel small in the openness of the prairie and awed by the majestic surrounding mountain ranges—it is easy to imagine the processes of volcanism, glaciation, and erosion that made this place ideal for settlement.
- The geographical position and natural resources at Ebey’s Landing sustained a confluence of cultures, including Coast Salish people, European American settlers, and immigrants from other cultures.
- Whidbey Island’s strategic location also encouraged military fortification in order to protect maritime trade, the entrance to Puget Sound, and the region’s evolving communities and industries.



## Part 2: Dynamic Components

The dynamic components of a foundation document include special mandates and administrative commitments and an assessment of planning and data needs. These components are dynamic because they will change over time. New special mandates can be established and new administrative commitments made. As conditions and trends of fundamental and other important resources and values change over time, the analysis of planning and data needs will need to be revisited and revised, along with key issues. Therefore, this part of the foundation document will be updated accordingly.

### Special Mandates and Administrative Commitments

Many management decisions for a site are directed or influenced by special mandates and administrative commitments with other federal agencies, state and local governments, utility companies, partnering organizations, and other entities. Special mandates are requirements specific to a site that must be fulfilled. Mandates can be expressed in enabling legislation, in separate legislation following the establishment of the site, or through a judicial process. They may expand on purpose or introduce elements unrelated to the purpose. Administrative commitments are, in general, agreements that have been reached through formal, documented processes, often through memorandums of agreement. Examples include easements, rights-of-way, arrangements for emergency service responses, etc. Special mandates and administrative commitments can support, in many cases, a network of partnerships that help fulfill the objectives of the site and facilitate working relationships with other organizations. They are an essential component of managing and planning for Ebey's Landing National Historical Reserve.

For more information about the existing special mandates and administrative commitments for Ebey's Landing National Historical Reserve, please see appendix B.

### Assessment of Planning and Data Needs

Once the core components of part 1 of the foundation document have been identified, it is important to gather and evaluate existing information about the site's fundamental and other important resources and values, and develop a full assessment of the site's planning and data needs. The assessment of planning and data needs section presents planning issues, the planning projects that will address these issues, and the associated information requirements for planning, such as resource inventories and data collection, including GIS data.

There are three sections in the assessment of planning and data needs:

1. analysis of fundamental and other important resources and values (see appendix A)
2. identification of key issues and associated planning and data needs
3. identification of planning and data needs (including spatial mapping activities or GIS maps)

The analysis of fundamental and other important resources and values and identification of key issues leads up to and supports the identification of planning and data collection needs.

### Analysis of Fundamental Resources and Values

The fundamental resource or value analysis table includes current conditions, potential threats and opportunities, planning and data needs, and selected laws and NPS policies related to management of the identified resource or value. Please see appendix A for the analysis of fundamental resources and values.

## Identification of Key Issues and Associated Planning and Data Needs

This section considers key issues to be addressed in planning and management and therefore takes a broader view over the primary focus of part 1. A key issue focuses on a question that is important for a site. Key issues often raise questions regarding purpose and significance and fundamental and other important resources and values. For example, a key issue may pertain to the potential for a fundamental or other important resource or value in a site to be detrimentally affected by discretionary management decisions. A key issue may also address crucial questions that are not directly related to purpose and significance, but which still affect them indirectly. Usually, a key issue is one that a future planning effort or data collection needs to address and requires a decision by NPS managers.

The following are key issues for Ebey's Landing National Historical Reserve and the associated planning and data needs to address them:

- **Management Responsibilities and Resources.** Reserve governance is guided by a Trust Board, which was envisioned in the 1980 comprehensive plan and established in 1988 by the four formal partners for the reserve. This unique, federal/state/local partnership model presents particular challenges, opportunities, and complexities. Roles, responsibilities, and priorities for implementing management objectives are not always clear and could be improved. For example, the National Park Service and the Trust Board share the same base funding for operations, and processes for prioritizing tasks and allocating funding for reserve operations are not always optimal and could be improved.

The current management situation for NPS-owned properties does not optimally support visitor use or resource protection priorities. In the last 17 years, the National Park Service has substantially increased land and facility ownership within the reserve. These acquisitions have created a \$5.5 million maintenance backlog. However, NPS operations, including personnel and base funding, have not been augmented to address these additional responsibilities. The NPS operation is currently limited to 1.6 full-time equivalent employees, and NPS staffs are challenged to meet the minimum management functions assigned by the NPS regional and Washington offices.





NPS staff collaborate with the Trust Board-employed reserve manager and support staff, but overall operations need to be right-sized to account for the workload associated with managing regulatory and resource protection demands. In addition, the National Park Service currently supplements staff on an ad hoc basis, receiving technical and administrative support primarily from North Cascades National Park Complex. Furthermore, the Trust Board or other non-federal partners are the most appropriate parties to take a leadership role in certain actions such as local land use regulation and decision making that is not the proper purview of the federal government.

The National Park Service retains ownership of two farms (Farms I and II) that it attempted and failed to return to the private sector through a complex land exchange. The maintenance of these farms and their extensive historic and modern facilities requires staff time and financial resources that do not currently exist. This is resulting in deterioration of resources and assets.

Given the complexity of land ownership within the reserve boundary and the limited number of reserve and NPS staff, certain functions and facilities require external partnerships and support in order to be fully implemented. The reserve currently does not have dedicated law enforcement staff, but instead relies on local (Island County) law enforcement. This poses challenges for maintaining the security of federal facilities and for managing use of federal lands and interests within the reserve. Some structures, such as the historic Ferry House, are subject to vandalism on a fairly routine basis. Special uses such as races and special events are also increasing, and the reserve lacks the staff to provide sufficient oversight. Additionally, siting and development of infrastructure that would support an enhanced visitor experience, including roadside pullouts and directional signage, require the involvement of multiple parties whose land may be affected by these uses. In order to augment current staff capacity and address management issues that go beyond the purview of the reserve partners, agreements are needed with local agencies, landowners, and partners to provide for law enforcement support, signage, and roadside pullouts.

*Associated high-priority planning needs:*

- Strategic plan
- Visitor use management plan
- Historic structure report for Ferry House
- Site planning for Ferry House and Ebey's Landing Proper

*Associated high-priority data needs:*

- Visitor use studies to quantify annual visitation
- Facility condition assessment for Farm I
- Administrative analysis for the NPS operation within the reserve



- **Increased Visitation and Changing Uses.** The reserve is experiencing visitation levels that are much higher than anticipated by its 2006 general management plan. Whidbey Island is in close proximity to the city of Seattle and other urban centers in the Puget Sound region that are experiencing extraordinary growth. As a result, the reserve has become a sought-after destination for day trips and short getaways. Visitation is changing in character to include more intensive, trail-based outdoor recreation in addition to the focus on historic structures and cultural landscapes anticipated by the general management plan.

As a result of increased visitation and evolving visitor interests, many parking areas in the reserve are undersized and congested, and overflow parking is occurring in inappropriate locations and causing damage to resources. Existing visitor facilities (i.e., restrooms) do not have the capacity to accommodate the current level of use, particularly during peak periods. Visitor use and circulation throughout the reserve need to be examined holistically to support future visitation and planning for facilities and infrastructure.

*Associated high-priority planning needs:*

- Visitor use management plan
- Site planning for Ferry House and Ebey's Landing Proper

*Associated high-priority data needs:*

- Visitor use studies

- **Identity, Wayfinding, and Interpretation.** Signage in the reserve is both lacking and inconsistent, and many visitors may traverse the reserve without knowing that they are within its boundaries. A variety of agency logos are used to identify sites and features in the reserve, which makes it challenging for newcomers to understand it as one entity. Signs, waysides, and kiosks are largely outdated, in poor condition, and not optimally sited. Signage and site-specific wayside exhibits are crucial to reserve interpretation and public outreach; given the small number of NPS and Trust Board staff, signs and waysides are likely to be the only orientation and interpretive interaction that visitors will experience. Because the National Park Service owns limited land within the reserve, the location of potential new signs and waysides needs to be carefully considered in collaboration with reserve partners and private landowners. Agreements to install existing signs, kiosks and waysides on non-NPS lands have expired and need to be renewed or replaced with other more enduring forms of authorization.

*Associated high-priority planning needs:*

- Visitor use management plan
- Site planning for Ferry House and Ebey's Landing Proper

*Associated high-priority data needs:*

- Visitor use studies



- **Protection of the Historic Rural Setting.** The vast majority of the reserve's scenic viewsheds, historic structures, and cultural landscapes are on land not owned by the National Park Service. Resource protection on these sites is controlled by local government land-use regulation and relies on public education, outreach programs, incentives, easements, and collaboration. On sites owned by the National Park Service, some cultural resource baseline documentation is lacking or needs updating, including for cultural landscapes, archeological resources, and historic structures. The Central Whidbey Island community has achieved impressive preservation goals over the past several decades; however, increased communication, coordination, and resource documentation would greatly assist the reserve and partners in safeguarding its distinctive sense of place.

The *Ebey's Landing National Historical Reserve Design Guidelines* document provides guidance for development, alteration, and treatment of historic buildings and landscapes within the reserve. The guidelines were authorized by separate but matching ordinances passed by the town of Coupeville and Island County in 2011 (Town of Coupeville Ordinance No. 692 and Island County Ordinance C-84-11, Chapter 17.04A). The provisions of the design guidelines are regulated by Island County and the town of Coupeville through a joint Historic Preservation Commission, and the Trust Board offers advice and technical assistance to support community members in their implementation. According to the ordinances, the design guidelines are intended to be evaluated annually for potential updates, and the document is overdue for this review. In addition, reserve partners need assistance in ensuring that the guidelines and relevant financial incentives are effectively communicated to the public, in particular to new property owners, who are not always informed about what it means to own land in the reserve.

Compliance with the design guidelines is required by local ordinance, and the reserve has not always had the technical support to consistently inventory and monitor its cultural resources; for example, to track changing land use and identify properties with resources at risk of impairment. An inventory of structures in the reserve exists and has recently been updated, but the cultural landscape inventory needs to be updated. The reserve would like to make information about cultural resources more accessible to the public and to other agencies to support collaborative resource protection.

Development pressure continues to increase on Whidbey Island. Although a large number of easements protect land in the reserve, the primary easement holders—the National Park Service and the Whidbey Camano Land Trust—do not routinely coordinate acquisition priorities. The reserve's only land protection plan was written in 1984 and is very out of date. The Trust Board developed a land protection strategy in 2004; however, the strategy does not conform to the NPS land protection plan requirements and does not provide comprehensive information on easements within the reserve boundary or clear guidance for easement monitoring and process. The reserve's easement monitoring plan also needs updating. Data on existing easements are maintained by different entities, and a centralized, comprehensive source of easement information is not readily available to organizations or to the general public. Public awareness about easements is stronger in agricultural areas than in residential areas and subdivisions, where new property owners may not know about the existence of easements attached to their lands. Moreover, monitoring of easements has not occurred on a regular basis. To protect the integrity of the reserve's rural setting, awareness of easements and easement monitoring must remain a key priority of the Trust Board and reserve partners.

*Associated high-priority planning needs:*

- Strategic plan
- Historic structure report for Ferry House
- Site planning for Ferry House and Ebey's Landing Proper

*Associated high-priority data needs:*

- Archeological surveys for NPS-owned properties
- Cultural landscape inventory

- **Partnerships and Outreach.** The reserve’s cooperative management model offers significant partnership opportunities that could be better leveraged and broadened to support operations and programs. To inform discussions with residents, visitors, and partners, the National Park Service and the Trust Board need a clearer understanding of partnership and friends’ group opportunities, fund sources, and the economic contributions of the reserve to the local community. This is especially critical given that the reserve’s enabling legislation calls for the National Park Service to defray only a portion, not to exceed 50%, of annual operational costs for the reserve. Remaining costs, including in-kind contributions, are to be provided from other sources, ensuring that the reserve as a whole is supported by partnerships. For these reasons, the interlocal agreement directs the reserve to cultivate partnerships and additional funding to augment NPS technical and financial support.

Partners achieve a substantial amount of preservation work in the reserve, and this could be acknowledged more widely and incorporated into interpretive materials to raise public awareness about the importance of collaborative stewardship within the historic district boundaries. In addition, the reserve needs to improve its coordination and clarify its process for working with neighboring agencies, in particular the U.S. Navy.

*Associated high-priority planning needs:*

- Strategic plan

### Planning and Data Needs

To maintain connection to the core elements of the foundation and the importance of these core foundation elements, the planning and data needs listed here are directly related to protecting fundamental resources and values, significance, and purpose, as well as addressing key issues. To successfully undertake a planning effort, information from sources such as inventories, studies, research activities, and analyses may be required to provide adequate knowledge of site resources and visitor information. Such information sources have been identified as data needs. Geospatial mapping tasks and products are included in data needs.

Items considered of the utmost importance were identified as high priority, and other items identified, but not rising to the level of high priority, were listed as either medium- or low-priority needs. These priorities inform NPS management efforts to secure funding and support for planning projects.

During the foundation workshop, members of the Trust Board, and NPS and reserve staff, identified the reserve Trust Board as the most appropriate lead for some of the planning and data needs prioritized by the group. These planning and data needs (and other actions) are listed in the “Summary of Trust Board Planning and Data Needs and Other Recommendations” table below.

**Criteria and Considerations for Prioritization.** The following criteria were used to evaluate the priority of each planning or data need:

- Greatest utility to reserve management.
- Ability to address multiple issues; many issues are interrelated. For example, many visitor capacity issues are coupled with resource protection issues.
- Emergency/urgency of the issue.
- Prevention of resource degradation.
- Plans that consider protection of the fundamental resources and values.
- Result in a significant benefit for visitors.
- Feasibility of completing the plan or study, including staffing support and funding availability.
- Opportunities, including interagency partnership or assistance.

## High Priority Planning Needs

### Strategic Plan.

*Rationale* — Reserve managers are currently lacking comprehensive direction to guide management priorities and resource allocation. Decisions are frequently made on a provisional basis without consideration of how well they align with overall management goals. The reserve needs to take better advantage of its unique partnership by clearly identifying roles and responsibilities for maintenance and operations, resource protection, interpretation, and outreach. This is particularly crucial given the need to maximize organizational capacity in the face of limited financial resources.

*Scope* — This five-year plan would be developed as a joint effort between the National Park Service, the reserve Trust Board, the town of Coupeville, Island County, and the State of Washington. This effort would build on information generated by the Trust Board-led clarification of roles and responsibilities (identified as a planning need for the Trust Board). The strategic plan would determine mutually agreed-upon short-term goals and actions for the reserve partners. The plan would identify the different physical, financial, and knowledge assets each partner can contribute in the near term, and determine the best use of these resources to achieve shared goals. Guidance would include annual work plans and strategies to address staffing, budget prioritization, and planning.

### Visitor Use Management Plan.

*Rationale* — The reserve is in a rapidly expanding urban region and visitation levels have increased dramatically in recent years. Visitors to the reserve include non-local travelers as well as members of the local community who regularly enjoy the reserve's trails, beaches, historic setting, and other facilities. Due to this diversity of visitors and proximity to densely populated areas, the type of visitor use is evolving to include a wider spectrum of recreational pursuits. To meet changing visitor needs and alleviate overcrowding of existing facilities, managers need information and holistic guidance to support future planning of facilities, trails, parking, and other amenities.

*Scope* — This planning process would examine current and potential visitor opportunities and develop long-term strategies for providing access, connecting visitors to key experiences, and managing use. The plan would assess the need for new facilities or changes to existing facilities and would identify strategies for addressing visitor use issues; for example, crowding and resource impacts. This coordinated effort would include all reserve partners and would provide comprehensive guidance for visitor use, circulation, trails, signage and wayfinding, and interpretive waysides. If needed, the elements of this planning process could be integrated into other types of plans, such as more detailed transportation, trail, and site planning efforts and interpretive planning for waysides.



### **Cultural Resource Stewardship Assessment.**

*Rationale* — A cultural resource stewardship assessment provides a baseline evaluation of cultural resources and management practices and outlines project needs and priorities to guide managers in stewardship decisions intended to improve resource knowledge and conditions. The reserve has numerous cultural resources to manage, but does not currently have a cultural resources stewardship assessment in place.

*Scope* — The cultural resource stewardship assessment would provide an overall summary assessment of the reserve’s cultural resources and the management of those resources, including the condition of existing resources and potential actions and strategies for improving resource conditions. The assessment would include a synthesis of scientific data and information and would evaluate existing inventory and documentation efforts to identify critical data gaps and other stewardship activities to identify critical project needs. The cultural resource stewardship assessment would include research recommendations and task priorities for the site’s cultural resources, including confirming the prioritization of actions related to the reserve’s fundamental resources and values.

### **Historic Structure Report for Ferry House.**

*Rationale* — Built to shelter travelers arriving at the nearby ferry landing, the circa 1859 Ferry House provided lodging, sustenance, and a post office for new arrivals. The historic structure is an iconic resource in the reserve and is highly representative of the island’s early European American settlement period. It is also a contributing Territorial-era structure in the reserve and is one of the 10 primary buildings in the reserve owned by the National Park Service. The Ferry House has suffered periodic minor vandalism in recent years, and increased protection is urgently needed to mitigate this risk, especially in regard to structural fire. Meanwhile, managers are interested in finding an appropriate adaptive use for this facility that will enhance protection and make this key resource more accessible to the public without compromising its physical integrity and character. The Ferry House has been stabilized and undergone some external rehabilitation, but has not been fully rehabilitated.

A 2002 conservation assessment and evaluation report was done for the Ferry House along with the Jacob Ebey House and the Block House. This report found that the historic fabric of the Ferry House was largely undisturbed but exhibiting areas of notable deterioration. The report set a goal of seeking the highest level of historic preservation for the Ferry House while seeking long-term structural stabilization. While the structure did not meet standards for public access, it was acknowledged that once preservation actions were implemented, methods could be identified for public accommodation “where reasonably achievable.” Treatment recommendations provided by the conservation assessment and evaluation report included exterior repairs to the chimney, roof, and windows, and construction of a porch. The report did not provide guidance for treatment of interior features, instead deferring to future study and analysis.

More detailed documentation and treatment recommendations are needed to supplement the conservation assessment and evaluation report in support of preservation and/or rehabilitation, maintenance, visitation, and interpretation of the Ferry House, in particular regarding interior treatments and the potential for public access. This information is also needed to inform subsequent planning efforts, including site planning for the surrounding landscape (two outbuildings and an adjacent 20-acre parcel known as the Ferry Forest).

*Scope* — The historic structure report would document the property’s history and existing condition in detail, while providing an updated management vision for use of the house and outbuildings (a shed and an outhouse) and the surrounding site. It would identify the most appropriate approach to interior and exterior treatment and maintenance given current conditions and outline a scope of recommended work. Existing documentation for the structure could be incorporated into the report.



## Site Planning for Ferry House and Ebey's Landing Proper.

*Rationale* — The Ferry House is an NPS-owned property critical to conveying the history of the reserve and providing for visitor use and enjoyment of the area in a manner that is compatible with the cultural landscape. The property has multiple visitor use and interpretation issues, particularly associated with parking, congestion, and public access. The Ferry House is located within the most intensively used area of the reserve, straining existing parking facilities at peak visitation and negatively impacting resources. The high level of activity at these sites has also led to concern about public safety and security of historic resources. The full affected area starts above the high tide line and includes the Washington Department of Natural Resources land below the ordinary high tide, the county road right of way, the Ebey's Landing State Park parking lot, and the NPS lands that encompass the Ferry House. Visitors coming to the site to access the beach or trails at Ebey's Landing State Park may not be aware of the reserve's history or the significant cultural landscapes they are traveling through. Signage is lacking and basic visitor contact amenities were designed for use levels that have now been exceeded.

*Scope* — Informed by the Ferry House historic structure report and the visitor use management plan, the site planning would address the Ferry House and 20-acre Ferry Forest, as well as the historic Cabins site where Isaac Ebey was killed. Site planning would consider parking, access and transportation, accessibility requirements, interpretation and programmatic needs, and the sensitive siting of additional waysides or facilities, if needed. The site plan would define appropriate uses; coordinate the relationship between visitor use, site resources, and facilities; and establish an agreed-upon framework to inform subsequent stages of design and development. The plan would comprehensively consider physical access, safety, circulation (including trails and parking), interpretation, and facilities to alleviate resource impacts, take full advantage of growing visitation, and share Ebey's Landing stories with the public. Consideration would be given to visitation and capacity pressures in adjacent areas that serve as key access points to other parts of the reserve (e.g., Ebey's Landing State Park). Site planning efforts would be carried out in coordination with the Trust Board and other key partners and jurisdictions in order to allow for addressing capacity issues on non-NPS land.

## High Priority Data Needs

### Visitor Use Studies.

*Rationale* — Visitation to the reserve is on the rise, and visitors are coming for increasingly diverse reasons; however, staff lacks current condition metrics on the people who use the reserve (local as well as non-local). Although a visitor use survey was conducted in 2006 to analyze visitor use, visitor awareness about the reserve, and money spent, the survey did not assess visitation in terms of impacts on reserve facilities and infrastructure (e.g., parking). Baseline data on current visitor use patterns and facilities impacts would inform the visitor use management plan and other subsequent planning efforts. Managers need a comprehensive understanding of visitation that would include all areas of the reserve (e.g., the state parks) and not only sites under NPS ownership. Collaboration with partners would be necessary to collect these data and might offer an opportunity to strengthen local relationships.

*Scope* — This data collection effort would assess the baseline conditions for visitor experiences and opportunities, use levels and patterns, and visitor preferences and motivations. Data collection would address impacts on facilities and transportation, as well as gaps in trail networks that could be improved with new linkages. The studies could also include spatial and temporal modeling of visitor use patterns and impacts to identify current and potential future issues. In addition, this research could evaluate the economic value of reserve visitation on the local economy and gather visitor input on reserve management issues.

### Facility Condition Assessment for Farm I.

*Rationale* — A facility condition assessment for Farm I is overdue and is required for the site’s divestment. The assessment would support planning decisions for the farm’s sale or maintenance as a leased facility.

*Scope* — The facility condition assessment would consist of a formal inspection of buildings and infrastructure at Farm I. These include the property’s non-historic metal, concrete, and wood-frame buildings; its small gambrel-roofed barn that needs to be assessed for historical and architectural significance; its manure lagoons and associated pump lines; silage pits; loafing and storage sheds; barns; well and pump houses; equipment sheds; silos; fencing; and two wells. Deficiencies identified from the assessment would be documented in the NPS Facility Management Software System, the cost for each repair would be determined, and each structure would be assigned a condition category.

### Administrative Analysis for the NPS Operation within the Reserve.

*Rationale* — The reserve is currently assigned minimal NPS staff (1.6 full-time equivalent positions, or FTE) to navigate the administrative complexities and workload associated with management of the NPS-owned assets at the reserve. Furthermore, NPS management complexity has increased substantially since the reserve’s inception, while staffing numbers have remained flat. The National Park Service now owns 413 acres of land, including two farms with numerous facilities and nearly a dozen historic structures, and helps manage several popular trails used by thousands of visitors on a year-round basis. In addition to the Trust Board programs and support staff, NPS operation at Ebey’s Landing National Historical Reserve is partially supported by staff from North Cascades National Park Service Complex and has at times received assistance from Olympic National Park, Mount Rainier National Park, and the NPS Pacific West Regional Office. This limited NPS support has never been formalized and cannot be relied upon indefinitely given the operational needs at each of these sites and the evolving complexity of management needs at Ebey’s Landing National Historical Reserve.

*Scope* — The administrative analysis would compile and evaluate data about both NPS management requirements and available resources, and would recommend measures to address shortcomings and streamline management. The administrative analysis

would specifically focus on NPS management at the reserve and would evaluate existing operations and highlight changes that could be made to achieve improved management efficiency. This could include identifying gaps in technical and administrative support at this small site that could be supplemented by NPS staff in other sites or programs, by the Trust Board, or by other partners. In addition to supporting day-to-day operations, this information would inform the strategic plan to help guide creation of a framework for appropriate allocation of management responsibilities.



### **Cultural Landscape Inventory.**

*Rationale* — The reserve's nationally significant cultural landscapes have not been analyzed since the early 2000s, and a cultural landscape inventory has not been completed since 1983. The inventory would provide critical baseline information for all partners by identifying the condition of significant cultural landscape resources and the protection levels needed to ensure that they are not degraded.

*Scope* — The cultural landscape inventory would incorporate relevant data from the 2005 technical supplement to the general management plan, and would document the existing conditions, historical development, and management of landscapes throughout the reserve. The inventory will analyze landscape characteristics and features, including spatial organization, circulation, views, buildings and structures, vegetation, small-scale elements, and land uses and activities to evaluate the historic integrity of the reserve's cultural landscapes. The inventory would include a condition assessment of landscape features and would assist reserve property owners in treatment and management decisions.

### **Archeological Surveys for NPS-Owned Properties.**

*Rationale* — The reserve lacks complete, up-to-date archeological data for NPS-owned properties, including the Jacob Ebey House and Farms I and II. Preliminary archeological inventories were conducted for Farms I and II, but once the land transfer ceased, the documentation work was not completed. Most of the archeological surveys to date have occurred through Section 106 compliance; however, broader, more comprehensive archeological data would yield more holistic knowledge about the sites' rich archeological record. In addition, surveys for these properties would be beneficial in advance of the transfer of Farms I and II. Archeological surveys for the Ferry House have already been completed.

*Scope* — A draft archeological overview and assessment exists for the reserve. The proposed data collection effort would clarify the status of the draft overview and assessment, while providing additional information that is needed to fully identify, evaluate, document, register, and establish basic information about the properties' archeological resources. The surveys would be guided by a research design that informs objectives, field techniques, and methods of data processing. For example, remote sensing techniques would be an important first step in the assessment of several areas. This research could be conducted during archeological field schools with support from universities through the Cooperative Ecosystem Studies Unit Network.

The research design would also provide a framework for analyzing and interpreting the information collected. The surveys would assist with prioritizing stabilization and protection needs and would incorporate existing data to avoid duplicating efforts. The information collected as part of these surveys would inform management recommendations in the draft archeological overview and assessment.

### **Land Acreage Assessment.**

*Rationale* — There are significant discrepancies in the acreage reported for NPS land ownership in the reserve in various planning documents. The total acreage of NPS-owned land within the reserve is therefore uncertain. A clarification of the precise total acreage of the reserve is needed.

*Scope* — The assessment would provide accurate acreage for lands in NPS ownership (both fee and easement), total acreage of private land, and total acreage of all lands and waters within the reserve boundary, using best available methods. Total acreage of lands under scenic or conservation easement would also be identified. The assessment would be done in coordination with the NPS Pacific West Region Land Resources Division.

Summary of High Priority Reserve Planning and Data Needs	
Planning Needs	Data Needs
Strategic plan	Visitor use studies
Visitor use management plan	Facility condition assessment for Farm I
Cultural resource stewardship assessment	Archeological surveys for NPS-owned properties
Historic structure report for Ferry House	Cultural landscape inventory
Site planning for Ferry House and Ebey's Landing proper	Administrative analysis for the NPS operation within the reserve
	Land acreage assessment

Summary of Other Reserve Planning Needs		
NPS Planning Needs	Priority (M, L)	Notes
General management plan (update)	M	Visitor use and visitation levels have changed substantially since the completion of the 2006 general management plan, in ways not anticipated by the plan. Some of the envisioned facility uses have proved infeasible. As a result, the reserve is operating in a reactionary way to numerous planning and management needs. The reserve needs comprehensive, long-term guidance that establishes management priorities, defines roles and responsibilities, and holistically addresses visitor use of the reserve.
Land protection plan (update)	M	An updated land protection plan would identify priorities and opportunities to preserve more land through easements in the reserve. A current land protection plan is needed to inform the Land Acquisition Ranking System analysis, which takes place annually and identifies acquisition priorities for funding throughout the National Park Service. The plan would be developed in collaboration with all reserve partners and with other land conservation entities in the reserve. To the extent appropriate, the plan would define shared priorities for easement acquisition and resource protection, to ensure that efforts continue in securing easements for the highest-priority parcels that protect the integrity of the setting.
Comprehensive interpretive plan, including long-range interpretive plan update	M	The reserve does not have a comprehensive interpretive plan, and its 2009 long-range interpretive plan is outdated and does not reflect the full breadth of stories and resource experiences that staff would like to convey to visitors. Interpretive planning would include all partners and would articulate the reserve's interpretive strategy and recommend optimal interpretive media.
Resource stewardship strategy	L	The resource stewardship strategy would guide integrated cultural and natural resource management and could be leveraged to share these big-picture management goals with the local community and partner agencies.

<b>Summary of Other Reserve Data Needs</b>		
<b>NPS Data Needs and Studies</b>	<b>Priority (M, L)</b>	<b>Notes</b>
Economic impact data for visitation	M	Tourism associated with the reserve provides significant economic contributions to the local economy. Data on the economic impacts of tourism are highly relevant to the place-based economic development encouraged by many members of the local community. This information could support partnership and outreach planning work undertaken by the Trust Board.
Ethnographic overview and assessment	M	The reserve needs more specific information on which Coast Salish tribes are traditionally associated with the local area. An ethnographic overview and assessment would provide comprehensive baseline information about resources traditionally valued by tribes and others with historic affiliations with the reserve. This would provide much-needed information to guide tribal consultation and resource protection within the reserve.
Baseline dark night sky data	M	Development within reserve boundaries is occurring rapidly, and light pollution from new buildings is a potential problem. A baseline study would quantify current dark sky conditions, as this resource can slip away incrementally with its loss not readily noticeable. Data on night sky conditions could support a coordinated effort to encourage better light management within the reserve, in partnership with Island County and the town of Coupeville.
Acoustical monitoring	M	The acoustical monitoring protocol would include monitoring of natural soundscapes and non-natural sounds in general (e.g., construction, road noise, etc.), as well as specifically monitoring for noise related to U.S. Navy operations. Information from baseline acoustical monitoring conducted in 2015 would be incorporated into the ongoing monitoring data. This information would be used to build on the baseline data and monitor trends over time. Noise-related trends identified in this acoustical monitoring could then be used to inform managers about impacts on resources, visitor experience, and the character of the reserve. Results would also be used to identify ways to mitigate those impacts.
Administrative history (update)	M	The reserve does not currently have a comprehensive administrative history. The current administrative history needs supplementation and updating to address information relating to the establishment of the reserve as well as other issues.

<b>Summary of Trust Board Planning and Data Needs and Other Recommendations</b>	
These plans, data needs, and other recommendations were identified during the foundation workshop by a planning team composed of Trust Board members and reserve and NPS staff. The workshop team considered the reserve's fundamental resources and values and key issues holistically and developed a comprehensive list of plans, data, and other recommendations to assist managers in addressing the reserve's most pressing challenges and opportunities.	
Trust Board Planning or Data Needs or Actions	Notes
<b>Plans:</b> Partnership strategy	The interlocal agreement for reserve administration, reserve legislation, and the 1980 comprehensive plan call for the reserve to engage in outreach and actively seek new partners and sources of financial support. Partnerships and outreach are especially critical to the reserve given that 50% of its operating budget is contributed by non-NPS sources. This planning effort would be conducted by the Trust Board, and would consider formal reserve partners as well as other local agencies and organizations. Its development would be closely connected to guidance in the strategic plan and the business plan.
<b>Plans:</b> Business plan	A business plan would present a detailed picture of the current state of reserve operations and funding and would outline priorities and funding strategies. Informed by the strategic plan, it would also consider partnership opportunities. The business plan would serve as a communication tool and provide the reserve with financial and operational baseline knowledge for future decision making.
<b>Plans:</b> Update to <i>Ebey's Landing National Historical Reserve Design Guidelines</i>	This is the guiding document for treatment of historic buildings and protecting cultural landscapes in the reserve. Design review in the reserve is undertaken by Island County and the town of Coupeville. The Trust Board advises and provides technical assistance in this process, but has no regulatory authority. Although the town and county ordinances that established the design guidelines call for their periodic review, revisions were last completed in 2011. Additional evaluation and potential updates should consider what constitutes compatible infill for different areas in the reserve.
<b>Plans:</b> Clarification of roles and responsibilities	This reference document would clearly define the roles and responsibilities of the Trust Board, the National Park Service, the town of Coupeville, Island County, the State of Washington, and other partners as appropriate. The process would be led by the NPS in a facilitated workshop setting. The conclusions of the process would inform other plans identified in the foundation document.
<b>Plans:</b> Update to scenic easement administration plan	The previous edition of this plan was completed in 2007, and an update is needed that defines a consistent process and schedule for easement monitoring. Regular monitoring is essential to identify and discourage non-compliant activities and easement encroachments in the reserve.
<b>Data Needs and Studies:</b> Analysis of partner preservation work	The reserve would like to more effectively communicate the importance of partnerships in stewardship and resource management. To support this message, an analysis of partner preservation efforts would demonstrate how much work has been achieved through partner initiatives.
<b>Other Recommendations:</b> Design guideline training with partners	New property owners do not necessarily have access to sufficient training and education about what it means to own property in the reserve. These new property owners would benefit from orientation materials (both online and in print), and opportunities for more in-depth training. Additional training is also needed to familiarize reserve staff with the responsibilities articulated in the design guidelines. The Trust Board has the expertise required to lead this training, which would include partners.

## Part 3: Contributors

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### Photo Credits

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# Appendixes

## Appendix A: Analysis of Fundamental Resources and Values

Fundamental Resource or Value	Cultural Landscape
<b>Description</b>	<p>Within the reserve, the visitor can experience diverse landscape conditions within a small geographic area. Post-glacial geological features and continuous human use have shaped a distinctive cultural landscape defined by a contrast of open prairie and forest, kettle holes, steep gravel bluffs, and sweeping shoreline topography. Visual connections to Puget Sound, the Olympic and Cascade mountain ranges, and iconic peaks such as Mount Baker and Mount Rainier are largely unchanged since Donation Land Law settlement of the area. Views across the landscape illustrate how land use has changed over time, from sweeping panoramas of agricultural fields to discreet clusters of rural historic buildings to historic military forts and a classic northwest small town edged by modern development.</p>
<b>Related Significance Statements</b>	<p>Significance statements 2, 3, and 4.</p>
<b>Current Conditions and Trends</b>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• The cultural landscape has not been analyzed since the early 2000s, and a cultural landscape inventory has not been completed since 1983.</li> <li>• Some areas of the reserve have changed very little over time, whereas others have changed more noticeably due to incremental development (e.g., subdivision and residential, commercial, and transportation-related development). This has resulted in a loss of farmland. Areas especially impacted by development include State Route 20, which did not exist during the reserve’s period of significance, and in Coupeville just north of the intersection of State Route 20 and Main Street, due to construction of a new hospital.</li> <li>• The bluffs and central prairie remain relatively unchanged since the creation of the reserve.</li> <li>• Views and visual connections across the landscape are in very good condition. Road widths and farm clusters are maintained to historic standards, and overall development within the prairie landscape is designed in a way that fits with the legislation/purpose of the reserve.</li> <li>• Views toward Puget Sound and the mountains from the bluff and Ebey’s Prairie are highly valued by visitors.</li> <li>• The viewshed from Penn Cove is not as intact due to intrusion from development and artificial light.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• There is concern that the integrity of the cultural landscape is declining; however, the reserve does not have baseline data to measure against.</li> <li>• The cultural and natural soundscapes of the reserve are deteriorating.</li> <li>• Impacts to viewshed integrity within and outside the reserve vary depending upon the location.</li> <li>• The quality of views and visual connections around Penn Cove is further declining due to increased residential development.</li> </ul>



Fundamental Resource or Value	Cultural Landscape
<p><b>Threats and Opportunities</b></p>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Incremental and inappropriate development (especially residential) affects the landscape, in particular the subdivision of the few forested areas that can be subdivided within the reserve.</li> <li>• Growth and development creates the need for infrastructure inconsistent with the rural character of the landscape.</li> <li>• Challenges exist in coordinating the different priorities for planning between different jurisdictions.</li> <li>• Modern noise intrusion: noises are getting louder, and population and visitation have increased, bringing development and additional transportation noise. U.S. Navy operations around the reserve are extremely noisy and impact the soundscape.</li> <li>• Perpetuation of the agricultural landscape is dependent on the continuation of real farming. Reserve and NPS management do not have a clear read on the future of farming practice on lands within the boundary. If farms are lost to non-agricultural uses, it will not be long before the landscape changes.</li> <li>• Public interest in using the landscape for non-agricultural purposes (e.g., weddings) could create economic pressure to change land use, which would change the character of the reserve.</li> <li>• The socioeconomic condition of the agricultural operations is tenuous: the skilled, long-term labor required of workers does not bring in enough money for them to afford to live in the local community, where housing is expensive. Farms instead rely on temporary interns and younger workers who are interested in organic farming practices.</li> <li>• Lack of baseline information.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• The completion of a cultural landscape inventory would identify the condition of significant cultural landscape resources and the protection levels needed to ensure they are not degraded.</li> <li>• Establish easements on existing subdividable land.</li> <li>• Increase partnerships, and work more closely with the local government for land protection and preservation.</li> <li>• Consider a collaborative easement plan.</li> <li>• Continue to expand the scope and funding of the Ebey's Forever grant program.</li> <li>• Promote appropriate adaptive reuse of historic structures.</li> </ul>
<p><b>Existing Data and Plans Related to the FRV</b></p>	<ul style="list-style-type: none"> <li>• County comprehensive plan.</li> <li>• Town of Coupeville comprehensive plan.</li> <li>• Comprehensive plan for Ebey's Landing National Historical Reserve.</li> <li>• Town/County design review.</li> </ul>
<p><b>Data and/or GIS Needs</b></p>	<ul style="list-style-type: none"> <li>• Visitor use studies.</li> <li>• Land acreage assessment.</li> <li>• Cultural landscape inventory.</li> <li>• Ethnographic overview and assessment.</li> <li>• Baseline dark night sky data.</li> <li>• Acoustical monitoring.</li> <li>• Analysis of partner preservation work.</li> </ul>

Fundamental Resource or Value	Cultural Landscape
<p><b>Planning Needs</b></p>	<ul style="list-style-type: none"> <li>• Visitor use management plan.</li> <li>• Site planning for Ferry House.</li> <li>• General management plan (update).</li> <li>• Land protection plan (update).</li> <li>• Resource stewardship strategy.</li> <li>• Update to <i>Ebey's Landing National Historical Reserve Design Guidelines</i>.</li> </ul>
<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</b></p>	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• Antiquities Act of 1906</li> <li>• Historic Sites Act of 1935</li> <li>• National Historic Preservation Act of 1966, as amended</li> <li>• Clean Air Act of 1977</li> <li>• Executive Order 11514, "Protection and Enhancement of Environmental Quality"</li> <li>• Executive Order 11593, "Protection and Enhancement of the Cultural Environment"</li> <li>• Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources"</li> <li>• "Protection of Historic Properties" (36 CFR 800)</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</b></p> <ul style="list-style-type: none"> <li>• <i>NPS Management Policies 2006</i></li> <li>• Director's Order 28: <i>Cultural Resource Management</i></li> <li>• Programmatic Agreement among the National Park Service, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers (2008)</li> <li>• <i>The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes</i></li> </ul>



Fundamental Resource or Value	Central Whidbey Island Historic District and Donation Land Claim Properties
<b>Description</b>	<p>The reserve and historic district boundary follow the shape of the original Donation Land Law parcels established by settlers on Whidbey Island. This organization is still apparent in the alignment of reserve roads and individual parcel boundaries that have changed very little since the landscape was first settled. Contributing resources such as the town of Coupeville, farm clusters, roads, block houses, and other historic structures also provide a physical reminder of how people have lived and worked in this place over time. In this way, the spatial configuration of the reserve itself is a remnant of history that conveys the story of human relationships to the land.</p>
<b>Related Significance Statements</b>	<p>Significance statement 3.</p>
<b>Current Conditions and Trends</b>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• The condition of the historic district and its contributing resources is good, particularly in key areas of the reserve, such as Ebey's Prairie, many portions of Crockett Prairie, and Grasser's Hill.</li> <li>• Key areas of the reserve, such as Ebey's Prairie and Ebey's Landing, have retained a high degree of integrity.</li> <li>• All structures retain integrity to some degree.</li> <li>• The historic district and cultural landscape retain integrity.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• Development has resulted in the incremental decline of certain resources.</li> <li>• NPS and state lands have experienced less change, while county and town properties are being managed according to local land use regulations, which accept some change. The Outlying Field and Park Road areas on Smith Prairie are two areas that have experienced adverse impacts, but they were mitigated. According to the most recent (2016) monitoring, properties with NPS easements are adhering to agreements with a few minor exceptions.</li> <li>• The Trust Board has concerns about the protection of rural character in the reserve, with incremental changes such as increasing visitation and increasing popularity of non-agricultural uses (events) occurring on agricultural land.</li> </ul>
<b>Threats and Opportunities</b>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Incremental development (especially residential) is a concern, in particular the subdivision of the few forested areas that can be subdivided within the reserve.</li> <li>• Growth and development creates the need for infrastructure inconsistent with the rural character of the landscape.</li> <li>• Challenges exist in coordinating the different priorities for planning between different jurisdictions.</li> <li>• Historic structures in the reserve are significant contributing features, and it is unclear how they will be maintained in the future.</li> <li>• Local ordinances protecting historic structures are not as strong as they could be.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Design and land-use planning processes could be strengthened to better protect these cultural resources.</li> <li>• The completion of a cultural landscape inventory would identify the condition of significant cultural landscape resources and the protection levels needed to ensure they are not degraded.</li> <li>• Build community interest in independent preservation work by private landowners.</li> <li>• Encourage and reward preservation using grants, education, local design review, and incentives, along with technical assistance from partners, to encourage historic preservation.</li> </ul>

Fundamental Resource or Value	Central Whidbey Island Historic District and Donation Land Claim Properties
<p><b>Threats and Opportunities</b></p>	<p><b>Opportunities (continued)</b></p> <ul style="list-style-type: none"> <li>• Establish easements on existing subdividable land.</li> <li>• Increase partnerships, and work more closely with the local government for land protection and preservation.</li> <li>• Continue to expand the scope and funding of the Ebey's Forever grant program.</li> <li>• Promote appropriate adaptive reuse of historic structures.</li> </ul>
<p><b>Existing Data and Plans Related to the FRV</b></p>	<ul style="list-style-type: none"> <li>• County comprehensive plan.</li> <li>• Town of Coupeville comprehensive plan.</li> <li>• Comprehensive plan for Ebey's Landing National Historical Reserve.</li> <li>• Town/county design review.</li> </ul>
<p><b>Data and/or GIS Needs</b></p>	<ul style="list-style-type: none"> <li>• Visitor use studies.</li> <li>• Land acreage assessment.</li> <li>• Cultural landscape inventory.</li> <li>• Baseline dark night sky data.</li> <li>• Acoustical monitoring.</li> <li>• Analysis of partner preservation work.</li> </ul>
<p><b>Planning Needs</b></p>	<ul style="list-style-type: none"> <li>• Visitor use management plan.</li> <li>• Site planning for Ferry House.</li> <li>• General management plan (update).</li> <li>• Land protection plan (update).</li> <li>• Collaborative easement plan.</li> <li>• Resource stewardship strategy.</li> <li>• Update to <i>Ebey's Landing National Historical Reserve Design Guidelines</i>.</li> </ul>
<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</b></p>	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• Antiquities Act of 1906</li> <li>• Historic Sites Act of 1935</li> <li>• National Historic Preservation Act of 1966, as amended</li> <li>• Archeological and Historic Preservation Act of 1974</li> <li>• Executive Order 11593, "Protection and Enhancement of the Cultural Environment"</li> <li>• Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources"</li> <li>• "Protection of Historic Properties" (36 CFR 800)</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</b></p> <ul style="list-style-type: none"> <li>• <i>NPS Management Policies 2006</i></li> <li>• Director's Order 28: <i>Cultural Resource Management</i></li> <li>• Programmatic Agreement among the National Park Service, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers (2008)</li> <li>• <i>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i></li> <li>• <i>The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes</i></li> </ul>

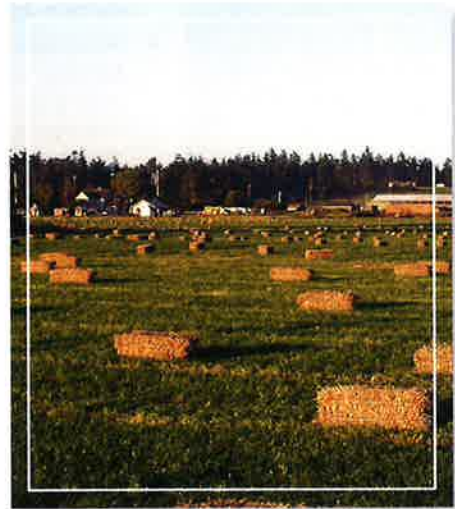
Fundamental Resource or Value	Town of Coupeville
<b>Description</b>	Settled by sea captains and farmers in the 1850s, Coupeville is one of the oldest towns in Washington and contains one of the greatest concentrations of historic structures in the state. Structures vary widely in age, form, and use, including residences, outbuildings, commercial structures from the Territorial era (1850–1870), Victorian era (1880–1910), and period of community development (1910–1940). The scale and spatial organization of the town demonstrates Coupeville's historic importance as the commercial hub of central Whidbey Island and its key role in supporting industries such as ship building, fishing, farming, lumber mills, and timber harvesting in the larger Puget Sound region.
<b>Related Significance Statements</b>	Significance statements 2 and 3.
<b>Current Conditions and Trends</b>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• Commercial activity is strong.</li> <li>• Some historic facilities/structures are in better condition than others.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• Interest in and support for the Ebey's Forever grant program has spurred a small façade improvement grant program for downtown historic buildings in the Town Reserve of Coupeville.</li> <li>• The Town Reserve has significantly increased awareness and use of the state-enabled special valuation incentive which is a property tax abatement.</li> </ul>
<b>Threats and Opportunities</b>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Development that is inconsistent with the historic character (fences, etc.).</li> <li>• Not all private landowners are willing to do the work to preserve some of the historic structures. It is at their discretion to take advantage of opportunities available to support preservation.</li> <li>• Local support for preservation could be strengthened.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Friends of Ebey's Landing National Historical Reserve raises funds for historic preservation.</li> <li>• A façade improvement program is operated locally by the Coupeville Historic Waterfront Association and provides support to downtown Coupeville property owners.</li> <li>• The design review process for the reserve will need regular review and updating to ensure that it is effective and prevents loss of historic character.</li> <li>• There is an opportunity for education and public outreach in order to improve the permit process and make it a better experience for landowners who want to improve their properties. Providing education and guidance for property owners is a priority for the reserve, and some successful programs are already in place.</li> <li>• Increase collaboration and better leverage partnerships to provide support for preservation.</li> <li>• Financial incentives for historic preservation—there are opportunities to raise awareness in the local community for existing incentive programs. This could be done through reserve-managed educational programs. The reserve is currently developing an online information site aimed at providing homeowners with information about existing incentive programs.</li> <li>• Promote appropriate adaptive reuse of historic structures.</li> </ul>
<b>Existing Data and Plans Related to the FRV</b>	<ul style="list-style-type: none"> <li>• County comprehensive plan.</li> <li>• Town of Coupeville comprehensive plan.</li> <li>• Comprehensive plan for Ebey's Landing National Historical Reserve.</li> <li>• Town/county design review.</li> </ul>

Fundamental Resource or Value	Town of Coupeville
<p><b>Data and/or GIS Needs</b></p>	<ul style="list-style-type: none"> <li>• Visitor use studies.</li> <li>• Land acreage assessment.</li> <li>• Economic impact data for visitation.</li> <li>• Cultural landscape inventory.</li> <li>• Baseline dark night sky data.</li> <li>• Analysis of partner preservation work.</li> </ul>
<p><b>Planning Needs</b></p>	<ul style="list-style-type: none"> <li>• Visitor use management plan.</li> <li>• General management plan (update).</li> <li>• Land protection plan (update).</li> <li>• Collaborative easement plan.</li> <li>• Resource stewardship strategy.</li> <li>• Update to <i>Ebey's Landing National Historical Reserve Design Guidelines</i>.</li> </ul>
<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</b></p>	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• Antiquities Act of 1906</li> <li>• Historic Sites Act of 1935</li> <li>• National Historic Preservation Act of 1966, as amended</li> <li>• Archeological and Historic Preservation Act of 1974</li> <li>• Archaeological Resources Protection Act of 1979</li> <li>• Executive Order 11593, "Protection and Enhancement of the Cultural Environment"</li> <li>• Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources"</li> <li>• "Protection of Historic Properties" (36 CFR 800)</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</b></p> <ul style="list-style-type: none"> <li>• <i>NPS Management Policies 2006</i></li> <li>• <i>Director's Order 28: Cultural Resource Management</i></li> <li>• Programmatic Agreement among the National Park Service, the Advisory Council on Historic Preservation, and the National Conference of State Historic Preservation Officers (2008)</li> <li>• <i>The Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation</i></li> <li>• <i>The Secretary of the Interior's Standards for the Treatment of Historic Properties</i></li> <li>• <i>The Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes</i></li> </ul>



<b>Fundamental Resource or Value</b>	<b>Farming Community</b>
<b>Description</b>	Throughout history, farming has been a fundamental part of the livelihood and growth of the central Whidbey Island community and the establishment of the reserve. Multigenerational farming continues within the reserve, supplying local and regional food markets. Diverse agricultural systems—including produce, shellfish, livestock, forage, seed, and grain—and evolving farming approaches reflect a living and sustainable agricultural community.
<b>Related Significance Statements</b>	Significance statements 2 and 4.
<b>Current Conditions and Trends</b>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• The farming lifestyle is fragile: farming families are still present in the reserve, but their future is dependent on successive generations continuing to farm.</li> <li>• The economics of farming are dynamic and are influenced by global markets. There is currently a solid market for farm products from the reserve.</li> <li>• Soils in the reserve are fertile but require drainage for successful crop cultivation. Development in the watershed is resulting in increased stormwater runoff that is ponding in farm fields and impacting cultivation.</li> <li>• Mussel farming in Penn Cove provides a significant economic contribution to the reserve.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• There has been a decline in family succession of farms and increasing concern that subsequent generations will not continue farming.</li> <li>• An increasing interest in local foods helps support the market for farm products from the reserve.</li> <li>• Due to its rain shadow, the reserve is just on the edge of needing irrigation to support its crops. Reserve farms may need irrigation in the future depending on the effects of climate change and shifting weather patterns.</li> <li>• Saltwater intrusion increasingly threatens the groundwater supply.</li> </ul>
<b>Threats and Opportunities</b>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• As a general trend, farming practices are increasing in scale and becoming more industrialized and smaller farms like those in the reserve can be challenged to compete.</li> <li>• Increasing weather volatility, as predicted by regional climate change models, may result in greater extremes (drought vs. heavy precipitation).</li> <li>• Penn Cove aquaculture is threatened by non-point source pollutants, marine toxins, low oxygen levels, and rising water temperatures.</li> <li>• Noxious invasive weeds threaten agricultural fields (e.g., poison hemlock, which is toxic to humans and cattle and requires herbicide to control).</li> <li>• Perpetuation of the agricultural landscape is dependent on the continuation of real farming, which is subject to regional and global market forces that encourage larger-scale production in light of economies of scale and slim profit margins. Reserve and NPS management do not have a clear read on the future of farming practice on lands within the boundary. If farms are lost to non-agricultural uses, it will not be long before the landscape changes.</li> <li>• There is potential that farms not under conservation easements could be lost to development; for those that are under a conservation easement, their business model requires farming because they have sold their development rights.</li> <li>• Public interest in using the landscape for non-agricultural purposes (e.g., weddings) could create economic pressure to change land use, which would change the character of the reserve.</li> <li>• The socioeconomic condition of the agricultural operations is tenuous: the skilled, long-term labor required of workers does not bring in enough money for them to afford to live in the local community, where housing is expensive. Farms instead rely on temporary interns and younger workers who are interested in organic farming practices.</li> </ul>

Fundamental Resource or Value	Farming Community
<p><b>Threats and Opportunities</b></p>	<p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• The recent popularity of local food and the farm-to-table movement presents timely opportunities for reserve branding and marketing.</li> <li>• Establish easements on existing subdividable land.</li> <li>• Increase partnerships and work more closely with the local government for land protection and preservation.</li> <li>• Continue to expand the scope and funding of the Ebey's Forever grant program.</li> <li>• Farmers have an increasing capacity to directly market to restaurants and other consumers.</li> <li>• The flexibility of the reserve model makes it less challenging to adapt to changes in the market. Easement agreements and regulations are also flexible and support this adaptation.</li> <li>• Promote appropriate adaptive reuse of historic structures.</li> </ul>
<p><b>Existing Data and Plans Related to the FRV</b></p>	<ul style="list-style-type: none"> <li>• County comprehensive plan.</li> <li>• Town of Coupeville comprehensive plan.</li> <li>• Comprehensive plan for Ebey's Landing National Historical Reserve.</li> <li>• Town/county design review.</li> </ul>
<p><b>Data and/or GIS Needs</b></p>	<ul style="list-style-type: none"> <li>• Facility condition assessment for Farm I.</li> <li>• Land acreage assessment.</li> <li>• Economic impact data for visitation.</li> </ul>
<p><b>Planning Needs</b></p>	<ul style="list-style-type: none"> <li>• General management plan (update).</li> <li>• Land protection plan (update).</li> <li>• Comprehensive interpretive plan.</li> <li>• Collaborative easement plan.</li> <li>• Partnership strategy.</li> </ul>
<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</b></p>	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• None identified</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</b></p> <ul style="list-style-type: none"> <li>• NPS Management Policies 2006</li> <li>• Director's Order 28: Cultural Resource Management</li> </ul>





Fundamental Resource or Value	Penn Cove
<p><b>Description</b></p>	<p>Influenced by tidal influx and by the glacial sediments and fresh waters of the Skagit and other coastal rivers, Penn Cove's biologically rich and sheltered deep water harbor has served as a much-desired center of sustenance and commerce for thousands of years. The cove sustains a diverse shell and finfish fishery, including mussels, clams, salmon, and other fish and shellfish. First harvested by Coast Salish people, some of these species are still cultivated today. The protected harbor, with its favorable wind conditions, reliable anchorages, and easy portage to the Strait of Juan de Fuca has supported maritime trade and commerce for millennia.</p>
<p><b>Related Significance Statements</b></p>	<p>Significance statement 2.</p>
<p><b>Current Conditions and Trends</b></p>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• The viewshed from Penn Cove has changed over time due to intrusion from incremental development and artificial light.</li> <li>• Sections of the tidelands are in private ownership.</li> <li>• The State of Washington's Shoreline Management Act (1971) has helped reduce, but has not completely eliminated, incremental development around Penn Cove.</li> <li>• Commercial activity, primarily associated with mussel farming, is strong.</li> <li>• Penn Cove supports populations of large marine mammals and salmon, among other species. The marine habitat is regularly monitored by Island County and the State of Washington.</li> <li>• Tighter regulatory controls aimed at curtailing non-point source pollution have led to improved water quality in the cove.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• The quality of views and visual connections around Penn Cove is further declining due to increased residential development. Increased artificial light and noise are also impacting the visitor experience.</li> <li>• Erosion and accretion along the shoreline continues, due to a circular scouring and deposition pattern that has been occurring for hundreds of years. This has resulted in erosion of the shoreline in the vicinity of Front Street, impacts to structures and historic commercial areas of the cultural landscape, and impacts to community infrastructure (roadways, etc.).</li> </ul>
<p><b>Threats and Opportunities</b></p>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• Penn Cove aquaculture is threatened by non-point source pollutants, marine toxins, low oxygen levels, and rising water temperatures.</li> <li>• Failing septic systems contribute to cove pollution.</li> <li>• There is a continued incremental loss of shoreline integrity. Engineering solutions to erosion threaten the ecological integrity of the nearshore environment.</li> <li>• Derelict vessels can result in fuel spills, and the cove's ecological health and its mussel fishery are also vulnerable to general vessel pollution.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• A lot of regulatory efforts are underway in the state of Washington to protect water quality.</li> <li>• Additional information/data collection would help the National Park Service advocate for improved water quality.</li> <li>• Penn Cove canoe races provide the opportunity to connect with Coast Salish tribes and promote their cultural heritage in the area. These connections could be further enhanced in the reserve.</li> <li>• The National Park Service could acquire title from willing sellers to tidelands in private ownership and put them back into the public domain. Tidelands could be included in the land protection plan update to protect these lands in perpetuity.</li> </ul>

Fundamental Resource or Value	Penn Cove
<b>Existing Data and Plans Related to the FRV</b>	<ul style="list-style-type: none"> <li>• County comprehensive plan.</li> <li>• Town of Coupeville comprehensive plan.</li> <li>• Comprehensive plan for Ebey's Landing National Historical Reserve.</li> <li>• Town/county design review.</li> </ul>
<b>Data and/or GIS Needs</b>	<ul style="list-style-type: none"> <li>• Visitor use studies.</li> <li>• Economic impact data for visitation.</li> <li>• Cultural landscape inventory.</li> <li>• Ethnographic overview and assessment.</li> <li>• Baseline dark night sky data.</li> </ul>
<b>Planning Needs</b>	<ul style="list-style-type: none"> <li>• Visitor use management plan.</li> <li>• General management plan (update).</li> <li>• Land protection plan (update).</li> <li>• Resource stewardship strategy.</li> <li>• Partnership strategy.</li> </ul>
<b>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</b>	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• Lacey Act of 1900</li> <li>• Migratory Bird Treaty Act of 1918</li> <li>• National Environmental Policy Act of 1969</li> <li>• Clean Air Act of 1977</li> <li>• Clean Water Act of 1972</li> <li>• Endangered Species Act of 1973</li> <li>• Federal Noxious Weed Act of 1974</li> <li>• National Invasive Species Act of 1996</li> <li>• Executive Order 11514, "Protection and Enhancement of Environmental Quality"</li> <li>• Executive Order 13112, "Invasive Species"</li> <li>• Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources"</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</b></p> <ul style="list-style-type: none"> <li>• NPS Management Policies 2006</li> <li>• NPS Natural Resource Management Reference Manual 77</li> <li>• NPS Climate Change Response Strategy (2010)</li> <li>• NPS Pacific West Region Climate Change Response Strategy (2013)</li> </ul>



Fundamental Resource or Value	Diverse and Abundant Natural Resources
<b>Description</b>	<p>The climate, rain shadow, soils, maritime influence, aquatic resources, and geologic features of the reserve result in an unusual diversity of plant and animal species, communities, and habitats. The productivity of the landscape and its abundant resources have attracted people to Whidbey Island for more than 10,000 years and continue to draw residents and visitors today. The soundscape, scenic views, and dark night skies of the reserve provide the context for this rich natural environment and evoke the historic settlement periods, when the community would not have experienced modern noise, development, and light intrusions.</p>
<b>Related Significance Statements</b>	<p>Significance statement 2.</p>
<b>Current Conditions and Trends</b>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• Historically, formerly forested areas were converted to farmland. Prior to European American settlement there would have been a greater diversity of plant/animal species.</li> <li>• Many of the species currently inhabiting the reserve are species that benefit from edge habitats associated with ecological disturbance.</li> <li>• Reserve soils are extremely fertile but have relatively poor drainage in many areas. Drainage must be maintained in order to sustain agricultural production.</li> <li>• Large tracts of forested habitat in the reserve help delineate the cultural landscape. State managers manage these forested areas as an agricultural rather than a natural resource.</li> <li>• There is a significant area of protected habitat in the reserve, managed by Washington State Parks, the Whidbey-Camano Land Trust, the National Park Service, and other entities.</li> <li>• Few areas in the reserve can be further subdivided under current zoning.</li> <li>• The soundscape study for the reserve is complete.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• The reserve soundscape is being impacted by military overflights.</li> <li>• The reserve lightscape continues to be impacted incrementally by development and by older lighting technology that did not reduce fugitive light emissions.</li> <li>• Incremental development (such as logging) has altered the reserve's landscapes and natural resources.</li> <li>• Some small-scale native prairie restoration efforts have been undertaken but may not be sustainable in the long term, unless prescribed burning and cultural practices such as weed control can be employed in a cost-effective manner.</li> <li>• The subdivision threat has been minimized by current zoning; therefore, fewer parcels can be developed. However, people value the landscape as a high-quality place to build a house.</li> <li>• Climate change impacts, including shifting weather patterns, will likely impact the reserve's natural resources given regional climate model predictions.</li> </ul>

Fundamental Resource or Value	Diverse and Abundant Natural Resources
<p><b>Threats and Opportunities</b></p>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>Proposals to increase use of the Outlying Field would have significant additional impacts on the soundscape, because military aircraft are extremely loud.</li> <li>Failing drainage systems in agricultural landscapes are reducing soil tilth and productivity. Increased development and expansion of impermeable surfaces in Ebey's watershed lead to increased stormwater runoff and ponding/flooding in agricultural fields.</li> <li>Invasive plant species, such as poison hemlock, threaten agricultural lands and areas of protected habitat.</li> <li>Modern noise intrusion: noises are getting louder, and population and visitation have increased, bringing development and additional noise from transportation. Navy overflights are also a concern.</li> <li>A proposed action by the U.S. Navy to expand Growler flight operations would result in the designation of an APZ (Accident Potential Zone) that could cover most of the reserve. The Accident Potential Zone could affect historic preservation efforts by strongly encouraging local land use regulations restricting the rehabilitation and adaptive use of historic properties, and by expanding regulations and noise mitigation measures that affect the preservation of features such as historic single pane windows, original cladding, and traditional construction techniques.</li> <li>The reserve has a sole-source aquifer: water availability has always been tenuous and is becoming more so with increased development and rising sea levels (resulting in salt water intrusion).</li> <li>There are no easements to protect key forested areas that define the boundary of the prairie.</li> <li>Road realignment and associated projects incrementally impact natural resources. State Route 20 traverses the reserve and is heavily trafficked.</li> <li>Although the threat of subdivision development has been minimized by current zoning as described above, developable land is still in demand in the area. As developable parcels continue to be reduced, pressure to change zoning regulations may arise.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>Develop more incentives to encourage more sustainable land use choices and management practices (e.g., preserve forested areas at the edge of the prairie through incentives and easements).</li> <li>Better educate the public about sustainable land use choices and management practices, for example, stormwater management, drainage, vegetation/forest management, and lightscape protection.</li> <li>Heritage tourism: encourage appropriate scale of development and compatible land use.</li> </ul>
<p><b>Existing Data and Plans Related to the FRV</b></p>	<ul style="list-style-type: none"> <li>County comprehensive plan.</li> <li>Town of Coupeville comprehensive plan.</li> <li>Comprehensive plan for Ebey's Landing National Historical Reserve.</li> <li>Town/county design review.</li> </ul>
<p><b>Data and/or GIS Needs</b></p>	<ul style="list-style-type: none"> <li>Visitor use studies.</li> <li>Cultural landscape inventory.</li> <li>Ethnographic overview and assessment.</li> <li>Baseline dark night sky data.</li> <li>Acoustical monitoring.</li> </ul>

Fundamental Resource or Value	Diverse and Abundant Natural Resources
<p><b>Planning Needs</b></p>	<ul style="list-style-type: none"> <li>• Visitor use management plan.</li> <li>• General management plan (update).</li> <li>• Collaborative easement plan.</li> <li>• Resource stewardship strategy.</li> </ul>
<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</b></p>	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• Lacey Act of 1900</li> <li>• Migratory Bird Treaty Act of 1918</li> <li>• National Environmental Policy Act of 1969</li> <li>• Clean Air Act of 1977</li> <li>• Clean Water Act of 1972</li> <li>• Endangered Species Act of 1973</li> <li>• Federal Noxious Weed Act of 1974</li> <li>• National Invasive Species Act of 1996</li> <li>• Executive Order 11514, "Protection and Enhancement of Environmental Quality"</li> <li>• Executive Order 13112, "Invasive Species"</li> <li>• Secretarial Order 3289, "Addressing the Impacts of Climate Change on America's Water, Land, and Other Natural and Cultural Resources"</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</b></p> <ul style="list-style-type: none"> <li>• NPS Management Policies 2006</li> <li>• NPS Natural Resource Management Reference Manual 77</li> <li>• Director's Order 18: Wildland Fire Management</li> <li>• Director's Order 47: Sound Preservation and Noise Management</li> <li>• NPS Climate Change Response Strategy (2010)</li> <li>• NPS Pacific West Region Climate Change Response Strategy (2013)</li> </ul>



Fundamental Resource or Value	Community Relationship
<b>Description</b>	The rural community is a core part of the reserve. The community worked to establish the reserve in order to protect and preserve its own history and way of life. The importance of this relationship is reflected in the reserve’s enabling legislation, which emphasizes preserving the rural community and sets forth a management structure based on local participation. Collaboration and partnerships are essential to the reserve’s success and identity.
<b>Related Significance Statements</b>	Significance statement 1.
<b>Current Conditions and Trends</b>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• The Trust Board is focusing more on outreach efforts and connecting with other partners in the reserve.</li> <li>• Partnerships, for example, with the Island County Historical Society Museum, offer mutually beneficial programs.</li> <li>• The Trust Board has a strong social media presence and is assisting partners with promoting other programs and missions.</li> <li>• The Friends of Ebey’s Landing National Historical Reserve is viable, engaged, well-connected, and strongly supports the work of the Trust Board. There is also generous community support of the reserve.</li> <li>• The complexity of the reserve management model demands flexibility and adaptive response to changing conditions.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• Relationships with the community are improving, and the community increasingly understands and values the work of the reserve.</li> <li>• The Trust Board is sharing more and more information with the community.</li> <li>• The NPS contribution to the partnership is increasing in complexity due to agency management requirements; additional NPS staff support is needed.</li> </ul>
<b>Threats and Opportunities</b>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• The Trust Board has a tenuous financial model. Because funding comes from multiple sources that are accessed throughout the year, cash flow remains a vulnerability that could disrupt Trust Board operations, including essential year-round services in preservation and visitor services. Threat of government shutdowns are a significant vulnerability, due to thin reserves. Resources are needed to secure operations and further the reserve mission.</li> <li>• The limited NPS staff allocation (1.6 FTE) makes it challenging to fulfill operational and administrative requirements and proactively respond to new or emerging issues.</li> <li>• The intended function of the reserve is heavily impacted by changes or reductions in staffing levels. The reserve management and governance model is not widely understood.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• Partnerships can potentially provide additional support to reserve operations.</li> <li>• In collaboration with the community, the reserve could create documents and other media that are more accessible to the public that accurately communicate the structure and mission of the reserve, the importance of the reserve’s creation, and the distinct roles of all of its partners.</li> <li>• Increase partnerships and work more closely with the local government for land protection and preservation.</li> <li>• Continue to expand the scope and funding of the Ebey’s Forever grant program.</li> <li>• Improve the building permit process in order to make it a better experience for landowners who want to improve their properties but have a difficult time understanding the process.</li> </ul>

Fundamental Resource or Value	Community Relationship
<b>Threats and Opportunities</b>	<b>Opportunities (continued)</b> <ul style="list-style-type: none"> <li>• There is an opportunity to improve education and public outreach around the building permit process by providing better online materials and support documents to help guide development proposals through the process of design review.</li> <li>• Increase collaboration and better leverage partnerships to provide support for preservation.</li> </ul>
<b>Existing Data and Plans Related to the FRV</b>	<ul style="list-style-type: none"> <li>• County comprehensive plan.</li> <li>• Town of Coupeville comprehensive plan.</li> <li>• Comprehensive plan for Ebey's Landing National Historical Reserve.</li> <li>• Town/county design review.</li> </ul>
<b>Data and/or GIS Needs</b>	<ul style="list-style-type: none"> <li>• Visitor use studies.</li> <li>• Land acreage assessment.</li> <li>• Economic impact data for visitation.</li> <li>• Analysis of partner preservation work.</li> </ul>
<b>Planning Needs</b>	<ul style="list-style-type: none"> <li>• Strategic plan.</li> <li>• Visitor use management plan.</li> <li>• General management plan (update).</li> <li>• Land protection plan (update).</li> <li>• Comprehensive interpretive plan.</li> <li>• Collaborative easement plan.</li> <li>• Partnership strategy.</li> <li>• Business plan.</li> <li>• Update to <i>Ebey's Landing National Historical Reserve Design Guidelines</i>.</li> </ul>
<b>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</b>	<b>Laws, Executive Orders, and Regulations That Apply to the FRV</b> <ul style="list-style-type: none"> <li>• None identified</li> </ul> <b>NPS Policy-level Guidance (NPS <i>Management Policies 2006</i> and <i>Director's Orders</i>)</b> <ul style="list-style-type: none"> <li>• <i>NPS Management Policies 2006</i></li> <li>• <i>Director's Order 6: Interpretation and Education</i></li> <li>• <i>Director's Order 17: National Park Service Tourism</i></li> <li>• <i>Director's Order 75A: Civic Engagement and Public Involvement</i></li> </ul>





Fundamental Resource or Value	Reserve Partnership
<p><b>Description</b></p>	<p>A unique partnership—currently represented by a Trust Board comprising Island County, the town of Coupeville, Washington State Parks and Recreation, and the National Park Service—preserves and protects the rural community and the historic, natural, cultural, scenic, and recreational resources that are vital to Ebey’s Landing National Historical Reserve. This Trust Board fosters appreciation, understanding, and enjoyment of the reserve through programs and partnerships between governmental agencies and public and private organizations and individuals.</p>
<p><b>Related Significance Statements</b></p>	<p>Significance statement 1.</p>
<p><b>Current Conditions and Trends</b></p>	<p><b>Conditions</b></p> <ul style="list-style-type: none"> <li>• The commitment of Trust Board members is critical to reserve operations and the reserve mission. The strength and efficacy of the Trust Board is dependent on the dedication and motivation of its members. Members of the Trust Board are appointed independently of the reserve by the partner organizations they represent. Local government board members are appointed to 4-year terms and many members serve multiple terms. The NPS and state appointment members do not have fixed terms. A diversity of highly informed board members with different areas of expertise is optimal to support management decisions at the reserve.</li> <li>• The Trust Board-NPS interface is sometimes challenging, due to differing priorities and operational and organizational approaches of the entities.</li> <li>• The complexity of the Trust Board management model demands flexibility and adaptive response to changing conditions.</li> <li>• The relationship between the NPS Reserve Manager and the Trust Board is positive; recent NPS Centennial activities and projects built a lot of good will.</li> <li>• The Trust Board is focusing more on outreach efforts and connecting with other partners in the reserve.</li> <li>• The Trust Board has a strong social media presence and is assisting partners with promoting other programs and missions.</li> </ul> <p><b>Trends</b></p> <ul style="list-style-type: none"> <li>• The relationship between the National Park Service and the Trust Board is improving.</li> <li>• The Trust Board is sharing more and more information with the community.</li> <li>• The National Park Service contribution to the partnership is increasing in complexity due to agency management requirements and an expanded land ownership. This expansion roughly doubled the fee-owned land base (now 413 acres) and increased the number of facilities, including historic structures, under NPS ownership. Visitation is also increasing, and issues are emerging that did not exist historically, such as the need to permit special uses.</li> </ul>



Fundamental Resource or Value	Reserve Partnership
<p><b>Threats and Opportunities</b></p>	<p><b>Threats</b></p> <ul style="list-style-type: none"> <li>• The partnership model requires non-traditional means of NPS engagement, and it can be challenging for NPS staff to devote enough time to the partnership given other demands on resources.</li> <li>• Because they are based on the Trust Board composition, which rotates Trust Board relations are dynamic by nature.</li> <li>• The reserve model requires a high level of engagement from the Trust Board; without this high level of dedication and engagement the reserve mission would be threatened.</li> <li>• The Trust Board has a tenuous financial model. Because funding comes from multiple sources that are accessed throughout the year, cash flow remains a vulnerability that could disrupt Trust Board operations, including essential year-round services in preservation and visitor services. The threat of government shutdowns is a significant vulnerability, due to thin reserves. Resources are needed to secure operations and further the reserve mission.</li> <li>• The limited NPS staff allocation (1.6 FTE) makes it challenging to fulfill operational and administrative requirements and proactively respond to new or emerging issues.</li> <li>• The intended function of the reserve is heavily impacted by changes or reductions in staffing levels. The reserve management and governance model is not widely understood.</li> </ul> <p><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>• The enabling legislation provides the opportunity for the reserve to work through the Trust Board, which can act with greater flexibility and can leverage entrepreneurial opportunities.</li> <li>• The Trust Board model allows for “outside the box” development/mission-furthering opportunities, as well as connections to friends groups and other partners.</li> <li>• As a prominent face of the reserve, the Trust Board makes preservation activities widely appealing to the community.</li> <li>• Increase partnerships and work more closely with the local government for land protection and preservation.</li> <li>• Increase collaboration and better leverage partnerships to provide support for preservation.</li> <li>• Additional NPS staff support with a division of labor that includes various disciplines and technical specialties is needed to meet new operational responsibilities.</li> </ul>
<p><b>Existing Data and Plans Related to the FRV</b></p>	<ul style="list-style-type: none"> <li>• County comprehensive plan.</li> <li>• Town of Coupeville comprehensive plan.</li> <li>• Comprehensive plan for Ebey's Landing National Historical Reserve.</li> <li>• Town/county design review.</li> </ul>
<p><b>Data and/or GIS Needs</b></p>	<ul style="list-style-type: none"> <li>• Administrative analysis for the NPS operation within the reserve.</li> </ul>
<p><b>Planning Needs</b></p>	<ul style="list-style-type: none"> <li>• Strategic plan.</li> <li>• General management plan (update).</li> <li>• Partnership strategy.</li> <li>• Business plan.</li> <li>• Clarification of roles and responsibilities.</li> </ul>
<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV, and NPS Policy-level Guidance</b></p>	<p><b>Laws, Executive Orders, and Regulations That Apply to the FRV</b></p> <ul style="list-style-type: none"> <li>• None identified</li> </ul> <p><b>NPS Policy-level Guidance (NPS Management Policies 2006 and Director's Orders)</b></p> <ul style="list-style-type: none"> <li>• NPS Management Policies 2006</li> </ul>

## Appendix B: Inventory of Special Mandates and Administrative Commitments

### Special Mandates

Ebey's Landing National Historical Reserve was created with a unique vision of providing for cultural resource preservation that would take place through partnerships and special agreements. At its establishment and through initial planning for management, guidelines were set in place that not only allow for but commit to seeking creative partnerships that help the reserve meet its objectives for preservation, resource management, and interpretation. This ideal is carried out through multiple agreements detailed below, including the cooperative agreement between the National Park Service and the reserve's Trust Board, and the interlocal agreement that links local jurisdictions into stewardship of the reserve.

### Transfer of Management and Administration

The enabling legislation for Ebey's Landing National Reserve sets forth the following guidance with regard to transfer of management and administration (see "Brief Description of the Reserve" in Part 1 of this document for the full text of the legislation):

(c) At such time as the State or appropriate units of local government having jurisdiction over land use within the reserve have enacted such zoning ordinances or other land use controls which in the judgement of the Secretary will protect and preserve the historic and natural features of the area in accordance with the comprehensive plan, the Secretary may, pursuant to cooperative agreement –

(1) transfer management and administration over all or any part of the property acquired under subsection (d) of this section to the State or appropriate units of local government;

(2) provide technical assistance to such State or unit of local government in the management, protection, and interpretation of the reserve; and

(3) make periodic grants, which shall be supplemental to any other funds to which the grantee may be entitled under any other provision of law, to such State or local unit of government for the annual costs of operation and maintenance, including but not limited to, salaries of personnel and the protection, preservation, and rehabilitation of the reserve except that no such grant may exceed 50 per centum of the estimated annual cost, as determined by the Secretary, of such operations and maintenance.

(d) The Secretary is authorized to acquire such lands and interests as he determines are necessary to accomplish the purposes of this section by donation, purchase with donated funds, or exchange, except that the Secretary may not acquire the fee simple title to any land without the consent of the owner. The Secretary shall, in addition, give prompt and careful consideration to any offer made by an individual owning property within the historic district to sell such property, if such individual notifies the Secretary that the continued ownership of such property is causing, or would result in, undue hardship. Lands and interests therein so acquired shall, so long as responsibility for management and administration remains with the United States, be administered by the Secretary subject to the provisions of the Act of August 25, 1916 (39 Stat. 535), as amended and supplemented, and in a manner consistent with the purpose of this section.

(e) If, after the transfer of management and administration of any lands pursuant to subsection (c) of this section, the Secretary determines that the reserve is not being managed in a manner consistent with the purposes of this section, he shall so notify the appropriate officers of the State or local unit of government to which such transfer was made and provide for a ninety-day period in which the transferee may make such modifications in applicable laws, ordinances, rules, and procedures as will be consistent with such purposes. If, upon the expiration of such ninety-day period, the Secretary determines that such modifications have not been made or are inadequate, he shall withdraw the management and administration from the transferee and he shall manage such lands in accordance with the provisions of this section.

**Administrative Commitments - Reservewide Management Agreements**

<b>Agreement Name</b>	<b>Type of Agreement</b>	<b>Start Date – Expiration Date</b>	<b>Stakeholders</b>	<b>Purpose</b>
NPS/Trust Board cooperative agreement	5-year, renewable agreement	October 1, 2015 – September 30, 2020	NPS, Trust Board	Addresses the relationship between the National Park Service and the Trust Board, and National Park Service and Trust Board roles in management of the reserve.
Interlocal agreement for the administration of Ebey's Landing National Historical Reserve	Interlocal agreement	1988 – No expiration	Island County, Town of Coupeville, State of Washington, National Park Service, Trust Board	Authorized by the State of Washington. Establishes the Trust Board and all duties, roles, and authorities of the board and the partners.
Comprehensive plan for Ebey's Landing National Historical Reserve		May 1980 – No expiration; not updated	National Park Service, Trust Board, Island County, Town of Coupeville	Developed to meet requirements of the reserve's enabling legislation, the plan provides guidance for management of the reserve.  The plan maps out the multijurisdictional framework of the reserve, assuring that Island County, the Town of Coupeville, and other formal reserve partners are committed to the partnership and detailing the nature of the partnership.
National Register of Historic Places historic district designation	Informal	1973 – No expiration	National Park Service, partners, private landowners, The Nature Conservancy	The reserve boundary is based on the Central Whidbey Island Historic District boundary, which preceded establishment of the reserve. The district still exists within the reserve boundary, and the protections that come with the designation have been transferred to the local land use regulations that govern the area.
The Nature Conservancy Grant Program	Preservation funding grant	2016 – No expiration	National Park Service, The Nature Conservancy, Friends of Ebey's Landing National Historical Reserve (Friends of Ebey's)	The Nature Conservancy and Friends of Ebey's Landing National Historical Reserve have established a dedicated funding source for preservation of NPS historic structures on the Pratt property, including the Ferry House, cottage, sheep barn, Jacob Ebey House, and block house. All eligible structures are NPS-owned.  There is a need for the National Park Service and Trust Board to plan collaboratively to prioritize how the \$265,000 in funds should be spent. There is no expiration on the funds, but the availability of these financial resources and the historical significance of these structures contribute to the importance of engaging in collaborative preservation planning for the Pratt property.

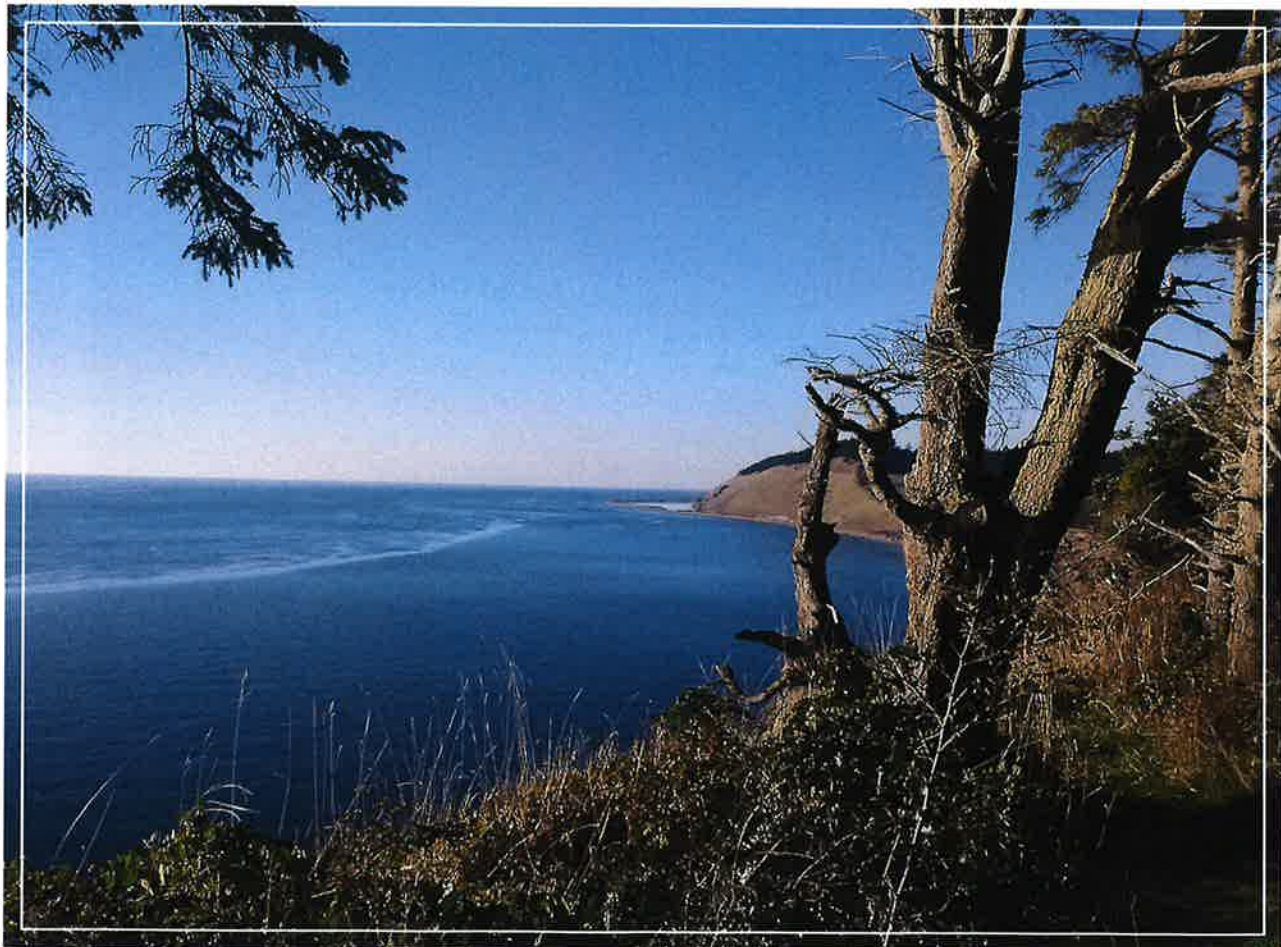
**Administrative Commitments - NPS Agreements**

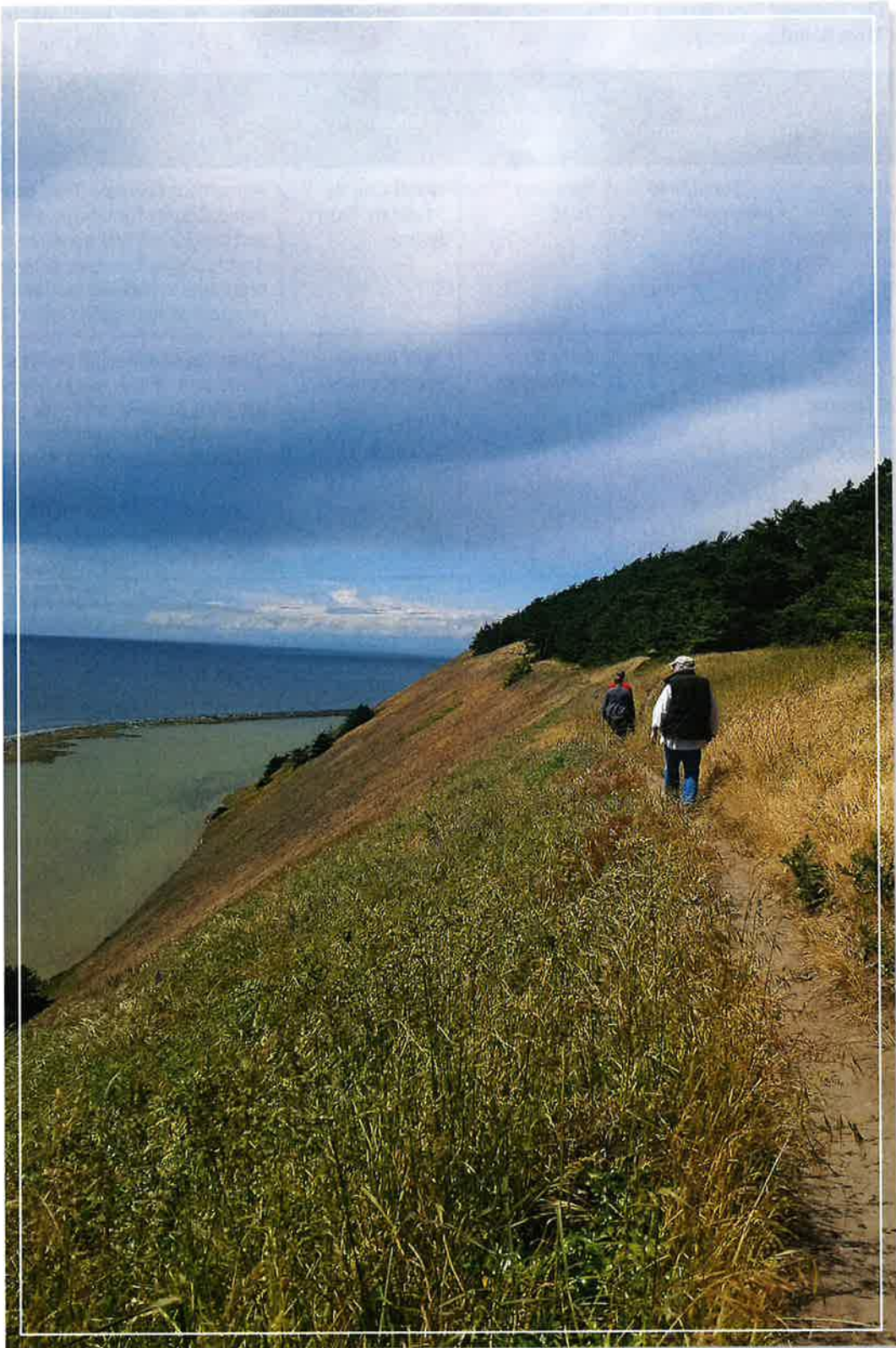
Agreement Name	Type of Agreement	Start Date – Expiration Date	Stakeholders	Purpose
Short-term agreements	Project-level general agreements	Multiple – 5 years or fewer		The reserve engages in temporary agreements for specific projects and to address specific short-term needs. Examples include agreements with Seattle City Light and the U.S. Bureau of Land Management for historic preservation support. These agreements change often and are not foundational to reserve management.
Interpark agreement (National Park Service only)	Interpark agreement	2016 – 2021	Ebey’s Landing National Historical Reserve, North Cascades National Park Service Complex (NPSC)	Outline agreement for North Cascades staff support for reserve operations. Agreement would clarify technical and administrative support from North Cascades NPSC to supplement Ebey’s 1.6 FTE staff.
Easements	Scenic easements	Multiple – Ongoing	National Park Service, private landowners, Trust Board	The National Park Service has acquired easements (primarily scenic easements) on a number of properties within the reserve boundary. The Trust Board monitors and manages the easements on behalf of the Secretary of the Interior.
Wayside exhibit cooperative agreements (renew)	Cooperative agreements	Expired; reserve is exploring renewal	Stakeholders include Washington State Parks, Island County, Trust Board, Port of Coupeville, Washington State Department of Transportation (ferry property)	Agreements detail which entity will install and maintain waysides. Trust Board handles the function of keeping signs maintained and replaced.

### Administrative Commitments - Trust Board Agreements

(The following administrative commitments are entered into on behalf of the reserve by the Trust Board and other partners. The National Park Service is not a named party in the agreements; however, the agency is still involved through its role as Trust Board partner.)

Agreement Name	Type of Agreement	Start Date – Expiration Date	Stakeholders	Purpose
Cooperative agreement for interpretive support with Island County Museum	Cooperative agreements	Renewed 2016	Island County Museum, Trust Board	Agreement between Trust Board and Island County for interpretive support and programs. Two agreements exist for county support on two different types of programs, a walking tour and an onsite program at the Island County Museum.
Friends of Ebey's Landing National Historical Reserve memorandum of understanding	Memorandum of understanding	2014 – No sunset date	Trust Board / Friends of Ebey's	Maps the relationship between Trust Board and friends group. Identifies how the Trust Board and friends group will plan cooperatively; addresses liability and the process for requesting and granting funding for Trust Board activities. Governs financial assistance to the Trust Board for visitor and educational activities for the reserve.





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**Pacific West Region Foundation Document Recommendation  
Ebey's Landing National Historical Reserve**

November 2018

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This Foundation Document has been prepared as a collaborative effort between the NPS and the Trust Board and is recommended for approval by the Pacific West Regional Director.



11/16/18

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RECOMMENDED

Roy Zipp, NPS Operations Manager, Ebey's Landing National Historical Reserve

Date



11/20/18

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APPROVED

Stan Austin, Regional Director, Pacific West Region

Date



As the nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering sound use of our land and water resources; protecting our fish, wildlife, and biological diversity; preserving the environmental and cultural values of our national parks and historic places; and providing for the enjoyment of life through outdoor recreation. The department assesses our energy and mineral resources and works to ensure that their development is in the best interests of all our people by encouraging stewardship and citizen participation in their care. The department also has a major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

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November 2018

Foundation Document • Ebey's Landing National Historical Reserve



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