



**TRUST BOARD OF EBAY'S LANDING
NATIONAL HISTORICAL RESERVE
COMMUNICATIONS AND INTERPRETIVE PLAN**

November 2021

ACKNOWLEDGEMENTS

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1. EXECUTIVE SUMMARY

Ebey's Landing National Historical Reserve was established in 1978 to protect a rural community and unbroken history of exploration, settlement and ongoing tradition of agriculture. The "reserve" concept was novel when Congress enacted it in law, and remains unique in its structure and purpose. Its strengths lie in the combined efforts of federal, state, county and town governments and their respective legal authorities, and overwhelming community will to preserve the historic legacy of Central Whidbey Island. Therein also lies the challenge of collaboration among government and non-government partners and diverse community stakeholders—farmers, merchants, residents and visitors. Formal coordination of the four governmental units and direction of staff operations is carried out by a Trust Board, a local administrative body created by a formal Interlocal Agreement.

As the Reserve's managing body, the Trust Board and staff conducts programs to support local government historic preservation ordinances, monitor conservation easements, conduct educational and interpretive programs and provide expert assistance to planners and private property owners.

Though the 2009 Long Range Interpretive Plan continues to provide a basic framework for the Trust Board outreach efforts, an updated document was needed for the Trust Board to provide timely, relevant and clear communications. For this reason, an Interpretation and Communication Plan was developed in alignment with the FY2021 Work Plan. The plan is organized by first identifying critical management issues, then progressing to themes and messages, markets (audiences), mechanics of implementation and finally, media for delivery. Its goal is to identify the what and how of carrying out its communication, education and interpretation missions.

Why

As Ebey's Landing National Historical Reserve celebrates its fifth decade of stewardship of its priceless legacy, the aim of this plan is to give the Reserve its unique voice and to inspire and perpetuate the successful collaboration that has served it for its first four decades.

What

To identify emergent management issues facing the Trust Board and prioritize program actions that address those issues using communication and interpretation tools and methods.

How

To provide guidance in program development and implementation for education, outreach and interpretation practitioners—Reserve staff, partners and allied organizations who collaborate in telling the Ebey's story. This guidance includes suggested interpretive themes and topics, analysis of audiences and methods of communicating with them and recommendations for program development when several organizations undertake projects collaboratively.



2. INTRODUCTION

2.1 EBEBY'S LANDING NATIONAL HISTORICAL RESERVE

Encompassing 17,572 acres of Central Whidbey Island, Ebey's Landing National Historical Reserve is a unique geographic area established in 1978 to protect a rural community and its unbroken history of exploration, settlement and ongoing tradition of agriculture. While there are federal, state, town and county lands within the Reserve, the majority (85 percent) is privately owned. Protection is accomplished through conservation easements, local land use regulation, and the cooperation and active stewardship of land owners.

The Reserve concept grew out of a need for flexibility of protecting areas of national concern where traditional approaches (eg. Establishment of a national park or monument) were not appropriate. This new approach combined the capabilities and resources of the local, State and Federal governments, and the private sector, to protect the area's heritage resources. Early planning documents use the term Areas of National Concern to refer to areas in which Federal, State and local governments form a special partnership around an area to be protected. A definition of National Reserve developed by the Trust Board describes National Reserves as "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 the guidance of its Trust Board, a joint administrative body 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 authority and jurisdiction according to the land they administer, the Trust Board helps 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.

2.2 TRUST BOARD'S PURPOSE

In response to the enabling legislation (see appendix) calling for a plan to be developed in cooperation with local government, a local committee known as the Ebey's Landing National Historical Reserve Planning Committee prepared an initial Conceptual Plan for the Reserve. Out of concern for maintaining local management of the Reserve, the Planning Committee developed the concept of a Trust Board of appointed citizens to coordinate management of the Reserve. As envisioned, the Trust Board would balance the interests of the community, private property owners and government partners. They would assure that the Reserve maintained a viable working community including the continuation of agriculture and the harvesting of forest resources as well as the Town of Coupeville's interdependent relationship to the surrounding rural area. Several members of the Planning Committee eventually volunteered to serve on the Trust Board.



2.3 SIGNIFICANCE OF THE RESERVE MODEL

Although the Reserve was established first and foremost to protect and preserve a rural community and its historical record, the Trust Board advocates the Reserve model itself as also worthy of protection and preservation. When it was established, it represented a distinct approach to national stewardship that did not previously exist. Its foundation was a desire to demonstrate that collaboration was a powerful preservation tool, and that various levels of government and private citizens could work together to protect outstanding natural and cultural areas. These concepts are evident in the enabling legislation and early planning documents for Ebey's Landing National Historical Reserve.

2.4 COLLABORATIVE GOVERNANCE

Ebey's Landing National Historical Reserve is unique in its intent and structure. After its creation by Congress, it was envisioned in the early 1980s as an innovation in heritage conservation—a partnership between public and private sectors. On the public side, the National Park Service, Washington State Parks and Recreation Commission and local governments of Island County and the Town of Coupeville, maintain their respective jurisdictions and heritage preservation authorities. Private-citizen stakeholders, representing business, agriculture, tourism, or heritage conservation interests round out the governing body. With the adoption of the Interlocal Agreement of 1988, the Trust Board of Ebey's Landing NHR was established—representing four government agencies, with seven members of the public, appointed by the local governments. This model of collaborative governance guides the Trust Board and Reserve operations today. Although sometimes contentious, the approach has proven its resilience (40-plus years) and been successful in preserving the historic resources and landscape of Ebey's of today.

The strength of such partnerships draws from combining local "ownership" of the protection of Ebey's legacy by local citizens and property owners, with the legal authority, funding, expertise, and elevated status conferred by the federal, state and local government partners. In true collaborative governance, non-governmental stakeholders sit at the same table as government representatives, and possess substantial power in decision making for the organization (Wondolleck and Yaffee, 2000). Challenges to this model include cultural differences between top-down management styles of bureaucratic agencies and non-government stakeholder groups and among competing claims within the stakeholder community (Ansell and Gash, 2008; Lee et al, 2018). True to any form of partnership, mediating such differences requires a strong common vision for the Reserve and skill among its partners—formal and informal. Implementing communication and interpretation programs in a collaborative framework can be daunting. Organizational rivalry, mixed messages, gaps or redundancies in narrative, uneven resources, narrow or competing visions of community identity and heritage resources can result in multiple narratives and external and internal conflict.

3. ABOUT THIS PLAN

“Historic places have powerful stories to tell, but they cannot speak for themselves.”

—Ron Thompson (NPS, 2000)

Landscapes, historic buildings, objects, cemeteries and archaeological sites contain a multitude of stories and meanings, passed on to new generations because they are “preserved.” But who tells those stories? Who hears them? And how is preservation accomplished? This plan strives to answer these questions in the voice of Ebey’s Reserve itself—its staff, collective partners and governing body, the Trust Board of Ebey’s Landing National Historical Reserve. The Ebey’s narrative is shared by many. However, responsibility for coordinating, communicating, educating, and interpreting—with the sole purpose of preservation—is the task of the Reserve staff and Trust Board. This plan represents our goal of being that voice.

3.1 COMMUNICATION AND INTERPRETATION

Communication planning and interpretive planning are commonly considered separate exercises. Organizations create strategic communications plans as a way of sharing their key values, brand and products and establishing transparency with shareholders, stakeholders, customers, partners and the media. Communication plans are often developed to respond to dynamic situations such as “PR crises,” changes in leadership or mission, emerging external pressures or other short-term demands for the rapid dissemination of information. Communication plans offer consistency in messaging, identify protocols for media and other contacts and timelines for product or campaign roll-outs.





In contrast, interpretive planning is commonly used by heritage and natural resource conservation organizations for crafting information for staff, constituents and visitors. Interpretive messaging communicates an organization or area’s significance, conveys deeper values and meanings and shapes visitors’ experience and promotes personal affinity and stewardship attitudes toward resources and their conservation. In the early 1980s organizations with interpretive missions, including the National Park Service, adopted “thematic interpretation” as a standard for content, quality and effect in interpretive messages and programming. Thematic interpretation goes beyond simply imparting facts for the visitor and when effective, imparts the wonder, emotional engagement and connection of the tangible with the universal, envisioned by Freeman Tilden, interpretation’s founding theorist and practitioner (Tilden, 1957, 2007).

This planning process results specifically from guidance offered in two recent documents. ***The Foundation Document of Ebey’s Landing National Historical Reserve*** (2018) was developed by specialists from the National Park Service, collaborating with the Trust Board and Reserve Staff. Foundation documents “provide basic guidance for planning and management decisions” for units of the National Park Service. While the Reserve, as a whole, is not a “unit” of the National Park System, the role of NPS as a contributing partner is a critical element of the Reserve concept and ongoing success of Ebey’s Landing NHR. An updated Long-Range Interpretive Plan was identified as a priority for the Reserve.

In 2019, The Trust Board of Ebey’s Landing NHR developed and adopted a ***Strategic Plan*** (also identified as a planning need within the ***Foundation Document***). Under ***Strategic Element 2— Interpretation, Education and Outreach*** the plan directs staff to “Coordinate interpretive and sign planning, content creation, production and installation, maintenance.” “Collaboration” is a key concept in developing this plan. As discussed in the “Mechanics” section of the plan, the Trust Board and staff envision the necessity of collaborative and cooperative processes in developing interpretation, outreach and education programs and projects. As a partnership of four principals amid a network of scores of allied and associated organizations, Ebey’s Reserve can be a model of such collaboration. By identifying major interpretive themes representative within the “Ebey’s narrative” and encouraging partnerships with organizations with distinct and complementary voices in that narrative, the Trust Board and staff can build on the Reserve’s fundamental purpose —“preserve and protect a rural community”—as a community value and practice.

3.2 ORGANIZATION AND METHODS

The framework used to develop this planning exercise draws from a widely-adopted model called “The 5-M Model” (Brochu, 2014). This planning system has been adopted by the National Association for Interpretation, whose mission to “inspire leadership and excellence to advance heritage interpretation as a profession” (Brochu, 2014) and has been adopted in the US by federal, state, local and nonprofit organizations, and internationally by conservation agencies, eco-tourism organizations, nature preserves, parks and museums.

The “5-M Model” creates a sequence of research and analysis that explicitly links interpretive messaging to management needs and objectives. It views communication tools as strategies, in and of themselves, to achieve the organization’s goals and fulfill its mission. Unlike communication approaches that begin and end with “we need a brochure,” the 5-M model forces interpreters—and their managers—to prioritize messages to audiences according to issues that confront the organization. The “5-Ms” are as follows: Management; Message; Markets; Mechanics; and Media.

Management

- Management issues are drivers
- Issues are analyzed and prioritized
- Management objectives are identified
- Issues are seen through communication and interpretation lenses: “what tools will contribute to addressing this issue and meeting objectives?”

Message

- Messages are created that address management objectives
- Messages are refined into interpretive themes as appropriate Market

Markets

- “Market” = Audience + understanding of their needs and motivations
- The relationship is characterized as a transaction
- “General Public” is not an audience, it is everybody—audiences are specific

Mechanics

- Connect messages to specific audience segments Mechanics
- What are the operational constraints?
 - Funding
 - Staffing
 - Organizational limitations
- Who owns this initiative?
- Who are likely partners?
- When is this carried out?
- How is it carried out?
- How is it evaluated?

Media

- What are the most effective channels and methods of communicating messages in order to satisfy management objectives?
- Analyze strengths and weaknesses of communication tools: Social media? Print media? Signage? Direct contact programming? Wayside exhibit? Etc. Etc.

4. MANAGEMENT AND MANAGEMENT ISSUES

4.1 MISSION STATEMENT FOR THE TRUST BOARD OF EBEBY'S LANDING NATIONAL HISTORICAL RESERVE

The Trust Board works through partnerships to preserve and protect Ebey's Landing National Historical Reserve so it forever remains a living rural community with an unbroken historical record.

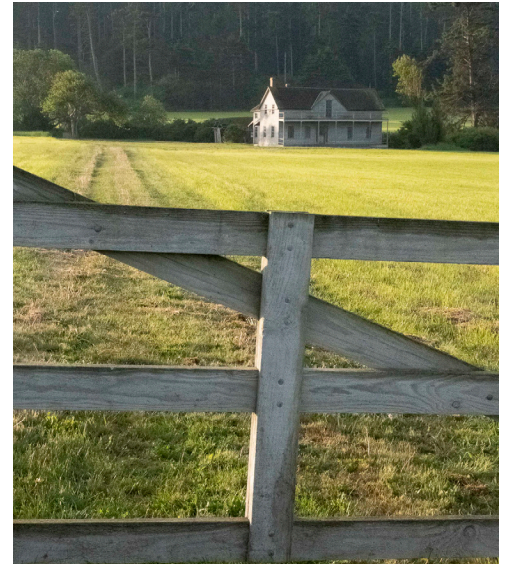
As noted above, communication and interpretive plans are driven by mission and management priorities rather than the other way around. Thus, they are mission-driven means to achieving management objectives and addressing management issues.

Relevant issues can be as fundamental as organization identity and purpose or as diverse as its programs, services and benefits to the public. In this plan, "issues" are divided evenly among major components of the Trust Board Mission Statement: "Preserving and Protecting," including specific historic preservation and visitor management and "Partnerships," defining and communicating the essence of the Trust Board, its partners and collaborative governance structure.

4.2 ISSUES IDENTIFICATION AND ANALYSIS

Using techniques of one-on-one telephone interview, staff and Trust Board questionnaires and a public charrette, over 50 respondents provided opinions on the primary "management issues" facing Ebey's Landing National Historical Reserve. Sources considered "internal" (staff and Trust Board) and those considered "external" (former Trust Board members and public contributors) were largely in agreement in identifying significant issues worthy of attention. Although varying in detail, similarities emerged that can lead to a productive planning effort in revising communication and interpretive messaging, themes, strategies and actions for the future. From an original list of over 100 individual "issue" comments, staff clarified, sorted and combined issues into the areas described above. As is noted below, numerous issues lay outside the scope of communication and interpretive planning. They are described in greater detail, later in this document section.





4.3 ISSUE AREA 1: HISTORIC PRESERVATION AND RESOURCE PROTECTION

Improve coordination with Local Government planners and property Owners:

- Property owners are the ultimate stewards of historic resources
- County and town ordinances are the most effective regulatory tools in preserving heritage resources of Ebey's.
- Improve outreach, communication and training opportunities between Reserve staff, and local government.
- Improve training for the Historic Preservation Commission
- Continue to offer grants, access to technical assistance and other incentives to historic property owners
- Actively monitor easements and inventories of historic properties.

Improve our understanding and access to stories that connect tangible resources (landscapes, buildings, sites) to the "Ebey's Narrative"—events on the land past and present:

- Native American narratives—"The First Stewards"
- The maritime cultural landscape
- Contemporary land-use (landowner cooperation, farming, habitat preservation, rural community values)
- Archival and curated collections

Increase protection of natural and actively used landscapes, including trails, agricultural land, and historic properties

- Enforcement
- Onsite staffing
- Monitoring
- Preventive Maintenance

Develop volunteer stewardship capacity by strengthening volunteer management, creating housing and other incentive opportunities and linking to preservation organizations, field schools, and universities.

4.4 ISSUE AREA 2: MANAGING VISITORS AND THE VISITOR EXPERIENCE

Visitor Management: Address overuse and social carrying capacity

- Regulate parking at trailheads and on roadsides, overnight use and reverse hardening of road shoulders that encourage parking.
- Establish carrying capacity thresholds/limits through monitoring (see 1980 Comprehensive Plan)
- Regulate pets and pet waste
- Conduct preventative maintenance on trails and facilities
- Reduce trespassing on private property and farmland
- Coordinate emergency management protocols for wildfire and SAR

Visitor Experience: Broaden and Deepen the narrative

- Inclusion: Find each visitor's connection, socially and personally.
- Include the Native American perspective: pre-contact culture; "First Stewards" and landscape "managers."
- Recast historical and contemporary conflict in accurate, yet constructive and instructive ways.
- Inform visitors about local agricultural practices, family histories and community heritage.

Develop the maritime heritage legacy of canoe culture, vessels, ports and harbors, maritime occupations and technologies, trade, exploration, navigation aids, water routes, naval defense.

Establish standards for the quality of visitor experience and align with management tools and messaging.

Create pre-visit, visit, and post visit communication channels appropriate for specific and mass audiences.

Integrate messaging among Trust Board Partners and partnering organizations in a way that reflects a learning experience that is seamless, yet reflects many voices and stories.

4.5 ISSUE AREA 3: CLARIFY AND COMMUNICATE THE "EBEY'S PARTNERSHIP"

Assert the legal terms of partnership established by the Interlocal Agreement (NPS, WA St. Parks, Island County and Town of Coupeville):

- Encourage the National Park Service to conduct a management review to clarify the NPS role in the Partnership.
- Trust Board conduct formal partnership reviews and reports regularly on the status of the Ebey's Trust Board Partnership.

Create opportunities for alliances and cooperative programming for organizations with complementary missions.

Stabilize funding—the capacity of Reserve staff to adequately coordinate among Partners and allied organizations requires secure funding and a stable and fully professional workforce.

Focus on similarities, not differences; collaboration, not competition.

Cooperate for outside funding.

Develop complementary (and complimentary!) unified messages for a seamless visitor experience and a united community

Maintain ongoing contact with federal and state elected officials, through local elected officials and Trust Board and staff and citizen advocacy channels.



4.6 ISSUES BEYOND THE SCOPE OF THIS PLAN

It became evident during the scoping and information-gathering stage of planning that issues surfaced that were outside the immediate scope of this plan. In the broader context, Ebey's Landing NHR is influenced by factors that affect, directly and indirectly, the fulfillment of the Reserve's Congressionally-mandated purpose, the work of staff and the Trust Board and public perception. Such influences were noted: 1) Federal policies and funding; 2) Covid-19; 3) Personnel transitions; 4) Inevitable change in a "living landscape"; 5) Issues beyond the scope of "communication and interpretation."

Federal policies and funding: Structural reorganization within the National Park Service, requirements imposed by Department of Interior on NPS partnerships, funding delays imposed by continuing resolutions and government shutdown reduced and delayed funds upon which ELNHR depended on for critical staffing.

Organizational capacity: Numerous "issues" emerged that are rooted in simple limitations of staffing capacity. Ebey's Reserve NHR is nominally staffed by 3.5 FTE. Recent delays in funding have resulted in critical program vacancies at critical times for extended periods.

Covid-19: The Covid-19 pandemic has created a once-in-a-generation transformation of rural communities due to the influx of pandemic refuge seekers both in residential emigrants and recreational users. Institutions and public policy processes have been transformed from public meetings to technological substitutes—"rooms to Zooms"—that have distanced public entities from their publics.

Personnel Turnover: Transitions in staffing, in every type of organization, occur in normal times and typically have a moderate effect on the continuity of organizational missions and institutional memory. Recent changes in Trust Board membership, staffing, NPS staffing, local government planning personnel and community demographics have affected ELNHR significantly. Integration between NPS and Reserve staff remains an area of critical concern.

Inevitable change on the “living landscape:” Ebey’s Landing NHR has never been considered a landscape frozen in time. The viability of ongoing habitation of people on the landscape as an inherent cultural and social value, economics and personal choice can seem, to some, an inherent tension to the historic preservation agenda of the Reserve, a contradiction common in current heritage preservation practice globally (Wells & Steifel, 2019).

Issues beyond the scope of “communication and interpretation planning:” Fundamental policies that affect the Reserve lie beyond simple messaging. These include: Dedicated Visitor Management Planning; Funding at Federal, State, Local and Private Sector levels; Law enforcement in resource protection, traffic/parking, and compacts, agreements and jurisdictions; Emergency Management; Transportation planning; and Issues related to federal agency (Navy) policies and mandates such as Section 110 of the National Historic Preservation Act.



4.7 INTERPRETIVE THEMES AND SUPPORTING TOPICS

The stories of Ebey’s Landing National Historical Reserve connect human experience across time to this particular place, now. What makes Ebey’s unique as a landscape is that it is also a laboratory, testing what a community that cherishes its historic roots can do to preserve them and still remain a living, changing environment.

Typically, interpretive plans identify a few broad concepts as themes and from them, suggest topics that offer diverse examples illustrating the bigger ideas. Ebey’s Reserve, however, faces the challenge of representing many stories and perspectives, and by way of collaborative partnering, many voices to tell those stories.

What follows represent a range of possible thematic statements, followed by topics that can support those themes more specifically.

1. Ebey's Reserve —A Vision Fulfilled

The landscape we see—open fields, farmhouses, barns, as well as old buildings and the historic waterfront in Coupeville—represent choices and sacrifices made by past and present generations to care for the land and preserve the features that tell its stories.

- Local Roots of Historic Preservation The Reserve Idea
- The Trust Board Model (Collective Governance) Strength Through Partnerships

2. Experience Ebey's

"Small town" and rural in nature and rich with forests, beaches, working farms, marshes, prairies and undeveloped land, Ebey's Reserve is a magnet for visitors—hikers, cyclists, campers, birders and others wanting to step away from the urban centers of Puget Sound.

- The Lure of Ebey's—Activities The Price of Pressure
- YOU preserve Ebey's Landing

3. Historic Preservation—The Tools At Hand

Preserving our history is more than saving old barns and houses or collecting historic objects and stories. These, as well as the landscape itself, reveal a pattern of continuous use and reveal not just "what was" but what we see, and who we are today.

- Protecting Lands: Ownership, Easement and Stewardship What's a Historic District?
- Restoration and Rehabilitation The Consultation Process

4. A Favored Place

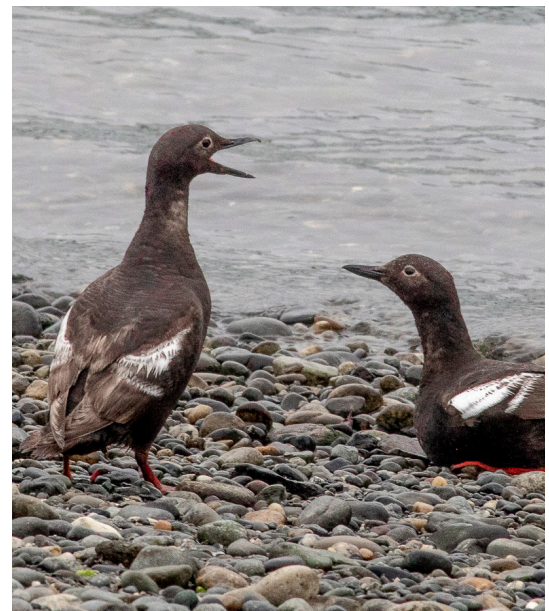
During the Ice Age, a glacier, thousands of feet thick, advanced and retreated over this place, shaping the gentle hills and open prairie. Changing climate brought rising sea-levels and warmer, wetter cycles of weather. A mild, temperate climate and rich soil are gifts of millenia.

- Geology Climate
- Rivers of Nutrients
- Location, Location, Location The Seasonal Cycle

5. First Navigators, First Stewards

Canoe races and journeys of contemporary Indian Tribes and deep, black soils of remnant prairies remind us that Native Americans navigated with waters surrounding Whidbey Island and used fire and other tools to maintain prairie plant populations and promote deer and elk populations for their own use.

- Camas and Prairie
- River to Sea: Maritime Connections
- Elders Speak: Oral History and Collective Memory





6. The Center of the World

The area that we know as Ebey's Landing NHR was a hub to Coast Salish people whose stories, language, trade and family ties connected them over a vast expanse of the maritime Pacific Northwest. At Ebey's Landing and on Penn Cove local villagers greeted arriving visitors—family members visiting from other villages or strangers seeking shelter or trade commodities.

- Lushootseed World
- Common Allies, Common Enemies Managing the Land

7. Troubled Times

Conflict is never easy to understand, nor communicate. It makes us uncomfortable and often, there are no winners or losers although limited interpretations can make it seem so. Ebey's represents a landscape contested at times by nations, by peoples, and the values by which previous inhabitants—and now we—view and value land.

- Euro-American Exploration Epidemics, Treaties and Conflict Rush to Settlement
- Fear and Tragedy
- The Price of Development

8. Town and Prairie

Town and country are the flip sides of American rural culture. Towns draw their wealth from the surrounding area; rural residents draw goods and services from their towns.

- Mainstreet and Waterfront
- Captain's Choice
- Cooperation on the Land
- Crops and Markets
- Farm stands and Community Supported Agriculture
- Farm to Table
- People Take Care of the Land—the Land Takes Care of the People

9. Timeless Waterways—A Maritime World

As water shapes landscapes it also shapes cultures. Where we live, how we travel there, tools and technologies, what we eat, words, metaphors and ideas all hint at our water connections and the maritime world around us.

- Canoes Age of Sail
- Powered by Steam Ferry Connections Lighthouse and Fortress
- The Salish Sea and the World Beyond



4.8 MARKETS (AUDIENCES)

We often think of audiences as recipients of services, messages, education and other benefits of Ebey's Reserve. But communications with the public are more complicated. Our interactions are transactional rather than simple, one-way transfers of information, experience or social or public benefit. As a result, our success has to be measured in the satisfaction achieved by our audiences and stakeholders—the publics that we serve. Understanding those publics and their specific needs, values and expectations is necessary if we are to fulfill our mission with their support.

One way to envision what we offer is to think in terms of the “value proposition” that we provide in exchange for our audience's attention, cooperation or involvement in the experience they find satisfying. In its **2019 Strategic Plan**, the Trust Board identified three broad value propositions that it provides as strategic benefits in three major program areas:

Value Proposition 1: Trust Board will fulfill its preservation mandate according to the enabling legislation, the Central Whidbey Island Historic District, the Ebey's Reserve Design Guidelines, and other laws, policies and agreements that are relevant to Ebey's Landing National Historical Reserve.

Value Proposition 2: Trust Board will engage with the community, visitors and media audiences to maintain an informed and inspired constituency.

Value Proposition 3: Trust Board will ensure sustainability of ELNHR vision by fostering equitable and effective partnerships

As general guiding principles, these promote social values including historic preservation, recreational opportunity, access to historic information, economic vitality, community identity, landscape stewardship, a viable partnership etc. They also shape the programmatic priorities and work of the Trust Board and Reserve staff. For specific audiences they can be expressed as follows:

Community Members: (Alumni-former staff, TB, HPC, volunteers etc), Farmers, Coupeville residents/Central Whidbey residents, Newcomers, Businesses, Local volunteers, Media

Value Proposition—Grant funding, Community identity, Pride of Place, Connection to Past for Families, A Place to Share with Family and Guests, Business Opportunity, Open Government and Transparency, Value-added Farm Products, Stories and Memories, Opportunities to Serve Community.

Educators: Local School Districts, WSU Extension, Community College, Universities

Value Proposition—Field Trip Experiences in Local History, Relevant Historical Information, Internship Opportunities, Agricultural Research, Landscape Restoration, Field Schools, Archaeological and Historical Research Opportunities, Technical Training in Preservation Methods, Case Studies in Heritage Conservation .

Tribes: Swinomish Tribal Community, Tulalip Tribes, Port Gamble S'Klallam, Jamestown S'Klallam, Samish, Lummi, Upper Skagit, Stillaquamish, Snoqualmie, Suquamish tribes.

Value Proposition— Support for the exercise of Treaty Rights, Government-to-Government Relationships (with appropriate Federal, State and local agencies), Staff-To-Staff relationships in Heritage Conservation, Advocacy for THPOs and Tribal Heritage Programs, Access to Areas of Traditional Use, Archival and Curated Materials, Protection of Archaeological Sites, Access to Diverse, Non-Native Audiences, Opportunity for Collaborative Programs in Education.

Formal Partners (Interlocal Agreement): National Park Service, Washington State Parks and Recreation Commission, Island County, Town of Coupeville.

Value Proposition—Mutual respect, Transparency as Partners, Staff and Funding Resources, Accountability, Shared Purpose and Mission, Communication, Public Process, Respective Authorities (Laws, Regulations, Ordinances, Policies), Access to Senior Management.

Community Partnerships: Friends of Ebey's, Historic Preservation Commission, Whidbey Camano Land Trust, Pacific Rim Institute, The Nature Conservancy, Island County Historical Society & Museum, Coupeville Historic Waterfront Association, Seattle Pacific University (Camp Casey), Coupeville Maritime Heritage Foundation (Suva), Lighthouse Environmental Programs of Island County, Island County Tourism Committee, Historic Whidbey, Whidbey Conservation District, WSU Cooperative Extension of Island County, Maritime Washington National Historic Area, Whidbey Audubon, various Service Clubs.

Value Proposition—Opportunities to Collaborate, Grant Funding, Letters of Support, Staff Assistance, Shared Audiences, Promotional Opportunity, Publicity, Technical Information, Projects, Public Process.

Elected Officials and Staff: Coupeville Town Council and Mayor, Island County Commissioners and other county officials, Washington State Senate and House of Representatives, US Senate and House of Representatives, Port of Coupeville.

Value Proposition—Reporting, Accountability, District "News," Relevant Issues, Tours and Briefings.

Visitors: Overnight (B&B, AirBnb, VRBO, campers), Day Trips, Coupeville, Families, Pet Owners, Hikers, Cyclists, e-Bikers, Equestrians, Motorcyclists, Birders, Naturalists, Beachwalkers, Photographers, History Buffs, Kayakers, Sailors, Cruisers, Scuba Divers, Gastrophiles, Kite Flyers, Windsurfers, Project volunteers, etc.

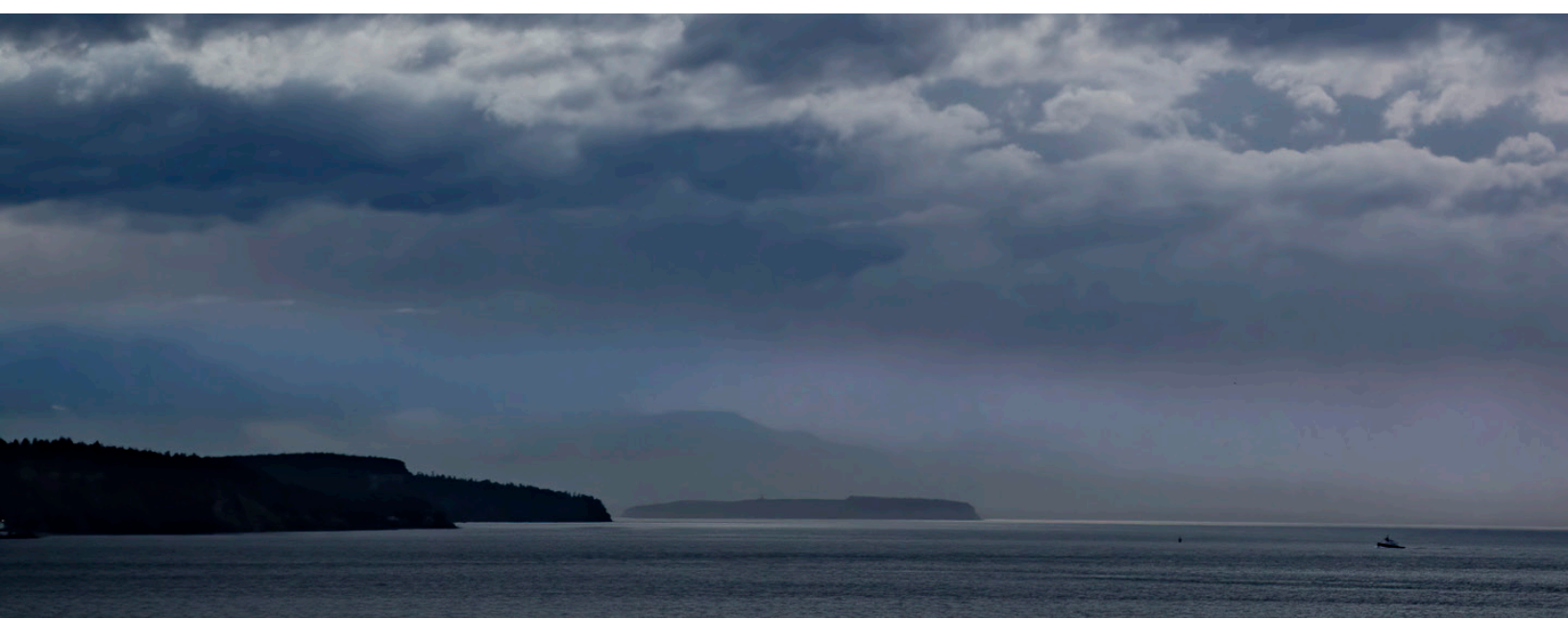
Value Proposition—Diverse opportunities to Recreate, Deeper Understanding, Solitude, Exercise, Scenery, Local "Feel," Experience of Small Town and Rural History, Dining, Shopping, Farmers Market, Connection to Unique Place.

4.9 MECHANICS

Collaboration

The essence of all work done by the Trust Board and staff of Ebey's Landing National Historical Reserve is collaboration. It forms the DNA of the Reserve idea as envisioned by its founding visionaries and Congress. Collaboration guides policy and practice within the Reserve: partners and stakeholders work together, shaping programs, fundamental governance decisions and the day-to-day engagement with the community and larger public. Barriers to collaboration can be institutional and structural, based on organizational culture and power hierarchies as well attitudinal and perceptual, based on competition for resources, mistrust or unfamiliarity with collaborative techniques. Nevertheless, common ground can be achieved through a sense of place or community, local focus, shared challenges or fears and shared interests. (Wollondock and Yafee, 2000). The Ebey's model of collaboration remains rare in heritage preservation and is, itself, a story worth telling.

Communications, education and interpretive programs for the Reserve must also follow this model. Though perspectives, and even specific missions among the community of partners are diverse, a common vision guides the outcomes of Ebey's Landing's heritage and landscape conservation efforts. Participation by multiple parties must be voluntary, consensus-based, and transparent, built on traditions of success and common aspirations.



Opportunity

One benefit of multi-party collaboration is the availability of opportunity—funding, volunteers and other resources that originate because of the diversity of interests, organizational strengths, and constituents represented among the partners.

Complementary roles emerge for various players, each bringing their own form of investment or equity to the table. When such cooperation is clearly demonstrated, its success begets more success, attracting other partners and their resources.

Ebey's Reserve has a long history of attracting outside resources by simply modeling effective collaboration and effective problem-solving, including the recent historic preservation grant program made possible by a \$1M investment made by the Washington State Legislature and Department of Archaeology and Historic Preservation. The Reserve's track record in administering the locally-funded Ebey's Forever Grant program, made possible with fundraising by Friends of Ebey's and overseen by Reserve staff and the Trust Board, illustrates the snowball effect of small collaborative efforts leading to greater opportunity.

Program Development Process

Communication and interpretation projects and programs envisioned in this plan are a mix of Reserve staff and Trust Board initiatives and larger programs undertaken cooperatively with multiple partners. While smaller, simpler programs can be managed by one partner, multi-party projects can be challenging for many reasons. Management priorities may differ and perceptions of a given project's urgency may vary. Funding and budget cycles may dictate phasing and limit the availability and timing of money and staff. Partner organizations may have different methods and processes for program or project design. Expertise for content development (writing/editing, illustration, production) may differ among partners. Siting and compliance may impose different requirements on different parties. Capacity for program delivery can be limited by partner staffing and seasonal factors. Requirements for and methods of evaluation may be different.

The factors listed above can complicate the development and delivery of communication and interpretation programs. However, recognizing the challenges in advance and designing a consistent approach to program development is another way of developing opportunities for collaboration and functional integration of diverse partner expertise and resources. The following model is proposed:

Need—Priority messages, and communications and interpretive initiatives are determined by their relevance to the Reserve and partner missions, strategies and management urgency. This involves Partner and Trust Board consultation, consideration and, when led by Reserve staff, direction. Annual priorities should be developed in the Reserve work plan and identified in other contractual documents, including the NPS Cooperative Agreement. When appropriate, Reserve staff and the Trust Board should conduct an informal needs assessment to gauge stakeholder interests and benefits. Projects undertaken that primarily fall within the authority or funding of one partner should be considered in the context of the Reserve as contributing to the “Ebey’s Story” and therefore of interest to, or critical to, the Ebey’s Reserve collaboration.

Funding—Project and program funding sources should be identified early and budgeted accurately. Where funding cycles vary among contributors, project phasing should be incorporated into the development process, with partners contributing and/or matching funds that maximize leverage and opportunity for outside contributions.

Team Development—Trust Board Partners collectively represent a broad pool of staff expertise and stakeholder interest. Team composition should be as inclusive as staffing resources allow in order to bring diverse partner and stakeholder perspectives to the table early. Tribal involvement should be requested as early as possible when appropriate. In all cases of interpreting stories of diverse cultural perspectives, authoritative and authentic voices (“civil experts”) representative of those perspectives should be included, rather than relying on academic or conventional expertise. (Wells and Steiefel, 2019)

Program Design—Development of the program or project design should incorporate a logic model or design template that identifies and analyzes project inputs (funds, staff, volunteers), outputs (products) and short-, mid-, and long-term outcomes (durable effects). Logic models are conventional tools in education and outreach program design that reveal critical links and feedback loops between program means and ends.

Content Development—The “Ebey’s Story” is multi-layered and reflects many fundamental human themes including tragedy, promise, conflict, cooperation and sustainability. It reflects tangible and intangible elements of past, present and future. Principles guiding message content should include social equity (“truth-telling”) about past conflict and injustice, authenticity of diverse voices, facts disclosed in landscape and historical fabric, the “authority” of resources (not just laws and regulation) and the effect and impact of creating an emotional connection (“sense of place”) to a particular landscape and its past and present communities.





Siting—Physical placement of informational and interpretive installations presents a unique challenge in history-rich sites. Visual intrusion and potential impacts to historic and archaeological resources are real threats to site integrity. Wherever possible, physical installations should be designed to minimize their site impacts and, if effective alternatives exist (such as smartphone application), physical exhibits and signs should be discouraged.

Program Delivery—Primary program “ownership” (“lead” organization) often dictates the timing and intensity of program delivery based on funding and staffing. However, Ebey’s audiences are rarely exclusive to one agency, partner or location. Wherever possible, messaging (content and “look and feel”) should be consistent and lead organizations should actively encourage partner familiarity with and, where possible, cross-training in interpretation of Ebey’s diverse narratives among staff and volunteer docents.

Evaluation—Program metrics, whether qualitative or quantitative, should be identified early and built into program design. In addition to their value as design tools, a thorough logic model can be effective in creating program metrics. Program outputs and outcomes should be tracked and reported as part of Reserve staff and Partner annual reports for the benefit of the Trust Board and the public.

4.10 Media

The process of communication using interpretive methods reflects not just the transmission of information, but a learning-to-action continuum on the part of the learner/visitor. Like affective and cognitive learning models of human development (eg. Blooms Taxonomy, Piagets’ Theory, Maslow’s Hierarchy), current experiential education and interpretive theory stress the dynamic nature of a learner’s personal journey when exposed to natural or cultural heritage experiences and information. In its simplest form, this continuum is represented in stages, ranging from basic facts to the cultivation of attitudes, aspirations and skills and the means to actively participate in conservation efforts. The highest levels of possible outcome involve personal choice, personal action and personal commitment. This can take the form of simple compliance with a specific rule, or, in the case of an inspired youngster, aspirations to a career in environmental or heritage conservation. In a community context, it can lead to the development of future, even intergenerational, professional and leadership roles in allied organizations or the Trust Board itself.

Thus, the choice of media in communicating and interpreting Ebey’s Landing should be made, not just on short-term outcomes, but on satisfying knowledge needs, cultivating attitudes and empowering personal involvement as an overall growth process. For community residents and visitors, learning is a cumulative process with experience building on experience and individual

learning building a deeply personal connection to Ebey's future.

The following table roughly illustrates the extent to which various media methods and techniques satisfy stages of this continuum.

Media Outcome Matrix

	Orientation	Knowledge	Attitude Aspirations	Skills	Participation	Collaboration
Navigational Signage						
Interpretive Signage						
Regulatory Signage						
Attended Programs						
Special events						
Public Workshops Lectures						
Trust Board Meetings						
Print Media						
Social Media						
Smart Apps						
Digital Kiosk						
Audio/Visual						
Exhibit						
Websites						
News Media						
Technical Literature						
Consultation						

Navigational Signs

Navigating a new place can be confusing. The newcomer asks: "Are we there yet?" "Where do we go/park/hike?" Despite earlier research conducted on the Web or brochure or (old school) a roadmap, visitors face challenges as they find their way to important attractions. And navigation isn't merely the act of locating the place. Once there, immediate comfort needs often have to be met: "Where are the restrooms?" is the most common question that travelers ask upon arrival.

The visitor's safety needs must also be considered. Guiding the visitor away from hazards such as extreme weather, fire danger, tides, slopes and cliffs, aggressive animals or toxic plants is essential as is posting emergency contact information (911) and location information to guide emergency responders.

Meeting the visitor's orientation needs rarely involves deep messaging. Such information needs to be accurate and prominent—in other words, practical: "You have arrived; park here, use the restroom and proceed to the trailhead/visitor center/historic attraction. Stay safe!"

The “Entrance Sign” is a unique form of a navigational tool. In addition, it carries prominence as a symbol of the organization and its partners. It often marks the boundary of the site. Care must be taken in its placement, however: the literal “border” of the site may not be appropriate for several reasons. Traffic engineers caution against placement in a congested or confusing location where it may distract a driver’s attention and placement should correspond to some feature or landscape vista uniquely associated with the site—providing an “aha moment” of instant recognition.

Regulatory Signs

Every site has its rules, most of which are related specifically to the preservation of the site resources. Many, however, are simply the rules of conduct applicable to public and private places. Examples include parking, trespassing, pet management. As much as we seek to create positive experiences for visitors, the word “NO” is permissible in many cases where “NO” is meant unambiguously. In many instances, readers don’t take it personally—such signs abound in everyday life, make perfect sense and we take them for granted.

In other instances, however, the reasoning behind a regulation or directive may not be obvious. Visitor impacts to fragile resources such as old buildings, natural habitats, and sloping trails may not be evident. In these cases, a dose of visitor education must accompany the prohibitive message, often softening its delivery and enlisting the proper behavior on the part of the visitor. Many resource agencies have adopted the doctrine of “The Authority of the Resource” as a guideline for messaging about regulations and the reasons for them. (Wallace, 1990) Under this approach, we seek voluntary compliance by sharing the deeper “needs” of resources and enlisting the assistance of the visitor to ensure they are met. Trespassing in farm fields, for example, costs the farmer part of the crop and encourages further trespass. Proliferating social trails on steep slopes contribute to erosion; trampling on fragile habitats destroys plants, disturbs wildlife and compacts topsoils. Enforcement officers and volunteers alike can use this approach by standing “shoulder to shoulder” with the visitor, educating and enlisting them to understand their impacts and act responsibly.

Interpretive Signs

Interpretive signs serve as bridges between ideas expressed as interpretive themes and a particular scene. They connect the abstract to the concrete, the intangible with the tangible. Properly conceived, word-smithed, illustrated and located, interpretive signs are more than captions on a living picture—they reveal meanings that are not obvious and provoke curiosity or deeper emotion. In addition to thoughtful composition of message and its effect, signs must be fabricated so they are durable enough for their environment, compliant with ADA requirements, and can be maintained or replaced with relative ease. Groups of interpretive signs often form a narrative thread around a broader theme, linked and located to create a visitor experience of multiple messages that build on different viewscapes or details that the visitor can see, smell, hear, touch or simply contemplate.

Attended Programs

As much as solitude, a sense of discovery and a natural experience draw people to Ebey’s, the presence of a person of local knowledge is a welcome and often expected benefit of a visit. Nothing is an adequate substitute for a friendly greeting, a casual two-way conversation and simply, the acknowledgement that people offer one another by their presence and interaction. Whether professional interpreters, volunteer docents or other staff (management and maintenance personnel included), face-to-face contact offers a flexible means of information delivery that can be tailored to the visitor’s individual needs and desires. On a one-to-one basis, the interpreter can observe and sense visitor behaviors and attitudes, engage in highly personalized conversation and present

information that is accurate—often uncovering deeper parts of the Ebey’s narrative in a more personalized way.

Personal contact also goes deeper than simply the presentation of information. The docent/interpreter/manager/maintenance person, is a living, breathing example of commitment to Ebey’s Reserve. Visitors often become curious, asking “how did you get your job,” “what’s it like living here?” etc. A person representing Ebey’s and committed to the ambitious task of preserving its historical and landscape resources can often attach their own deep connection to the place and inspire visitors to see it in a new way.

Attended programs offer minimum cost and maximum versatility. Programs can shift content to suit the audience, specific location or season. In addition to a skilled and personable interpreter (volunteer or staff), the necessary equipment may be as simple as a day-pack with binoculars, a first aid kit and a few props for a guided walk; or a trunk with handouts and props and a place to stand in a building or an outdoor setting.

Special Events

Festivals, local celebrations, fun runs, contests, concerts, art exhibitions, farm dinners, kite festivals and other community gatherings create a wide variety of opportunities to share information and celebrate Ebey’s Landing. For decades the Penn Cove Water Festival has been a major event attracting visitors and locals to appreciate the natural wonders, cuisine and cultural heritage of Coupeville. Native canoe races, once considered strictly for their entertainment value to White audiences, have emerged regionally as important inter-tribal gatherings, and expressions of intrinsic cultural value to Native communities of the region. Special events present opportunities to focus on specific resources of the Reserve (wind, water, food, artistic inspiration etc), generate money for local business and welcome visitors to the area.

Public Workshops and Lectures

The audience fills the room, lights go down and the featured individual or panel is introduced. What follows is (we hope) a lively and informative program illustrated by photographs, charts and bulleted facts. For many, this format is familiar—it’s the way we learned in school, with a teacher, expert or group of experts trained to present accurate information clearly. It is a very effective way of transmitting information in one direction with multiplying and amplifying effects. Audiences may be specialized if the topic is technical, or may be general and of interest to non-specialists and community members who don’t have deeper knowledge in the subject area.

Many organizations provide this type of educational program as a benefit to their members and the public at large. An indirect reward of such programming is simply the social value of a community gathering, where people mingle, visit, share refreshments and collectively absorb information on a topic of shared interest

Workshops where skills are taught can be conducted in a classroom or remote site offering hands-on learning whether in beginning to advanced preservation techniques or procedural skills like policy interpretation and document review.

What’s common to both approaches is the creation of a social interaction that binds a group—whether birders or planners—to a common base of knowledge, and a network of others with shared interest and commitment. In short: a like-minded community.



Trust Board Meetings

The Trust Board of Ebey's Landing National Historical Reserve was established under the Interlocal Agreement of 1988 as the formal administrative authority mandated to oversee and manage Ebey's Landing NHR. Its structure and composition—two representatives of public agencies and 7 citizen appointees—makes it unique as a governing body. The Trust Board serves as a collaborative governance entity charged with being a catalyst for cooperation in preserving the historical integrity of the Reserve.

The Trust Board meets twice monthly—once as a business meeting and once as a workshop or study session. Meetings are governed by the Open Public Meetings Act of Washington State.

Meetings of the Trust Board form one of the Reserve's most powerful tools for achieving consensus among its members, communicating Reserve policies and programs to the public and for reinforcing, by example, the role of committed individual stakeholders in the Reserve's ongoing effectiveness.

Print Media

Newsletters, brochures, maps, and reports are essential tools in conveying information to visitors and to Reserve community members. In addition to careful planning of the fit between the content and audience, publications succeed when they show professionalism in writing, editing, illustration, design and production. Disadvantages include ongoing costs of "permanent" publications, maintaining adequate inventory, assuring information is up-to-date, storage space and the durability and inherently short life span of the paper product.

With the rise of Internet resources and social media, organizations and audiences have become less dependent on print sources as educational tools. Digital media, however, enable a hybrid—the PDF or print on demand paper publication that users download and print on personal printers.

Social Media

The rise of smartphones and handheld digital devices has revolutionized the distribution of information and created vast networks of affinity—communities that consume, create and exchange that information. Networks including Facebook, Twitter, Instagram, YouTube, Yelp and Tripadvisor connect billions of users with quintillions of bytes of information each day. Social networks like Facebook and Instagram reflect short-term events because of the pace of their feeds. Although social networks can serve as archives of messages and events, they operate most effectively on short cycles, appearing on users' feeds, then being buried under subsequent posts as users add them. Social networks are effective as alert systems, notifying followers of timely

developments and can also direct users to Web content posted on conventional internet sites which often serve more formal “source-of-record” information.

Importantly, social media participation is driven by affinity and interest. Followers literally form a community swayed by prominent users (“influencers”) and self-identify within that community. Potential disadvantages of social networks include disinformation and close-mindedness, afflictions all too common in the digital age.

Smart Apps

Software applications used on smart devices offer mobile users access to data cross-referenced with location, time, season, subject matter and personal preference. Having powerful computers literally in their pockets, visitors can be directed to locations and gain access to specific information about those places.

Many placed-based organizations, from businesses to natural resource agencies, have created virtual visitor centers available by hand-held touch-screen—eliminating or at least complementing educational resources on-site or available through other, more traditional channels.

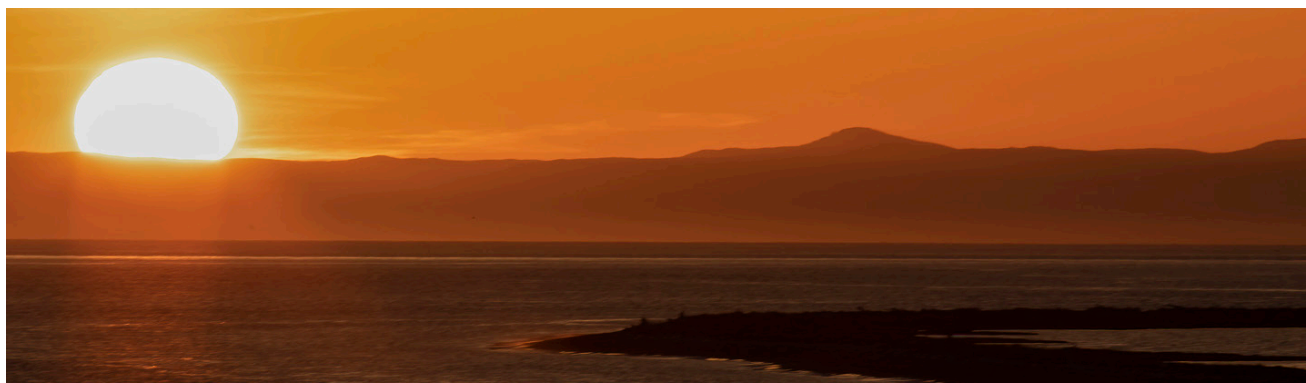
Custom-designed smart apps are expensive to develop, but offer convenience to users, quality control over information by their developers and owners and relative ease in updating.

Digital Kiosks

The development of the digital kiosk represented a breakthrough in museum and visitor center programming. As familiarity with similar devices (ATMS, etc.) has grown, so has the effective use of computer-driven content stations using a variety of interactive media, limitless information capacity and sophisticated analytics for measuring visitor engagement and effectiveness. Kiosks are expensive to develop and maintain. User interfaces take a pounding and other hardware and associated software require dedicated technical skill, and an outside vendor to perform optimally.

Audio/Visual

Audio/Visual (A/V) media have been standard practice for decades in museums and visitor centers. The “park film” has been a must-see as visitors enter a large visitor center and are directed to a darkened room with a gathering crowd. Varying from five to 15 minutes and comprising high quality footage, sound and an array of special effects, these presentations often form the first impression for the visitor and reflect the most lofty values and most important interpretive themes of the site. Other A/V media consist of audio clips, short videos and animations. A/V products are expensive to produce and are only suited to physical facilities with auditoriums or large galleries. They also are quickly outdated by new information and new styles and production techniques. Audiences bombarded with television and movies quickly tire of dated “look” or subject matter.



“Campfire” programs featuring A/V are popular in many national and state parks. Electricity and lighting infrastructure is required as well as an amphitheater, walkways and nearby parking and restroom facilities.

Exhibits

Exhibitory includes a broad category of interpretive resources ranging from simple signs at a wayside or viewpoint to elaborate models, three dimensional maps, dioramas, curated objects, replicas, tactile experiences and live animals and plants in their wild or artificial habitats or enclosures. Trailhead exhibits include combinations of navigational, regulatory and interpretive signage, designed and installed as a complementary suite. More elaborate exhibits can only be developed for secure, indoor locations, such as visitor centers and museums. Simple exhibits can be developed with a small content team and fabricator. Elaborate exhibits require professional services for design, development, fabrication, installation and maintenance.

Websites

The advent of the Internet brought with it “the website” as a requirement for every conceivable type of organization, business and many individuals. Websites form an identity and anchoring point of an online presence. They represent a unique contact point for the organization, can link to any number of other organizations or information sources and their contents are the property of the website owner (unlike social media channels).

Websites are relatively easy to develop and maintain, however, complex websites containing searchable databases, e-commerce features or other advanced utilities may require dedicated technical support. As a communication tool, the website can be the primary audience-facing presence for the organization. In addition to relatively static information, it can include dynamic elements like blogs and photo portfolios, searches and it can enable messaging with its audience, either through conventional email or with separate messaging utilities. It can archive critical documents like a library if searchable and can produce PDF facsimiles of important organic documents, web pages and other contents for print on demand by viewers.

In an integrated online communications system, the website can form the “source of record,” in addition to other archiving systems that may be required by law or policy. As such, it is the principal information resource available to the public, partners and colleagues. Social media, as peripheral digital resources, should always point to the website in addition to their information. This cultivates web followers and broadens the organization’s communication base.

Particular attention should be paid to website search optimization so that common search engines like Google can find the website quickly with as few clicks by the user as possible. Web analytics are also important in tracking users, the duration and level of their engagement and overall interests in subjects represented on the website.

The responsibility for managing the website should be delegated to a specific staff person, preferably one experienced as a web editor with skill in journalistic editing and graphics and elementary website production. It is common to contract web services, including web editing and hosting.

Currently, Ebey’s Landing NHR is represented by two websites: one operated by the National Park Service on federal servers and a local site, developed and served locally. The federal site is restrictive in terms of content and updating process; the local site offers more flexibility and timeliness.

The presence of both sites is duplicative and confusing to browsers and should be considered for consolidation or other solutions.

News Media

News media, the so-called “fourth estate,” wield significant power and influence over public understanding and involvement in civic life. Local, regional and national media attention are driven by newsworthy events and by stories of general interest. Typical coverage for Ebey’s Reserve includes feature articles on hiking destinations, newsworthy restoration projects, grants and public meetings.

Technical and Academic Literature

Ebey’s Landing NHR has generated many technical reports describing its historical significance, cultural resources and providing ethno-historical and archaeological information researched by qualified historic and anthropological authors. Most of this literature, regardless of its value to professional and interested lay readers, is available only through library or archive sources. Nevertheless, it forms an impressive body of research useful for Reserve staff, volunteers, interested partners and outside scholars.

Consultation

Formal and informal consultation between policy and technical Partner staff and with landowners, developers, realtors, business owners and other stakeholders is perhaps the most effective tool in the Reserve’s communication and heritage preservation toolbox.

Strong collegial relationships among County and City planning departments, the Historical Preservation Commission and Reserve historic preservation staff promote sensible on-the-ground decisions and problem solving. Equally important are relationships between Reserve education and outreach staff with State and Federal interpretive program staff and community partner organizations.



5. ACTIONS

Issue Area	Description	Timeframe	Audience/s	Partners
Historic Preservation and Resource Protection	Technical Training in Preservation and Design Review: Preservation Coordinator works with HRC partners to develop annual training plans and offer technical training that helps strengthen and professionalize historic preservation design review process. Partners and staff work together to secure funding and support for training.	Short-term	Design Review partners – Local government staff, Historic Preservation Commission, Trust Board and staff	Qualified Partners in technical preservation such as NPS, State Parks, DAHPO, WTHP, NAPC, and possibly historic preservation consultants
	Design Review Orientation and Assistance for Business partners		Realtors, Building Contractors, Lenders, and other interested business partners who work with historic properties and advise property owners.	Trust Board Preservation Coordinator and Reserve Manager
	Grant Program Outreach: Staff and partners coordinate events and messaging (such as press releases, Interviews, media articles, websites, social media) to promote and celebrate grant programs.	Ongoing	Applicants, grantees, donors, administrators, and advocates	Trust Board and staff, Friends of Ebey's (Board and donors), past grant recipients, Grand Advisory Committee, historic preservation advocates (DAHPC, WTHP), media
	Management Outreach and Networking: Manager -to-Manager and Staff-to-Staff outreach to ensure awareness and engagement with preservation partners regarding program needs and benefits	Ongoing	Local, state and federal elected officials and planning staff	Trust Board Partners, planning depts., DAHP, Washington Trust
	Hands-on Preservation Education and Engagement: Through Field Schools and other educational settings, staff and partners provide opportunities to engage the local community, students and professional communities in hands-on preservation.	Mid-term	Interested local citizens, preservation professionals, and academic programs.	Community members (experts and all who want to learn), HPC, Island County, town of Coupeville, Skagit College, Universities, NPS, State Parks

	Online Outreach and Education: Continue improving and responding to partner, preservation and community needs with website content and development.	Ongoing	Web browsers and social media users	HPC, island County, town of Coupeville, recreation and tourism partners
	Online Orientation Videos: Develop one or more Reserve orientation videos (these could be simple recordings of community members speaking about the Reserve and shared on the Trust Board's YouTube channel).	Short-term	Web browsers, You Tube	
	Regulatory Signs: Work with appropriate partners to develop a plan for consistent regulatory signs needed in public areas of the Reserve. Plan should address location, message, design and agency agreements for funding and maintaining signs.	Short-term	Visitors	Trust Board Partners, landowners, WCLT, TNC, SPU
	EBU – Ebey's University: Establish an annual networking event open to all allied organizations with staff and who are engaged in sharing history or directing/informing visitors.	Long-term		Trust Board Partners, community organizations
	Community Open House: With Trust Board partners, host an annual "Welcome to Ebey's Reserve" open house for new residents and anyone who wants to learn about living in (supporting and participating in) the Reserve.	Mid-term	Residents, Realtors, Local Businesses, Partner staff	Trust Board Partners, other stakeholders, Friend's of Ebey's, allied Reserve preservation organizations, Real Estate companies, and the Reserve community.
Visitor Management and Experience	Regulatory Signs: With appropriate partners, develop a plan for consistent regulatory signs addressing issues in public areas of the Reserve (see above). Plan should address location, message, design and agency agreements for funding and maintaining signs.	Ongoing		TB Partners; landowners, Land Trust, TNC, SPU

	Install signs in greatest impact areas first (<i>Ebey's Landing, Hill Road, Prairie Overlook, Cemetery Road, Ferry House, Ebey Road, Bluff Trail-Ridge Trail</i>).			
	Entrance Signs: Review the status of the NPS PMIS submission; develop a sign plan for replacing entrance signs consistent with approved style guide.	Short-term	Motorists on SR 20	Trust Board, NPS, State Parks, Town, County, WSDOT
	Online Outreach and Education: Through the Trust Board's official website and social media accounts, as well as partner websites and social media, provide ways for visitors and recreational users to easily learn about the Reserve and appropriate use prior to arrival. Use website and social media analytics to learn how these tools are being used and improve online outreach.	Ongoing	Prospective Visitors	Trust Board Partners, SPU, WCLT, TNC, Recreation and tourism partners such as WTA, Island County parks, CHWA, Chambers of Commerce, Island County Tourism, Island Transit, etc.
	Publication Management: develop an annual work plan with the Trust Board Outreach and Education Committee for updating, eliminating and developing new site bulletins, brochures, and other print media to support interpretation, visitation and preservation missions.	Ongoing	Visitors	Trust Board, Ed/ Outreach Committee, Partners
	Online Information Management: Online misinformation about the Reserve causes confusion and behavior that harms resources and encourages inappropriate behavior. Engage Trust Board staff, volunteers or a consultant in projects to correct online misinformation.	Ongoing	Prospective Visitors	

	Maritime Heritage Programming Washington State Ferries: Advocate for the return of public interpretation on Washington State ferries. Provide input for interpretive programs, video and signage media on Port Townsend/ Coupeville ferries and terminals.	Mid-term	Ferry Travellers	WSF, State Parks, CHWA, ICHS
	New Interpretive Media – Tribal Partners: Work with Tribal partners and ICHS to develop content for Penn Cove Interpretive Platform.	Short-term	Coupeville Visitors	TB Partners, Tribes, Museum
	Tribal Traditions: Recognize the Coupeville Water Festival as an authentic local tradition that communicates tribal history and culture to the community and public.	Mid-term	Coupeville Visitors	Trust Board Partners, Tribes, Museum
	Interpretation at the Ebey House: Increase VIP base, seek additional funding for educational programs	Ongoing	Visitors, hikers	Reserve Staff, Volunteers
	Interpretation at the Ferry House: Coordinate with National Park Service and Project Management Information System to plan exhibits and develop low impact visitor amenities and events.	Short-term	Visitors	NPS, Trust Board, Staff
	Interpretation at Sheep Barn: Coordinate with National Park Service to plan exhibits and develop into an outdoor classroom.			Trust Board, staff, NPS
	Annual Interpretation and Communication Work Plan: Trust Board and staff should cooperatively develop and annual work plan to guide the next phase of media, and opportunities like the Interpretive Platform at the museum, the Ferry House, Blockhouses, and more.		Visitors and Partners	Trust Board and Partners, NPS, Tribes, ICHS, State Parks.

Partner- ships	Correcting Misinformation: To avoid misinformation, the Trust Board and Partners should work together to ensure that official plans and communications are accurate and staff are given correct information as part of their training.	Short-term	Partners of the Interlocal Agreement	Island County, town of Coupeville, Washington State Parks, National Park Service
	Tribal Partner Engagement: Engage Tribal partners about future opportunities to work together. Offer Tribal partners and orientation to the Reserve. Meet to discuss shared communication and interpretation objectives.			
	Maritime Washington National Heritage Area Engagement: Support the MW-NHA by serving as an anchor organization and employing Reserve communication tools to provide content and share information.		TB Partners, Maritime Heritage Community	WTHP, Maritime Heritage community, town of Coupeville, Island County, Washington State Parks, National Park Service
	Partnership Engagement: Manager and Trust Board keep partners informed and engaged by communicating through quarterly briefs. Partner liaisons to the Trust Board share updated information with their agencies.	Short-term	Partners of the Interlocal Agreement	Town of Coupeville, Island County, Washington State Parks, National Park Service.
	Coordinating Work Plans and Budgets: Work with each managing partner to establish a timeline and process for communicating needed actions.	Short-term	Partners of the Interlocal Agreement	Town of Coupeville, Island County, Washington State Parks, National Park Service.
	Annual Report: The Trust Board's annual report to the Partners should summarize and communicate important issues and recommendations for partner action.	Ongoing	Partners of the Interlocal Agreement	Town of Coupeville, Island County, Washington State Parks, National Park Service.

6. APPENDIX

LEGISLATIVE HISTORY AND SIGNIFICANT DOCUMENTS

The Ebey's Landing National Historical Reserve of today reflects nearly a half-century of commitment to the preservation of the Central Whidbey Island cultural landscape and historic resources. Town and prairie, historic houses and barns and continuous existence of a rural culture rooted in the unique landscape inspired and mobilized citizens, historians and public officials to DO something to preserve the Ebey's landscape and legacy. From humble beginnings, using local preservation and zoning tools, the movement grew to include state and federal agencies. The US Congress eventually weighed in—creating the first-ever National Historical Reserve. A brief summary of crucial steps follows:

1972 Central Whidbey Island Historic Preservation District (Island County)

Central Whidbey Island has a long history of grassroots and local government awareness and support for historic preservation. The 1972 Preservation District represents the formation of an Island County "Preservation District" that preceded the later National Register Historic District and Reserve. The boundaries of the Preservation District recognize Central Whidbey's Donation Land Claims as an area worthy of recognition and protection.

1973 (revised 1998) Central Whidbey Island Historic District (CWIHD)

As development concerns for Ebey's Prairie increased, the community looked to strengthen protection and preservation with a National Register District very similar to the concept of the County's Historic Preservation District. Especially important is that the enabling legislation would later adopt the boundaries of the CWIHD as the Reserve's boundaries.

1978 National Parks and Recreation Act - PL 95-625 (sec. 508)

PL 95-625 was a broad piece of federal legislation with sub-sections establishing or expanding park and conservation areas (Section 508 is the section relevant to the Reserve). Often referred to as "the enabling legislation," it is the federal legislation that established Ebey's Landing NHR in 1978 and represents the intent of Congress for the Reserve. Its enactment provided explicit direction to the National Park Service, including the authorization for federal funding.

1980 Comprehensive Plan for Ebey's Reserve

The 1980 Comprehensive Plan was prepared in response to the enabling legislation's direction that the NPS, in cooperation with the appropriate state and local units of government, would prepare



a comprehensive plan for the preservation, protection and interpretation of the Reserve. The plan has two parts: an NPS plan representing advice and guidance of the NPS, and a Conceptual Plan developed by local government and citizens (the Ebey's Landing National Historical Reserve Planning Committee). The Planning Committee would identify objectives for different use areas, envision the management partnership, and recommend the establishment of a Trust Board to coordinate operation of the Reserve. It would eventually transition into the Trust Board. The Comprehensive Plan represents the beginning of intergovernmental planning and implementation of the Reserve Concept in Ebey's Reserve.

1983 NPS Statement for Management (SFM)

An SFM is a summary level description of the purpose, resources and planning objectives for an NPS area. The function of an SFM is to provide official guidance (for staff, elected officials, etc.) and inform early decision making. Generally, they would be replaced by updated planning documents but the SFM for Ebey's Reserve is useful as a snapshot of the early vision for the Reserve as the model began to be implemented.

1984 NPS Land Protection Plan (LPP)

NPS areas that expend public funds for acquisition of land or interests in land (such as scenic easements) are required to have a Land Protection Plan that addresses what lands or interests are prioritized acquisition. The Reserve's LPP is a key document because it implements the vision of the enabling legislation (public, private use areas) and lays out the preference for non-fee means of land protection, which was a new concept at the time.

1988 Interlocal Agreement for the Administration of Ebey's Landing NHR:

The Interlocal Agreement defined the Trust Board, formalized the partnership, and laid out the powers and duties of each partner. The citizen-driven Ebey's Landing National Historical Reserve Planning Committee (the committee that worked on the conceptual plan in the Comprehensive Plan) transitioned into the Trust Board (a joint administrative board).

1988 (revised 2006, 2020) Trust Board Rules of Procedure (ROP)

1988 Trust Board Rules of Procedure (ROP) were created by the Trust Board and originally approved by the four Partners, then were later updated by the Trust Board in 2006 and 2020. The ROP defines procedures for "carrying out its purposes"- membership, operations (appointments, terms, officers, elections, etc), meetings, reporting, and other details

2006 Ebey's Landing National Historical Reserve, Final General Management Plan and Environmental Impact Statement

Created by the National Park Service, this plan would "respond to new operational and land management realities by enhancing programs, resources and administrative and visitor facilities." The plan focused on promoting agriculture, protecting resources, and providing greater opportunities for public education. The plan has never been funded, but it did call for increasing budget appropriations from the National Park Service, enlarging staff for both Reserve and NPS.

NPS-Trust Board Cooperative Agreements

A series of Cooperative Agreements between the NPS and the Trust Board have served as the mechanism for transferring federal funding to the Trust Board for its operations in the Reserve. The first cooperative agreement was signed in 1988, and had no sunset date. Subsequent agreements have been renewable for five year terms. (2005-2010, 2010-2015, 2015-2020).

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