

To:

Trust Board of Ebey's Landing National Historical Reserve; David Louter,

National Park Service, Helen Price Johnson, Island County; Molly Hughes, Town

of Coupeville; Jon Crimmins, Washington State Parks and Recreation

Commission

From:

Kristen Griffin, Reserve Manager

Date:

November 20, 2020

Subject:

Annual Narrative Report: October 2019 – September 2020

## Trust Board of Ebey's Landing National Historical Reserve FY2020 Annual Narrative Report

In accordance with the Trust Board's Rules of Procedure and the terms of NPS Cooperative Agreement #P16A300037 (CFDA 15.954), this report summarizes Trust Board activities and accomplishments of the prior year.

## **Administration:**

**FY2020 Administration:** The two biggest factors influencing the Trust Board's operation this year were the need to adapt and respond to COVID-19 virus, and the pressure to develop a new grant program and administer a windfall of needed funding for historic preservation grants in the Reserve.

COVID-19 impacted the Trust Board operation in ways we never expected at the beginning of the year. It affected how staff communicated and managed their work, our ability to keep the office functioning, provide services to visitors, and engage with partners and stakeholders through meetings and events. COVID-19 also resulted in unexpected operations costs (contracted cleaning services and response supplies for example) and made fundraising a challenge for our non-profit partner the Friends of Ebey's. In spite of the challenges, the board and staff remained healthy, operations were maintained, workplan tasks were completed, and deferred maintenance needs of significant historic buildings were addressed. Week after week, thousands of visitors and residents were able to safely (there were exceptions) enjoy the Reserve's history and recreation opportunities, and we worked with our partners to provide support and essential services to the community during a critical time.

Another important FY2020 administrative development that should be highlighted is the hard work of NPS administrators to find solutions to the problem that occurred in FY2019 when delays in the release of NPS funding nearly caused the loss of funds because of the limited

amount of time remaining to expend the funds. This problem has been resolved, is unlikely to recur and the understanding and effort was greatly appreciated.

### **Trust Board Composition**: Board representation at end of FY2020:

Position 1	Sally Garrett	Town of Coupeville
Position 2	Lisa Bernhardt	Town of Coupeville
Position 3	Andrew Ziehl	Town of Coupeville
Position 4	Erin Borden	Island County
Position 5	Vacant	Island County
Position 6	Al Sherman	Island County
Position 7	Vacant	Island County, At-Large
Position 8	Chris Holm	Washington State Parks
Position 9	David Louter	National Park Service

A slate of officers was appointed in March 2020: Lisa Bernhardt (Town) Chair, Sally Garrett (Town) Vice Chair, Wilbur Bishop (County) Secretary, Al Sherman (County) Treasurer.

**Trust Board Meetings:** The Trust Board maintained a schedule of regular public meetings through FY2020, but as federal, state and local guidelines for the COVID-19 pandemic made inperson meetings impossible, the Board shifted to conference call and later Zoom online meetings. Several workshops were cancelled for the same reason. All meetings were held with appropriate public notice.

**Trust Board Committees:** Committees continue to meet when called upon to help address particular issues. Some meetings were online with Teams or Zoom. Some small group meetings were held in person, outside, with distancing and masks. A new committee established to help the board prepare recommendations for the Cooperative Agreement was established.

**Trust Board Resolutions**: The Trust Board passed three resolutions in FY2020. Resolution 20-01 adopting the Strategic Plan; Resolution 20-02 electing a slate of officers (Lisa Bernhardt - Chair, Sally Garratt - Vice Chair, Wilbur Bishop – Secretary, Al Sherman – Treasurer); and Resolution 20-03 approving changes to the Trust Board Rules of Procedure.

**Work Plan:** The Reserve Manager prepared a draft work plan that was presented to the Board for review and comment. A final version was approved by the Trust Board and forwarded to the NPS and partners in August of 2020.

**Cooperative Agreement revision:** In 2015, the National Park Service and the Trust Board entered into a Cooperative Agreement with the project title "For the Cooperative Management of Ebey's Landing National Historical Reserve (CFDA 15.944)." This agreement was set to expire on October 1<sup>st</sup>, 2020. A Trust Board committee worked throughout the year with National Park Service administrators to revise and update the agreement, but it expired before a new agreement was ready for review and approval. At this time, NPS is still working on an initial draft. The Trust Board has requested clarification that the terms of the most recent agreement apply until replaced with a new agreement. Everyone involved in the agreement revision process has worked to maintain a good collaborative process.

**Operations Budget:** An operations budget was approved by the Trust Board and forwarded to NPS in August 2019. The operations budget was based on anticipated \$291,545 in income (does not include partner and other in-kind contributions or special project funding). The partner breakdown of the operating income was NPS \$186,000, Island County \$12,000, Town of Coupeville \$10,000 and Friends of Ebey's \$40,000. Other funding sources were grant income of \$12,000 (Island County 2%), program income (Friends of Ebey's sponsorships - \$6,000) and miscellaneous income of \$25,545 (this figure was larger than usual in 2020 because of the state preservation grant funding retained for administration).

**Restricted Fund Budget**: A separate, non-operations 2020 Restricted Fund budget was also passed by the Trust Board in August, showing \$51,000 in income for Ebey's Forever grant related expenditures. This fund is used entirely for Ebey's Forever historic property rehabilitation grants (a program responsibility under the Cooperative Agreement). The fund is all non-federal funding, consisting of donations raised by the Friends of Ebey's.

In September 2019, the Friends of Ebey's Landing National Historical Reserve formally approved the Trust Board FY2020 funding request. The request was for \$97,000 in financial support paid directly to the Trust Board for projects and staff capacity and restricted funds to be allocated under the Ebey's Forever Grant Program, as well as \$6,000 in sponsorship funding that the Friends agreed to seek on behalf of the Trust Board.

**NPS Reporting:** In addition to this annual report, Trust Board staff submitted requested reports, including a semi-annual 425 progress report (calendar year), the FY2020 SIR and VIP reports, and HFC requested inventory of Unigrid brochures.

**New Website**: Major progress was made on the workplan's administration and communications objectives of developing a Trust Board Reserve website. The Trust Board contracted with Hey Atlas Creative to develop the website which was funded with funds from the Friends of Ebey's, local government grants and the NPS task agreement. The FY2020 administrative challenges already noted did slow progress, and the Trust Board expects to continue to add content, but the website was ready to go public by December 1<sup>st</sup> (still within the period of performance for the grants and the Task Agreement).

**Trust Board Staffing**: In FY2020, the work of the Trust Board was accomplished with a full time Reserve Manager (Kristen Griffin), full time Office Manager (Carol Castellano) and a full time Preservation Coordinator (Jason Benson, hired in August 2019). After a delay in funding, Jordan Woody Belcher was hired as part time Education Outreach Coordinator in June 2020. Megan Keeting was also hired in June as a seasonal part time staff working in visitor services. Trust Board staffing was affected by ongoing medical leave of the Reserve Manager.

**NPS Staffing:** NPS staff Roy Zipp accepted a new position as Superintendent at John Day Fossil Beds National Monument effective November 22, 2020. NPS is considering options in staffing the Reserve.

**Staff Development**: All staff with NPS computer access completed mandatory NPS FISSA training. The Outreach Coordinator completed Open Public Records Act Training, Open Public

Meetings Act Training, Records Retention/Management Act Training. The Preservation Coordinator attended a Traditional Building Conference (through webinars), National Alliance of Preservation Commissions (online conference) and participated in a Built Environment Workgroup organized by the Department of Archaeology and Historic Preservation. The Outreach Coordinator and Preservation Coordinator both attended a virtual lecture series regarding historic barns. The Office Manager took three NPS webinar training on volunteers and visitor operations during COVID-19.

## Partnerships and Community Planning:

**Partner Coordination:** The Reserve Manager facilitated a monthly forum for regular round table communication among the partners of the Interlocal Agreement: Helen Price Johnson (Island County), Molly Hughes (Town of Coupeville). David Louter (National Park Service) and Jon Crimmins (Washington State Parks).

**Friends of Ebey's Partnership**: COVID-19 also impacted FY2020 by preventing the events that normally are a source of collaboration for the Friends and Trust Board. The organizations attended each other's virtual board meetings and the Friends provided essential funding for Trust Board operations and the Ebey's Forever grant program.

**Island County Historical Society and Museum:** The Trust Board and the Island County Historical Society and Museum continued their successful partnership, working together on public history presentations, programming for students and youth groups, and developing new interpretive media.

**Local Historic Collaborative**: A local effort to form a collaboration between organizations who work with history and historic properties around Coupeville was well attended and meeting regularly when COBVID-19 led to cancellation of its monthly meetings. Among topics discussed were the need for visitor management in certain areas of the Reserve and the need to coordinate plans for public interpretation of history (signs, brochures, etc.).

**Northwest Youth Corps (NYC):** With NPS funding, and in-kind support from State Parks, the Trust Board coordinated three youth crews in the Reserve over the summer. The crews worked on projects for State Parks, NPS, Pacific Rim Institute, and the Whidbey Camano Land Trust. The NYC is a great partner. They showed concern for the Reserve and community with their careful COVID-19 planning.

## **Historic Preservation:**

**Ebey's Forever Grant Program:** After receiving twelve applications by the February 28<sup>th</sup> deadline, the 2020 Ebey's Forever grant program appropriated \$55,200 to eleven projects. The grant advisory committee met remotely this year due to Covid-19 precautions. Project locations were distributed throughout the Reserve, from the south end (Kineth Barn, Whidbey Island

Game Farm) to the north end (Captain Whidbey Inn) with the majority being in and around Coupeville. To date, four projects have been completed and most of the rest are underway. Staff assisted in project scoping, contractor/owner education, completion reports and processing of paperwork. Two projects from previous years were operating under extensions, with the Sherman Hog Barn (2018) finally being completed in June. The Libbey House windows (2019) must be completed by the end of the year.

**Ebey's Reserve Preservation Grant Program:** In June of 2019, the Washington State legislature allocated \$1,000,000 in their 2020-21 biennial budget to fund historic preservation efforts in the Reserve. This program, which is intended to benefit both public and private properties with high visibility within the Reserve, is overseen by the Department of Archaeology and Historic Preservation (DAHP) in partnership with the Trust Board. Trust Board staff was responsible for creating the Ebey's Reserve Preservation Grant program guidelines, application and grant agreements, which were vetted and approved by DAHP. Thirteen applications were received by the November 15<sup>th</sup> deadline. Staff reviewed the applications and prepared materials to be used during grant appropriation with DAHP staff. In December, \$980,000 was distributed to twelve projects in consultation with DAHP and a public meeting was held to announce the grant awards. \$20,000 was retained for grant administration by Trust Board staff.

Several high-profile buildings were awarded ERP grants, including the Coupeville Wharf, the Captain Whidbey Inn and Fort Casey State Park. Nine out of the twelve projects are located on Front Street or Main Street in Coupeville. Staff has been formulating and submitting reimbursement packets and completion reports as well as making site visits/consultations. Four projects are complete, five are in various degrees of completion and the remaining are in the planning stages. This program was a tremendous windfall for preservation in the Reserve but developing the program, supporting property owners and administering a record number of grants (some very large) made for an intense year for the Trust Board staff.

**Design Review:** Staff continued to provide technical assistance and support to Island County and Town of Coupeville planning staff in the review of Certificate of Appropriateness applications in the Reserve. The Reserve Manager and Preservation Coordinator both attended meetings of the Historic Reserve Committee and Historic Preservation Commission through the first half of FY20, with the Preservation Coordinator taking over primary duties in the latter half. This was a particularly challenging year, as there was turnover in the Town Planner position as well as senior planning staff at the county. Code amendments relating to the design guidelines continue to be in draft form only.

Land Use/Easement Monitoring: FY2020 monitoring of NPS scenic easements was completed in February and an annual report was compiled. This year's 'windshield' survey, which was announced to easement owners via postcard, gave the new Preservation Coordinator the opportunity to familiarize himself with the easement properties and monitoring program. Documentation of the status of each easement was added to the permanent files; there were no major issues to report. Notably, staff worked with the owners of the Smith property to verify that

some non-compliant structures were removed, and that construction of a new tool shed on the site of the historic barn complied with the easement terms.

**Preventive Maintenance:** Preventive Maintenance Plans (PMP) for the NPS-owned Pratt buildings were completed at the end of FY2020. The most significant development on this set of historic structures was the NPS preservation crew's construction of a vault toilet structure north of the Sheep Barn. This facility will be open only during functions in which the barn is in use. Many of the maintenance issues highlighted in last year's report persisted in FY2020, with the exception of gate repairs and emergency roof repairs on the Cottage, which is in dire need of a new roof.

**Other Maintenance**: Trust Board staff gently cleaned the Sunnyside Cemetery historical marker at the Pratt Trailhead, using architectural stone cleaner. The monument is read by thousands of Reserve visitors each year and the cleaning has made the wording on the monument more visible and readable than it has been in years.

Other Projects: Content on one of the Reserve's oldest building types (blockhouses) was added to the new edition of the revised Visitor Guide newspaper; Content intended to help the public understand design review, historic preservation and the historic property inventory was developed and included in the Trust Board's new website; review of the 2016 inventory of contributing structures to the Central Whidbey Island Historic District is ongoing. Staff continues to assess properties for possible inclusion on the National Register and a few for possible removal due to loss of integrity.

**Land Protection Priorities**: The Trust Board, with recommendation of the Land Use Committee, provided a Land Protection priority for the LARS database in FY2020.

NPS Cultural Resource Compliance: No requests for assistance were received.

Other Agency Compliance Reviews: No responses required.

## **Maintenance:**

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

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

The Trust Board was pleased to expand its capacity in Education, Outreach and Interpretation in FY2020. A part-time Outreach Coordinator was hired in June. A former seasonal part time Docent Coordinator position was eliminated, and those responsibilities were added to the Outreach Coordinator's duties. The Outreach Coordinator coordinated seasonal operation of the

Jacob and Sarah Ebey House Visitor Contact Station; scheduled, supervised, and supported the VIP program, assumed regular shifts at the Ebey House; plan, directed, and coordinated public education and outreach activities for the Reserve; collaborated with Trust Board staff and committees to write, revise, and design interpretive exhibits; organized and distributed outreach media; and supported Trust Board office administration when needed.

Volunteers in Parks: All VIP program expenditures were appropriately tracked and documented. With events cancelled and a much shorter season for the Ebey House Visitor Contact Station, COVID-19 had a big effect on our number of volunteers this year, but many made contributions to the work of the Trust Board. Members of the Central Whidbey Lions built and installed a new brochure box and locked message board for the Trust Board Cottage. The Whidbey Camano Land Trust continued to work on the Walking Ebey's initiative, building new connecting trails in the Reserve (hours not tracked through VIP program). Volunteer Docents were consulted about working with the public and most, acknowledging that they were at risk or in a vulnerable demographic group needing to take extra precautions against infection, opted to take the season off. A smaller group however was especially eager to try working. They reviewed and approved of the plan and, based on their feedback at the end of the season, it was a positive experience. In all there were 10 volunteer docents who contributed 224 hours working to assist visitors at the house. Staff were surprised that we even attracted a new docent who enjoyed their first season. As a way of keeping the "Docent Corps" united, Trust Board staff tried to maintain communications by email and virtual meeting. Staff also tried to arrange a series of special educational lectures on history relevant to the Reserve but that has yet to materialize. We will keep trying to make this happen in the coming year. Several contributed additional hours assisting with other projects, such as the Girl Scout Junior Ranger program. The Reserve's Facebook social media campaign "Why I Volunteer" featured VIP's serving at the Ebey House and their own personal reasons for doing so. These were enjoyed by many.

**COVID-19 operation**: The most complicated aspect of our operation in FY2020 was the opening of the Jacob and Sarah Ebey House Visitor Contact Station. Staff and volunteers were able to open the house on a reduced schedule, operating Saturday and Sunday, from July 4th to Labor Day. Prior to opening, staff proposed a COVID-19 operation plan that was reviewed and approved by NPS. The plan was based on requiring visitors to wear masks, limiting the number of visitors in the house at one time, maintaining a one-way flow of foot traffic through the house, arranging exhibits in a single room for better observation and control of visitors), and keeping doors open for ventilation. Two volunteer docents were on duty at together for each shift. One behind a plexiglass barrier and the other outside, in front of the house to orient visitors and distribute educational materials. Staff were on duty as well, with the primary responsibility of ensuring compliance with the approved NPS COVID-19 operation plan. Special no-touch procedures kept the Passport Stamp program and Jr. Ranger program viable, and the public was very appreciative these were available. A total of 1,722 visitor connections were made at the house – reduced due to the limited schedule and season but many more visitors were engaged and served outside the house. Visitor services were provided by eleven volunteers and two staff. This was a small subset of the volunteer base who normally work at the house and felt confident that adapted procedures were safe for their participation.

Outreach Programs (provided by Trust Board staff or volunteers): Trust Board staff provided special outreach programs on the Reserve in 2020, including a Girl Scout Ranger program celebrating the centennial of the 19th Amendment. Restrictions due to COVID-19 did not allow staff to hold a Junior Ranger day.

Publications and Media: An initial draft blockhouse site bulletin was written by summer seasonal staff and will receive further review in FY2021. The Visitor Guide newspaper project expanded from a minor update to a major revision. It will be completed and printed in FY2021 (prior to the end of calendar year 2020). A new "You Are Here" orientation map for trailheads and gateways was developed and will be installed at the Coupeville Ferry terminal kiosk, the Prairie Wayside kiosk, and the Coupeville Wharf kiosk (additional locations to be determined in 2021). One of these will also be fabricated and installed at the Trust Board Cottage to aid in orienting visitors. Two new interpretive panels were developed through a contract with the Island County Historical Society and Museum. One provides updated messaging about the Reserve ("Things To See and Do in Ebey's Reserve") and the other is a look at the evolution of water transportation ("Transportation on the Salish Sea"). Both were in final review at the end of FY2020 and will be installed in the Coupeville Ferry Terminal kiosk in FY2021. A replacement for an outdated panel at Monroe Landing was also developed ("On These Beaches") and will be fabricated and installed in FY2021.

Visitor Services: The coronavirus pandemic significantly affected visitation in the Reserve. In March, as work, school and leisure activities closed or were increasingly restricted, many people, especially from our adjacent urban areas, looked to outdoor recreation at public parks, beaches and trails. Reserve trailheads were beyond capacity with crowding in areas like parking lots, informational kiosks and toilets, even on weekdays. In addition, there was very little compliance with local, state and federal guidance on preventing transmission of the disease (masks and distancing). This led to the closure of most NPS public facilities, including the Pratt Loop/Bluff Trail and the parking areas and facilities that support them. The appearance of a "Closed" sign on the road at the Overlook was a very unfamiliar sight to many residents and visitors. The office received a huge increase in inquiries and requests for clarifications about closures by telephone. Messaging about COVID-19 actions was a challenge because recommendations and decisions were changing abruptly in the early stages of the virus response. In spite of best efforts, messaging was not always consistent.

**Social Media:** Active social media platforms were reenergized as viewership grew 5% in FY2020. Popular campaigns included "Why I Volunteer" and "#TrailTuesday."

Outreach Programs (Provided by Partners): With sponsor support through the Friends of Ebey's, the Trust Board continued its successful partnership with the Island County Historical Society and Museum to present regular "PorchStories," programs. The museum provides the location and content, and benefits from income and increased visitation. The Reserve is able to expand its ability to meet interpretive and public education objectives. Another great outreach program accomplished with a partner was the NPF OOK Student Field Trip Grant: The Trust Board was awarded another \$6,000 Open Outdoors for Kids (OOK) grant from the National Park Foundation (NPF). These are grants intended to eliminate barriers (generally transportation

costs) and encourage low income schools to bring students to the Reserve for field trips. After funds were awarded, this program was impacted by COVID-19 as field trips and even in-person school was cancelled. The Trust Board was among grant recipients to provide an alternative way to use NPF OOK funds, suggesting working with our museum partner to develop virtual learning opportunities with filmed virtual tours. This objective is under development. Program reporting and financial tracking requirements were met.

### **Strategic Plan Actions:**

Last year's annual report concluded with three main needs or issues that came out of the strategic planning process and they are worth revisiting once again: The need for organizational review, the need to address capacity, and the need for a strong partnership.

**Organizational Review:** The Strategic Plan was used to develop the FY2020 workplan. One of the plan's first priorities was the need for organizational review:

"It cannot be stressed enough that the future effectiveness of the Trust Board in any of the Strategic Elements of the plan depends upon a long needed formal review of partner roles and functions, and analysis of the Reserve's existing business model. There was agreement by all participants that the partners must work together to ensure that this essential objective is met in the coming year. While all agreements need review, the review of the NPS agreement is regarded as especially urgent, given the expiration of the joint NPS-Trust Board Cooperative Agreement in 2020, and the financial role of the NPS outlined in the Interlocal Agreement."

The first review to be completed in FY2020 was a review of the MOA that maps out the relationship between the Trust Board and the Friends of Ebey's. The Trust Board and NPS had hoped that we would have been able to complete a review of Trust Board and NPS operations in FY2020, as part of the development of a new five-year Cooperative Agreement, but as previously noted, this task has been shifted into FY2021.

**Capacity:** FY2020 capacity was assisted in the short term by administrative funding associated with the state funded preservation grants but longer-term changes still awaits broader consideration of partner roles and responsibilities in the Reserve.

**Partner Support**: As the new Trust Board mission statement makes clear, the Trust Board serves the Reserve and community through partnerships. The Trust Board represents the common interests of all four key partners in the Reserve. It can only succeed with strong direction, participation and support of its partners.

# **2020 Snapshots: Volunteers and Partnerships**

Clockwise from top left: Volunteer docents shared their own stories and we loved it; Education and interpretation moved outdoors in response to COVID-19; Lots to celebrate; Youth crews from Northwest Youth Corps inspired us with their work around the Reserve for multiple partners. Trust Board staff worked with partners and supported Girl Scouts learning about the 19th amendment centennial.











# \$1,055,200 in Grants to Preserve Historic Buildings

In 2020, the Trust Board administered the biggest year ever for historic preservation grants in the Reserve. With funds raised by the Friends of Ebey's, the "Ebey's Forever" grant program, continued to demonstrate strong community support for preservation in the Reserve. A

separate grant program, administered by the Trust Board in partnership with the state's Department of Archaeology and Historic Preservation, invested one million dollars for needed preservation projects in the Reserve, especially in historic downtown Coupeville.









## 2020 Ebey's Forever Grant Recipients

\$55,200 granted to 11 Properties



Benson Confectionary 1916 - \$3,000

Replace balcony roof



Captain Whidbey Inn 1907 - \$10,000

Replace deteriorated log siding



Chromy House 1905 - \$3,000

Roof replacement



Coupeville Cash Store 1886 - \$8,000

Re-locate Electrical Panel, Rebuild awning



Elkhorn Saloon 1883 - \$3,700

Replace siding, skirting, gutters, and rear entry doors



E.O. Lovejoy House 1890 - \$4,000

Chimney Repair



Gillespie Meat Market 1887 - \$8,500

Replace cedar shingle roof



Haller House 1859 & 1866 \$2,000

Rehabilitate front and side porches



Herrett House 1892 - \$3,575

Restore Front Porch



Kineth Farm Barn 1900 - \$2,800

Roof replacement



WI Game Farm 1946 - \$6,525

Replace roofs on brooder houses

# 2020 Snapshots:

COVID-19 Closure, Scenic Views, Visitor Management Concerns and a new Website.

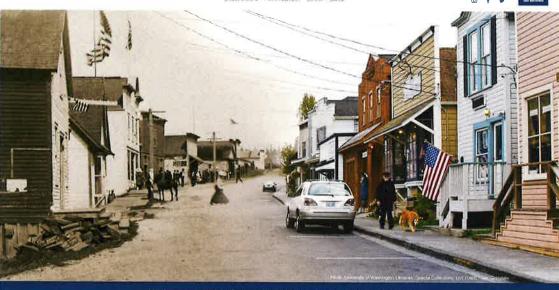












Welcome to Ebey's Landing National Historical Reserve, the only national historical reserve in the United States.

The Reserve is a living sural community. Established in 1976. Ebey's Landing National Historical Reserve represents a new way of protecting a historical area like the Central Whitdbey Historic District. Public Philate partnerships and citizen stewards help preserve and care for this rural community, and its unbroken historical record. Explore and ergos this unique and special halt of Whipper Island.



### Explore: Recreational Opportunities



#### Explore: Washington State Parks



### Explore: Downtown Coupeville

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#### Explore: Ebey's Landing NHR

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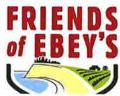
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### Friends of Ebey's

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### Contact the Reserve

Send us Mail: #0 80/771 Cooper to WA 98237 Phone: (350) 670 n014

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