

AN UNBROKEN HISTORICAL RECORD

LEBEY'S LANDING NATIONAL HISTORICAL RESERVE

Administrative History

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National Park Service
Pacific Northwest Region
Cultural Resources Division
Seattle, Washington



AN UNBROKEN HISTORICAL RECORD:

**EBEY'S LANDING
NATIONAL HISTORICAL RESERVE**

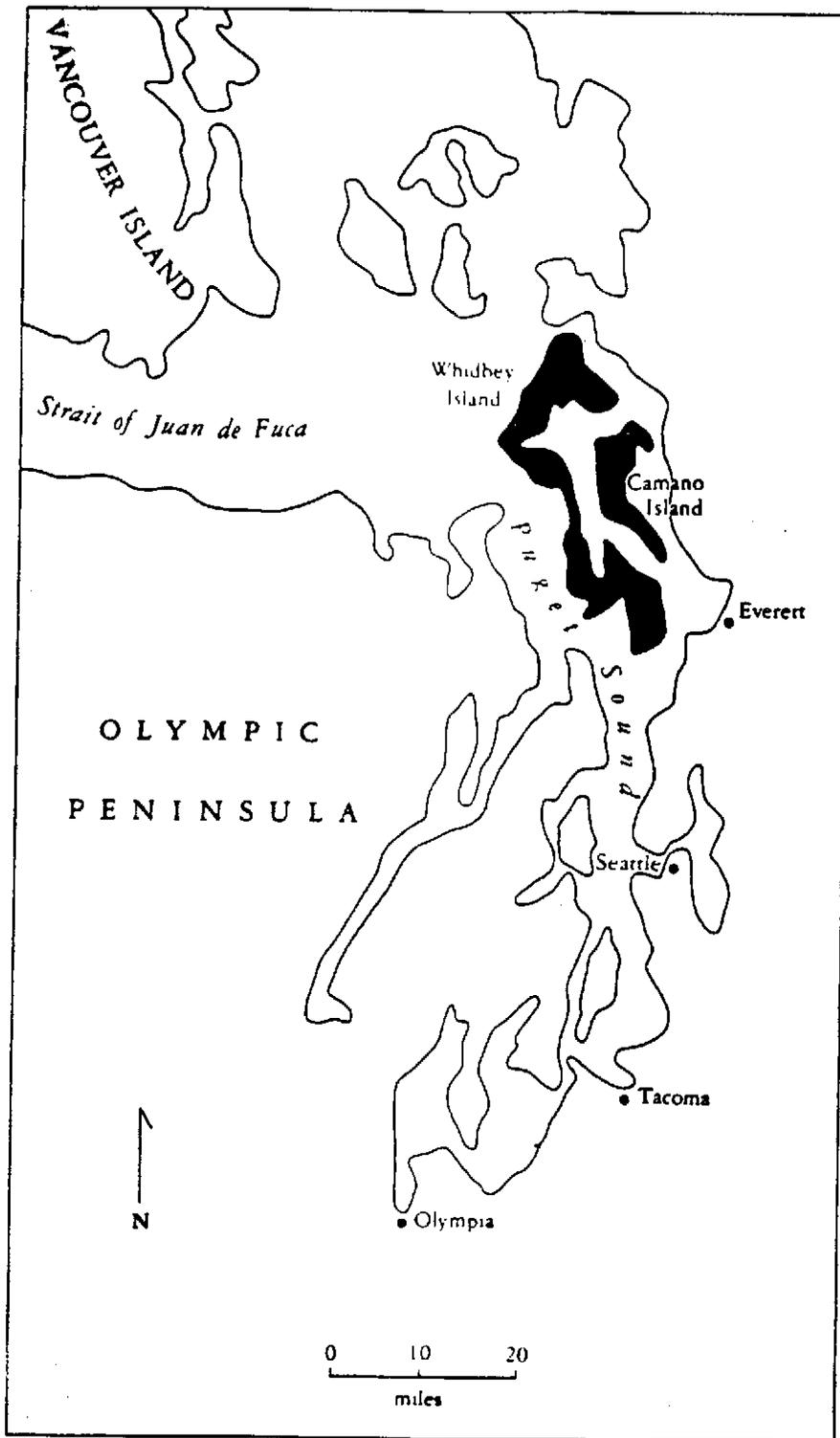
ADMINISTRATIVE HISTORY

Laura McKinley

1993

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Map 1. Outline Map of Western Washington. From Land Use, Environment, and Social Change: The Shaping of Island County, Washington, by Richard White, copyright 1980, University of Washington Press. Reprinted with permission of the University of Washington Press.



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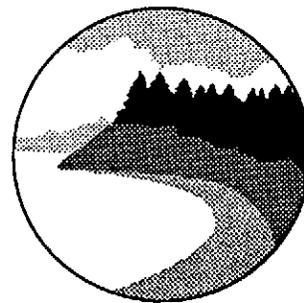




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PREFACE





PREFACE

In writing an administrative history, balancing the mass of information against one's desire for readability can be difficult. Inevitably, some individuals, organizations, or events do not receive the detailed attention that they deserve. There is a wellspring of community spirit within Island County, Washington, and much more could be written about local history, environmental organizations, and civic projects of all kinds. However, I tried not to deviate from my purpose, which was to provide an overview of the history of Ebey's Landing National Historical Reserve. I placed some information in the endnotes, but a great deal more is available to the interested researcher.

Researching and writing this document was fascinating and a great deal of fun. One of the pleasures of being a historian of recent events is meeting and interviewing the people who helped shape those events. I relied on a great many people to share their recollections, opinions, and editorial skills for this document, and would like to thank them here for their time and energy. All of the people who provided information for this administrative history expressed enthusiasm for the project, and generously contributed to its development. Many met with me in person and commented on drafts of this report; others also provided access to their personal and organizational files. Del Bennett, Wilbur Bishop, William Briggles, Vicki Brown, Richard Caldwell, Russell Dickenson, Roger Eelkema, Jim Ellis, Len Engle, Sydney Glover, Roberta Smith Haeger, Albert Heath, Robert Herbst, Harlan Hobbs, Richard Hoffman, Ken House, Pat Howell, Barbara James, Kathryn Erickson Jarvis, Reed Jarvis, Ned Johnston, Pat Johnston, George Knapp, Mike Lambe, Leonard Madsen, Sidney Malbon, Jack McPherson, Joan McPherson, George Morris, Richard Neeley, Cindy Orlando, Herb Pickard, Ken Pickard, Robert Pratt, Kris Ravetz, Al Sherman, Marion Smith, Ron Van Dyk, Clyde (Bud) Wagner, Floyd (Pat) Wanamaker, William J. Whalen, Stanley Willhight, and Don Wodjenski allowed me to meet with them in person or to interview them by telephone, and responded graciously to numerous follow-up visits or phone calls. Some of their interviews have been preserved in hand-written notes or on tape and can be replayed at the reserve office. In addition, my thanks to Don Cook, who loaned me a very fine scrapbook compiled by his sister, the late Jimmie Jean Cook (it is now in the manuscript collection of the University of Washington); to *Whidbey News-Times* reporter Mary Kay Doody, whose writings on Ebey's Landing made my job easier, and to editor Fred Obee for the loan of photographs from his files; to chief NPS historian Ed Bearss, bureau historian Barry Mackintosh, Denver Service Center historians Berle Clemensen and Pat O'Brien, who commented at length on my drafts, and historian and professor Richard White for his review of my early chapters; to National Park Service librarians Mary

Ellen Bartholomew and Nancy Hori, for their research on my behalf; to former Ebey's Landing office manager Ann Fabacher, who cheerfully located information and enthusiastically reviewed my final draft; and to current office manager K'lyn Keller, for helping me get through the last stages of my work on time. I am also grateful to Rob Harbour at Ebey's Landing for sharing his remarkable insights in two long interviews and for somehow finding the time to help me prepare this manuscript; to Rick Wagner and the entire lands division of the National Park Service in Seattle for patiently enduring repeated interruptions for information on the complexities of the scenic easements in Ebey's Landing; to Stephanie Toothman, chief of the National Park Service cultural resources division in Seattle, for her interest in and support of this project; to Claudia Chalden, the office manager for the same division, for her humor and friendship and for taking good care of the project historians; to Laurin Huffman, Marsha Tolon, David Louter and Terri Taylor for their advice and suggestions, and to National Park Service regional historian Gretchen Luxenberg, who shared her superb editing skills and guided me impartially through my first administrative history. Most importantly, I would like to thank my parents Sid and Virginia Levy for a lifetime of support and encouragement.

CHAPTER ONE





Chapter One

INTRODUCTION

In the twentieth century, Americans have turned increasingly to government to preserve their cultural heritage and their remaining open spaces. But funding for preservation of natural and cultural resources has grown scarce. An innovative solution to this dilemma has developed out of necessity: the partnership park, a cooperative strategy that brings together private and public resources at the local, state and federal level. At a recent conference on partnerships in parks and preservation, Governor Mario Cuomo of New York enthusiastically supported the partnership approach and encouraged the preservation of cultural resources in all forms:

The mosaic of places and things that constitutes our identity is forever expanding: 18th-Century farmsteads, 19th-Century battlefields, 20th-Century downtowns, canals, factory complexes, grand theaters, roadside diners, even hydroelectric plants. In twenty years, our definition of historic treasure will be expanded by yet another generation. Who can guess which of our creations our children and grandchildren will covet?¹

Ebey's Landing National Historical Reserve, a partnership park in central Whidbey Island, encompasses one of the earliest American settlements in the Puget Sound of Washington State." What began in the early 1970s as a movement to prevent the development of a place called Ebey's Prairie grew into an opportunity to preserve and celebrate a larger cultural landscape. In 1978, Congress established the reserve in order to "preserve and protect a rural community which provides an unbroken historical record from nineteenth century exploration and settlement in [the] Puget Sound to the present time." It commemorates four historical eras: the first explorations of the Puget Sound by Captain George Vancouver in 1792; the settlement of Whidbey Island by Colonel Isaac Neff Ebey, a figure important in the development of Washington Territory; the rapid settlement of Whidbey Island in and after the years of the Donation Land Claim Act (1850-1855); and the growth since 1883 of the historic town of Coupeville.

The reserve represents a new generation of national park system units that are forming as the National Park Service expands into cultural and historical landscape management.² Robert Melnick, a pioneer in the field of cultural landscape preservation,

¹Ebey's landing National Historical Reserve is usually referred to simply as "Ebey's Landing." However, Ebey's Landing is also the name of a beach within the reserve. In order to avoid confusing the reader, this report uses "the reserve" or the National Park Service acronym "EBLA."

management.² Robert Melnick, a pioneer in the field of cultural landscape preservation, has defined cultural landscapes as

. . . areas (which) clearly represent or reflect the patterns of settlement or use of the landscape, as well as the continuum and evolution of cultural attitudes, norms, and values towards the land. . . . [T]hese areas . . . are formed, for the most part, of the same fabric and materials which make up natural areas. . . . Cultural landscapes are also shaped somewhat by ecological pressures and events beyond the control of human managers. However, they exhibit one important difference from natural landscapes: cultural landscapes visibly portray man's lasting impact on the land, in a variety of forms.³

Ebey's Landing National Historical Reserve is more than an assemblage of parts. Just as a national park is part of a larger ecosystem, Ebey's Prairie, the heart of the reserve, exists within an ecological, historical, cultural, and economic matrix.⁴ The reserve is more than a location; it is context, and it is this context that nurtures a sense of place among Pacific Northwesterners.

The mission of Ebey's Landing National Historical Reserve is unlike that of traditional National Park Service areas. Within the reserve lives an evolving community of relatively new inhabitants as well as descendants of the original settlers, and therefore it cannot entirely be frozen in time, as conventional NPS sites often are. Almost ninety percent of the land is privately owned, and the rest is a combination of local, state and federal ownerships. The National Park Service has purchased little land within the reserve, but rather has acquired scenic or conservation easements (that is, an interest in the land that precludes certain developments) on farms and other open spaces. The reserve has been an entirely voluntary endeavor; sales of such conservation easements are on a willing-seller/willing-buyer basis. This has been key to the reserve's success in the community. However, the fact that not all lands have easements and that some development remains a possibility within the reserve can be puzzling to people accustomed to traditional national parks and monuments.

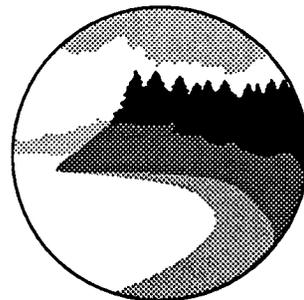
Ebey's Landing National Historical Reserve is the product of a partnership between the town of Coupeville, Island County, the state of Washington, and the National Park Service. It is the first National Park Service unit in the nation to be managed by a trust board; unlike traditional national parks, the "superintendent" of the reserve is a composite of nine individuals, representing the four governmental partners. Because of the non-traditional organization of the reserve, the partners have all learned and adapted over time to a new style of management. Cooperation and innovation have been crucial elements of the process.

This administrative history provides a general overview of the important issues, events, and management policies in the reserve's history. It discusses the movement to

preserve Ebey's Prairie, resulting in the establishment of the reserve, and how the area has been administered since its creation. As the first of its kind in the national park system, Ebey's Landing National Historical Reserve is a model, illustrating positive and negative aspects of the reserve idea. This document will try to explain why certain decisions were reached, and how effective or successful they have been. The primary question that it attempts to address is: Is the reserve concept working, and has Ebey's Landing National Historical Reserve accomplished what its founders intended? Because the reserve is the product of the efforts and creativity of many people, some of whom kept no written records, this report relies on a large number of interviews with persons important in reserve history. It is fitting that so much of this administrative history developed out of conversations, because communication has been a foundation of the reserve.

The legislation of the reserve refers to an "unbroken historical record" of settlement in central Whidbey Island "to the present time." It honors the present as well as the past, continuity as well as change. The question local planners often pose is: "Can we maintain [the] historic character of our community while accommodating the growth that's necessary to maintain our community services?"⁵ The trust board of Ebey's Landing National Historical Reserve must likewise balance opposing forces, recognizing the community's need to adapt to changing circumstances yet safeguard the character and experience of place. Partnership parks everywhere face such questions. It is a challenge that will continue far into the future.

CHAPTER TWO





Chapter Two

DESCRIPTION OF THE RESOURCE

The following is a summary of the physical, economic and demographic characteristics of Central Whidbey Island, in which Ebey's Landing National Historical Reserve is located.

Geography of Whidbey Island

Whidbey Island is in an area that once lay under 3,000 feet of ice. Thirteen thousand years ago, receding glaciers gouged out the waterways and shaped the features of Puget Sound. Glacial moraine formed Whidbey Island, and like most Puget Sound landforms, it ranges no higher than 500 feet in elevation. The island varies from one to ten miles in width and its length extends nearly 40 miles in a north-south direction. Whidbey is the largest island in the Sound; in fact, after New York's Long Island was officially declared a peninsula in 1985, Whidbey Island could claim to be the longest and largest island in the lower 48 states.¹

Situated in the northern Puget Sound, 27 miles north of Seattle and 50 miles south of the Canadian border, Whidbey Island stretches from 48 degrees to 48 30' northern latitude. It has long summer days--sixteen hours of daylight at summer solstice--and long winter nights. As in the rest of the Puget Sound, the marine environment provides one of the most uniform temperatures in the country. Wet and dry seasons are moderate but distinct, with cool, dry summers, and foggy, damp winters.²

Two mountain ranges also moderate local conditions. To the east of the Sound, the Cascade Range deflects continental winds. Roughly one-hundred miles to the west is Washington's Pacific coast, where the continental United States receives its highest rainfall. Because the Olympic Mountains stand between the coast and Whidbey Island, they catch much of the rain that pounds the coast all winter. Whidbey Island still receives abundant, if gentler, winter precipitation, which occasionally turns to snow. The northern half of Whidbey Island is well situated in the Olympic rainshadow, and averages less than 20 inches annually, while the southern half of the island receives 30 inches. The only streams are in the south, and these are small and intermittent. Water is limited, particularly in the north.³

Prairie constitutes approximately five percent of Whidbey Island, and provides some of the richest farmland in the state. Once heavily forested with gigantic Douglas fir, western hemlock and red cedar, the island is still fifty-eight percent forest, although little or no old growth remains. The southern portion of Whidbey Island is hilly, and

contains the highest plateaus on the island. The north is mostly prairie, coastal peat bog, and forested lowland; here lie agricultural areas that have sometimes set world records for wheat production. Garry oak grows near Oak Harbor, while red alder, maple, ash and willow grow in wet areas and at shoreline. Other common trees and shrubs on the island include rhododendron (confined largely to a small area east of Coupeville), salal, cascara, madrona, Oregon grape, blackberries, huckleberries, snowberries, brackenfern (in open areas) and swordfern (in shady places). Nettles grow on disturbed sites; sedges, cattails, skunk cabbage, sphagnum moss and other species are common in fresh water bogs.⁴

Wolves and bears once lived on the Whidbey Island. It is still home to at least 38 species of mammals, including weasels, red-tailed foxes, raccoons and black-tailed deer. Migrating waterfowl use the shoreline and wetlands for stopovers and for nesting and breeding.

Local Demographics and Economy

The majority of Washington's population lives in the 75-mile corridor between Tacoma and Everett to the east of Whidbey Island. Most of the state's industry is concentrated in this area, the most notable in the Puget Sound economy being computer software, especially Microsoft, and the Boeing Corporation, which has its headquarters in Seattle and plants spread between Everett and Seattle. A strong component of the economy of western Washington is the processing of raw resources such as fish, timber, and metals, and the northwestern counties yield some of the highest agricultural and dairy production in the nation. Four major oil refineries have been built in the Puget Sound area since 1960; these receive crude oil from the Alaskan North Slope as well as Canada and other foreign fields. Visitors and investors from British Columbia also play an important role in the local economy. Canadians cross the border for shopping and recreation, and private and corporate investors hold large tracts of commercial and recreational real estate.⁵

With its immediate neighbor Camano Island and three tiny, nearly uninhabited islands, Ben Ure, Strawberry and Smith, Whidbey Island is part of Island County, one of the state's smallest counties. Col. Isaac N. Ebey, its first permanent white settler, helped organize Island County in 1853. By 1992, the population of Island County was 64,800, relatively dense for a county of its size. While Camano Island is the most residentially developed of the five islands, the area in the county with the densest population is Oak Harbor, on north Whidbey Island. The largest factor in the economy is the government, particularly the U. S. Naval Air Station in Oak Harbor, but tourism and recreation services are also key. Agriculture, fishing, and lumbering, once vital, have become minor

economic activities. For planning purposes the county has divided Whidbey Island into North, Central, and South Whidbey.⁶

Description of the Reserve

Ebey's Landing National Historical Reserve spans a narrow bend in northern central Whidbey Island, a section where one is never more than two and a half miles from shoreline. The reserve totals 17,400 acres; 13,470 land and the 4,330 acres of Penn Cove. Approximately 42% of the land in the reserve is classified as "agricultural/open space" by Island County, most of which is contained within three prairies (or former prairies), Smith, Crockett, and Ebey's. Nearly 36% is classified woodlands, 11.4% residential, nearly 5% wetland, and 1% urban/commercial. About 90% of the reserve is privately owned. Only 12% at most will be directly affected by the federal designation through such protections as scenic easements; the remaining lands rely on local zoning for protection.⁷ The western boundary of the reserve is an eight-mile stretch of beach on Admiralty Inlet. Spread out along the coast from north to south are Fort Ebey State Park, Perego's Lake, Ebey's Landing, Fort Casey State Park, and Keystone Spit. Much of the coastal strip is edged by steep bluffs and is impassible during high tides. Fort Ebey, to the north of Ebey's Prairie, was created in World War II for coastal defense. Its campground is well hidden among the salal bushes and is a short walk to the bluffs overlooking the inlet. East of Fort Ebey are the West Woodlands, underlain in spots by glacial kettles, depressions created by ice pockets left behind by melting glaciers. One such kettle forms Lake Pondilla, which lies within Fort Ebey State Park.

The reserve stretches about six miles on either side of Coupeville. Its centerpiece, Ebey's Prairie, is the largest open space in the reserve and contains the most productive agricultural land. It is a broad, trough-shaped lowland which spreads obliquely to the northeast from the western coast of central Whidbey Island. The prairie is the site of a former glacial lake; today it contains a mosaic of historic farms and features some of the oldest buildings in the state. The cropland extends nearly to the beach, to a low point called Ebey's Landing. The northwestern and southeastern edges of the prairie are wooded uplands. The view from the uplands and the bluffs at water's edge is especially fine: Admiralty Inlet, Puget Sound, the San Juan Islands, the Olympic Peninsula, and the Cascade Range provide a spectacular backdrop. Fort Casey, south of Ebey's Prairie, preserves a coastal defense installation built in the 1890s and activated in 1900. Within the fort's historic boundaries, but not part of the state park, is Seattle Pacific University's Camp Casey, a private Christian facility featuring summer soccer camps and an outdoor education center. The Fort Casey Uplands, on the route between Keystone Spit and Coupeville, provide views of Fort Casey State Park and the Strait of Juan de Fuca.

South of Fort Casey, the coastline curves sharply to the east. Here lies Keystone Spit, a narrow sand and gravel bar separating Admiralty Bay from Crockett Lake. State Route 20 bisects the spit, and a ferry travels regularly between the spit and Port Townsend on the Olympic Peninsula. Most of the spit is preserved as open space and is now owned by the state, but several private homes, a restaurant, and park facilities stand on the west end near the ferry terminal. Crockett Lake to the north of Keystone Spit is brackish, an important stopover and feeding ground for shore birds and migrating water fowl. The Washington State Parks and Recreation Commission and Seattle Pacific University own most of the lake. Public access to the lake is confined to Route 20 and secondary county roads. Except for the university's occasional canoe classes, no boating occurs on the lake; it is primarily used by bird-watchers. Open meadows, farmland, and wooded ridges lie to the north of the lake and wetlands.

Travelling north from Keystone Spit toward Penn Cove, one passes through a rolling landscape of historic farms and woodlots. At the extreme eastern end of the reserve is Smith Prairie, the first major open space visible to travellers entering from the south. It is dominated by the U. S. Navy's practice landing strip, called the outlying field (OLF). Toward Coupeville, picnickers and campers can enjoy the quiet woods of Rhododendron State Park, DNR land administered by the county.

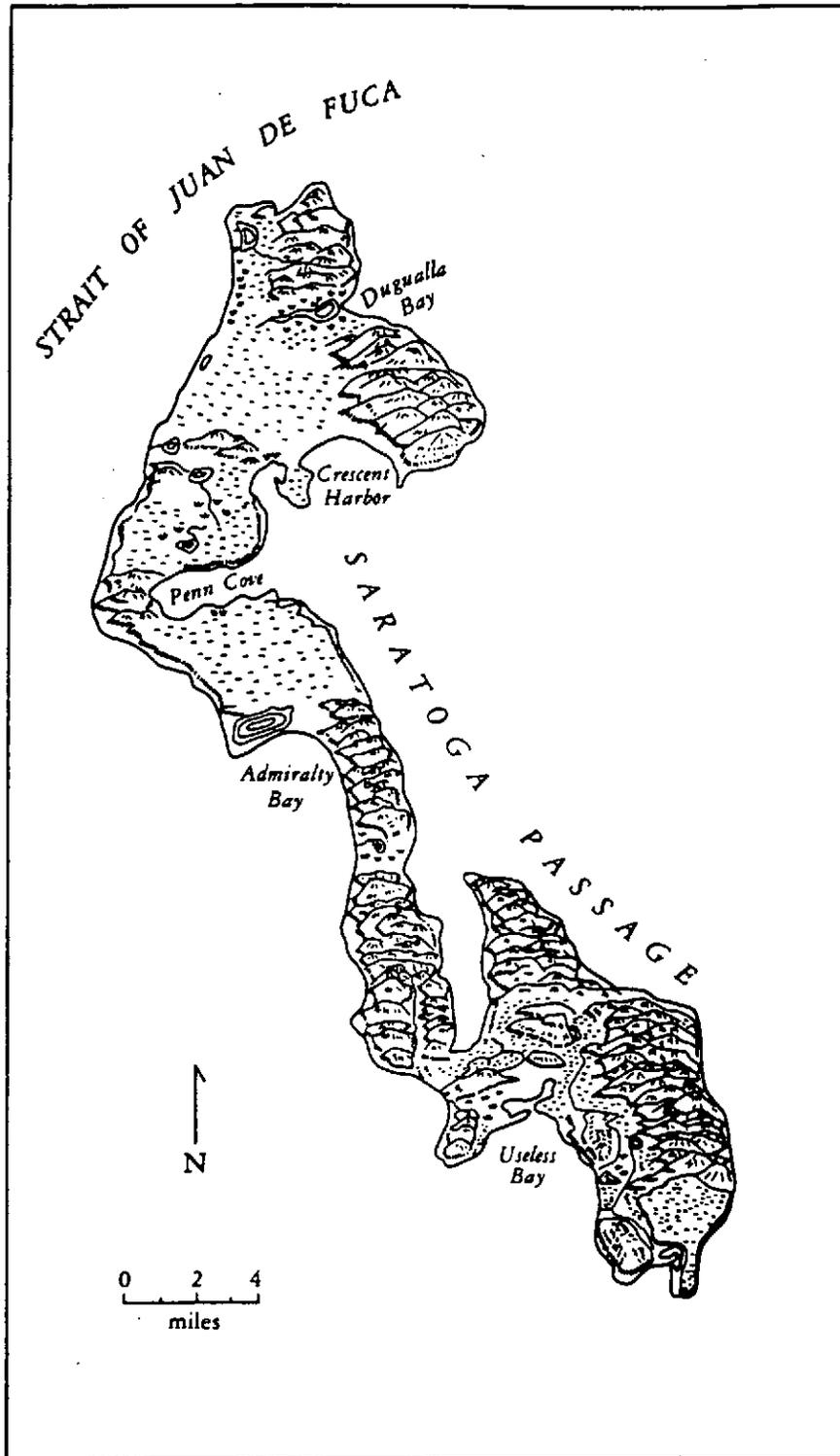
Cutting into the central portion of Whidbey Island is Penn Cove, a U-shaped bay famous for its shellfish. Coupeville, on the southern shore, is the commercial, governmental, and social center of the reserve. Historically, Coupeville served the farming community as county seat, town center and shipping point. Today it retains the county seat, but only pleasure boats and an occasional float plane land at Coupeville's dock. Outside of local services and governmental offices, tourism is the town's principal economic development. The town is part of one of the largest historic districts in the country, the twenty-two-square-mile Central Whidbey Island Historic District, which has nearly one hundred structures currently listed in the National Register of Historic Places (the establishment of this district is discussed in Chapter Three). The town harbors a variety of picturesque seaside homes and shops. At the west end of Front Street is the county historical society and museum, where the reserve trust board rents office space and maintains a small exhibit. Across the street, an interpretive kiosk stands at the entrance to the long wharf. Here visitors can watch seagulls picking through the clambeds and enjoy the scenery of the cove.

At the west end of Penn Cove is Grasser's Hill, an open grassy slope at the head of the Cove. Grasser's Lagoon, which lies at the foot of the hill, is shallow and rimmed with mud flats. Few structures are visible on the hill, and this enhances the spacious appearance of the area. On the water's northern edge, the San de Fuca Uplands

combine residential, farm, and pasture lands. Traveling eastward, Monroe's Landing, the site of a former Indian village, provides one of the few wading or swimming beaches on the cove. It now contains a small parking lot for fishermen and an interpretive sign. Finally, Blower's Bluff, green pastureland at the mouth of Penn Cove, completes the patchwork of homes, historic houses, and broad green spaces. Together, these areas are a graceful backdrop to Coupeville and provide a pleasant tour of the cove.⁸

Historical Resources

The boundaries of the reserve coincide with the Central Whidbey Island Historic District, established in 1973, which in turn follows the original Donation Land Claim Act settlement patterns described in Chapter Three. This district does not precisely match the county's central Whidbey Island planning unit. Many of the original frame houses and false-front shops of Coupeville still stand; ninety-one buildings have been added officially to the National Register of Historic Places, with additional listings pending. The historic district contains a variety of houses and farm buildings, and structures such as wharves, docks, blockhouses, the military installation at Fort Casey (which has the only two remaining large calibre disappearing guns in America), and the nearby lighthouse, erected in 1905. The district displays a colorful variety of building styles, from simple vernacular designs to Queen Anne, Italianate, and Second Empire. Victorian homes of the 1890s mix with saltbox houses and other New England-style houses reproduced by the "Bostons" or ship captains who settled Coupeville in the 1850s. Street and place names commemorate many of the first white settlers.⁹



Map 3. Topography of Whidbey Island. From Land Use, Environment, and Social Change: The Shaping of Island County, Washington by Richard White, copyright 1980, University of Washington Press. Reprinted with permission of University of Washington Press.

CHAPTER THREE





Chapter Three

HISTORICAL BACKGROUND OF CENTRAL WHIDBEY ISLAND

This section offers a brief overview of historical developments on Whidbey Island. It discusses the eras and events that are especially important within the reserve, but the story, of course, is much more complicated. Information about American Indians on the island is relatively limited, and much of it is derived from the accounts of Europeans and Euro-Americans.

For the first Europeans to explore the Puget Sound region, the Pacific Northwest represented economic and political opportunity. Nationalism, rivalry for hegemony in the New World, and visions of empire spurred European exploration and resulted in a zone of contention as early as the sixteenth century. Until the environmental movement of the twentieth century, few questioned the exploitation of the resources of Whidbey Island or the Pacific Northwest.

European Exploration

From the time of its discovery by Europeans, the American continent was an arena for the rivalry of European empires. Their claims on the Pacific Northwest dated from 1493, when a papal decree "gave" most of the Western Hemisphere to Spain. Few major powers seriously acknowledged Spain's sovereignty, and the Spanish confined themselves to the southern half of the Pacific Coast, venturing farther north only as they thought necessary to protect their northern territory. The Spanish were unable to defend their unsettled empire in the Northwest. Competitors in the eighteenth century included Russian fur traders, who established a foothold in Alaska. As rivals to Spain in the Northwest, however, the British would soon overshadow the Russians.

The Spanish and British had organized expeditions along the Pacific coast in the early sixteenth century, but systematic exploration began only in the 1770s. One week after America declared its independence from Britain, the British sea captain James Cook set out on his third voyage in search of a northwest passage to Asia. Within two years he sailed the northwest coast, accompanied by his young apprentice, George Vancouver. Their mission was to explore the lands between Spain's settlements to the south and Russia's fur colonies in Alaska, record the natural resources of the region, and take possession of lands not claimed by Spain or Russia. On this trip Cook wintered in Hawaii, where he lost his life in a confrontation with natives. During his expeditions, some of Cook's sailors had purchased a few sea otter furs from the natives. Their subsequent, highly profitable resale in China sparked a "fur rush" to the Pacific Northwest. Although Britain was losing the thirteen colonies, the Northwest promised

new possibilities for empire.¹

It was Captain Vancouver, master of *Discovery*, who returned in the 1790s to chart the inlets and waterways along the northern Pacific coast. Toward the end of April 1792 Vancouver entered the Strait of Juan de Fuca with two ships, *Chatham* and *Discovery*. Shortly afterward he claimed the sound for King George III, and, in the custom of the day, as one historian wrote, "names for newly charted places were passed out in honor of family and friends like gifts from the family tree on Christmas Eve."² Vancouver named the sound for his lieutenant, Peter Puget, and Whidbey Island for another assistant, Joseph Whidbey, who explored and mapped the island.³

First Inhabitants

At the time of Vancouver and Whidbey's exploration, three Coast Salish tribes, the Kikiallus⁴, Snohomish, and Skagits lived on Whidbey and Camano Islands. Although Puget Sound had been inhabited for at least 10,000 years, the Coast Salish predominated after the fourteenth century. Of the three tribes, the Skagits were the most numerous on Whidbey Island; Snohomish predominated to the south. Captain Whidbey found permanent Skagit dwellings scattered along Penn Cove. The Kikiallus lived primarily on northern Camano Island; a fourth tribe, the Clallams, claimed a portion of Ebey's Prairie in the 1840s.⁵

When describing the Coast Salish, scholars generally characterize their political and social organization as tribal. Many anthropologists think that the concept is unsatisfactory, since it was extended family ties that unified village groupings. Furthermore, anthropologists distinguish groupings of Coast Salish communities from one another by kinship and language. Despite variations, however, their cultures were generally similar.⁶

In the rainshadow of the Olympics, the comparatively dry climate of Whidbey Island attracted what may have been the most dense native population in the Northwest. The Pacific Northwest was rich in forest and marine resources, and coastal peoples developed sophisticated technologies with which to exploit these natural resources. Abundance permitted time for varied and elaborate material cultures in which coastal natives became fine basket and wool weavers and some of the world's great woodcrafters. Over time, the natives developed an elaborate trade network throughout the Northwest, which even provided them with European goods long before the arrival of Euro-Americans. Although it was apparent that they had never met a white man, Captain Whidbey was intrigued by the fact that the island's inhabitants had acquired some metal European trade goods. Another influence on Whidbey Island's inhabitants were the

Haida, a tribe whose warriors periodically swooped down from the Queen Charlotte islands of Canada in search of slaves and goods. Some villagers on Whidbey Island built protective strongholds against these marauders.⁷

The Indians of Whidbey Island had a varied diet. They generally gathered where fish and shellfish thrived, thus their permanent villages dot the northern coastal rim in the area opposite Camano Island. Seasonally, inhabitants decamped to follow spawning salmon. These people also tended and gathered a wide variety of wild plants on the islands. They encouraged two staples of their diet, camas and bracken fern, through burning and clearing.⁸

Whidbey Island's prairies were especially fertile ground. When Clallams displaced Skagits on Ebey's Prairie in the 1840s, they introduced potatoes to the prairie, a new staple acquired from the British. Their Euro-American successors would clear the land of its remaining native flora to cultivate market crops exclusively.⁹

Ultimately, the Indian population of Whidbey Island dwindled, to be replaced by Europeans. But Euro-American settlement alone did not displace them. Like Indians everywhere, the Coast Salish had little resistance to European diseases. Despite relatively few direct contacts between Indians and Europeans, smallpox decimated native communities. Syphilis, tuberculosis, and influenza would also attack the Indians of the Puget Sound over the first fifty years of contact, leaving a vastly weakened people, less able to resist the encroachment of Euro-American settlers upon their lands.¹⁰

Era of the Fur Trade

Having discovered a market for sea otter furs, four empires--Spain, Russia, Britain, and America--vied for control of trade in the northwestern territory. With the Adams-Onís Treaty of 1819, Spain withdrew her line of sovereignty to the California-Oregon border; Russia followed suit in 1825 by pulling north to Alaska's southern boundary. This situation left the British and the Americans to dispute ownership of the Pacific Northwest (or "Oregon country"), which they defined as the present-day states of Washington, Oregon, Idaho, as well as British Columbia west of the continental divide and portions of Wyoming and Montana. Unable to reach a final settlement they agreed in 1818 to keep Oregon country "free and open" to their respective citizens. In other words, they accepted joint occupation and administration. This unique arrangement persisted for nearly thirty years, until America felt strong enough to demand the territory outright.¹¹

Few U. S. citizens other than traders and trappers lived in the Northwest before the 1830s, but such men were the vanguard for an American empire in this territory.

Enough New England merchants competed for maritime trade, however, that Indians reportedly took to calling the sea traders "Bostons." Nevertheless, the Hudson's Bay Company, granted a monopoly of "soft gold" by the crown, entered the Northwestern fur trade in 1821, and it would dominate Oregon country politically and economically for a quarter of a century. The Hudson's Bay Company established Fort Nisqually in the southern Puget Sound and began trade with Whidbey Island Indians, among others, in the early 1830s. The company brought new technologies to Whidbey Island, such as cooking pots, guns, and machined textiles, and it helped introduce the potatoes that the Clallams began planting on Ebey's Prairie in the 1840s. The Clallams even started a small trade in potatoes with the British, until Euro-American settlers claimed the prairie for themselves.¹²

In 1841 the United States Exploring Expedition (commonly called the Wilkes Expedition) reported to Congress on the suitability of the Puget Sound as a harbor. This report provided the American leadership with a reason to insist on the 49th Parallel as the international boundary. Yet, despite national pride and the huge wave of migration along the Oregon Trail in the 1840s, relatively few headed north into the Puget Sound area. On Whidbey Island, the Wilkes party noted the presence of a mission on the west shore in 1840, operated with considerable success (although apparently from a distance) by a Roman Catholic priest, Father Francis Blanchet. However, Indian use and occupancy predominated on Whidbey until the early 1850s.

The Oregon Provisional Government Land Act of 1844 imposed the now-familiar pattern of township and range on the Northwest, although the claims established later on Whidbey Island tended to follow unique shapes. Because many people assumed that Britain would retain her claim to land north of the Columbia River once the boundary dispute was resolved, Americans first settled in the Willamette Valley. By 1845 the best lands there were claimed, and settlers began turning north. A great incentive for migration to the Pacific Northwest arose when America finally acquired Oregon Territory outright. That acquisition spelled the end of the dominance of the Hudson's Bay Company in the region.

Oregon Territory

The American empire grew rapidly in the 1840s. Believing that the nation was destined by Providence to occupy and civilize the continent, some Americans expected aggressive expansion into disputed territories. Negotiations over Oregon country between Britain and the United States accelerated as American expansionists renewed their demands for all of the area.

In 1846 the international conflict was finally settled. Recognizing that the fur trade was dying in the Northwest and that their presence there was minimal, Britain agreed to settle the international boundary at the 49th parallel. Congress credited this agreement in part to American settlers, whose presence had bolstered the government's claim to the lands north of the Columbia.¹³ Incentive for Americans to migrate to the Northwest increased when Congress formally recognized the Territory of Oregon in 1848.

In the nineteenth century Americans tended to migrate west gradually, moving more than once in their bid for a profitable farm or permanent home. Often men left their families to reconnoiter new territories or to join a land or gold rush. On Whidbey Island, the first attempt at Euro-American settlement was Thomas Glasgow's farm established in 1848 on Ebey's Prairie. But he did not stay long. At a council meeting of local Indian leaders in 1848, Chief Patkanim of the Snoqualmies argued that Euro-Americans should be driven from the area while their numbers were still small. Other leaders insisted that the "Bostons" were an important deterrant to Haida incursions, but Glasgow, who had attended the meeting, needed no further warning. He was gone within two days.¹⁴

Following Glasgow came Samuel B. Crockett, and he, too, stayed on Whidbey Island only a short time. The California gold rush of 1849 had enticed Crockett to follow the Oregon Trail west. When California did not pan out, he traveled north to take stock of the Puget Sound area. He soon sent enthusiastic reports about Whidbey Island to family and friends, including his close friend Isaac Neff Ebey in Missouri. Native hegemony on Whidbey Island was about to end.¹⁵

The Donation Land Claim Act of 1850

The United States government offered a variety of incentives to entice individuals to relocate to the territory. The Preemption Act of 1841 allowed people to purchase 160 acres of land in American territories for \$1.25 an acre. But a greater inducement to Northwestern settlement came with the Donation Land Claim Act of 1850, a forerunner of the Homestead Act, since it required no purchase. The Act granted large parcels of land; every unmarried white male citizen eighteen or older could claim a half section, 320 acres, if he arrived in the territory before December 1, 1850. If he married before December 1, 1851 his wife could claim another 320 acres in her own name, an unusual recognition of women's contributions to new settlements. Arrivals after the 1850 deadline could still acquire 160 acres until 1854, and they needed only to live on the land and cultivate it for four years to own it outright. The law also legalized the claims of people already residing in Oregon country when it became a territory, a reward for those who had helped establish American claims to the land. The Donation Land Claim Act

expired on December 1, 1855, but the Preemption Act remained in effect.¹⁶ The Donation Land Claim Act tacitly acknowledged the irregular features of the northwestern coastline. It did not universally require that claim boundaries conform to survey lines. Thus the checkerboard survey pattern, so typical in the West, never emerged on Whidbey Island. Settlers on the island sometimes carved out contorted parcels in order to capture the best acreage available.¹⁷

In 1851 the village of Seattle was founded, and by the time the Donation Act expired in 1855, over 290,000 acres had been claimed in what would become Washington Territory. The Act indirectly displaced countless Indians, whose claim to the lands had often never been extinguished. On Whidbey Island, Isaac Neff Ebey, the first permanent Euro-American settler, claimed a square mile in the prairie that would bear his name. As others followed, Indians were increasingly shunted aside.¹⁸

Col. Isaac Neff Ebey

Isaac N. Ebey embodied traits admired by his contemporaries in nineteenth century America. An enterprising man who combined personal industriousness with community obligation, moral authority with political leadership, Ebey rapidly distinguished himself in Washington territorial affairs.

Following the familiar pattern of migration, Isaac's father Jacob had moved his family west in gradual stages. Although he hailed from Pennsylvania, his son Isaac was born in Ohio in 1818 and reached maturity in Missouri. Isaac acquired some legal training in Missouri, and married Rebecca Davis there in 1843, where she bore two sons, Eason and Ellison. Highly conscious of duty and responsibility, Isaac believed that "the noblest aspiration of freemen is to better, to improve their condition in life." Completing the westward trajectory begun by his father, Isaac left his family in 1848 and headed for the West Coast. Like his friend Samuel Crockett he tried his luck in the California gold rush before heading north to Puget Sound. He spent some time in Olympia, which he is credited with naming, before exploring Whidbey Island for himself. Quick to grasp the possibilities of the land, Isaac promptly snapped up the eponymous prairie in October 1850, claiming a square mile for himself and Rebecca. While waiting for Rebecca and the boys to settle their affairs in Missouri, he sent a barrage of letters to relatives, begging them to join him in his paradise while the best lands were still available. Rebecca and the boys arrived in 1852, accompanied by her three brothers and the Crocketts, who returned this time to stay. Isaac's father Jacob eventually joined them, and claimed the land upon the ridge overlooking Ebey's Prairie. Isaac built a blockhouse next to his father's house for protection against the Haida. (W. B. Sinclair added in 1860 what is now the oldest surviving building in the reserve, a ferry house

which variously served as warehouse, inn and postal station.) Isaac's land would later prove to be some of the most productive in the entire country, and his good fortune drew other easterners into the region. Early settlers triggered a small rush to the island, which quickly claimed most of the prairies by early 1853. Within five years the best farmlands were claimed.¹⁹

Like most Euro-American farmers on Whidbey Island, Isaac Ebey grew potatoes and wheat. He also took advantage of his property's natural landing on the shores of Admiralty Inlet--one of the few good landings on west Whidbey--to build a dock for commercial traffic on the Puget Sound, especially trade from Port Townsend on the Olympic Peninsula. Because most transportation in the area moved by water, Ebey's Landing, on the main Puget Sound shipping route, minimized transportation costs. The landing remained active until a new dock was built at Fort Casey at the turn of the century.²⁰

During his nine years in the Pacific Northwest, Ebey played a vital role in territorial affairs. He served as prosecuting attorney for the Whidbey Island community and represented Thurston County in the Oregon Territorial Legislature when that county still stretched to the 49th parallel. He helped persuade the legislature to sign the Monticello Memorial, separating Oregon and Washington Territories in 1853, and assisted in breaking Thurston County into smaller units, among them Island County. Appointed by President Franklin Pierce to be collector for the Puget Sound district and inspector of revenues at the new state capital, Olympia, he relocated his customs office to Port Townsend and made it the official port of entry for Puget Sound. The title of colonel was conferred after Ebey raised a company of volunteers to fight in the mainland Indian wars of 1855-1856. He must have inspired respect, for some men refused to enlist in Island County unless under his command.²¹

Rebecca Ebey was not to live long. She was at times uneasy about encounters with local Indians, and, isolated geographically from other Euro-American farmers, she tended to remain close to home. Rebecca managed the household and battled loneliness during her husband's long absences. She also apparently became weakened from tuberculosis; in 1853 she died following an incomplete recovery from childbirth. Isaac later married Emily Palmer Sconce, a widow with a daughter named Anna.

Isaac Ebey died suddenly and violently at age 39. In 1857 a party of Haida from Canada selected him to be a "chief for a chief," the man who would die in retribution for the murder by whites of one of their chiefs, or "tyee," the previous year. On a summer evening in August a group of Haida knocked on Isaac's door and drew him out of the house. Without warning they shot him, hacked off his head for a trophy, and

dumped his body in the front yard. Emily and the children, who had witnessed the killing in horror, fled to the blockhouse on the ridge. The Haida, however, had obtained their revenge, and they did not molest Isaac's family. Unwilling to remain on the farm, Emily abandoned it, leaving with her daughter Anna forever. Isaac's relatives raised Ellison and Eason, and the two brothers later divided their father's farm between them.²²

The Settlement Grows

Through the remainder of the nineteenth century, Euro-American settlers continued to be drawn to Whidbey Island because of its reputation as a "paradise of nature." Like the Indians before them, the first Euro-Americans settled along Penn Cove or on the rich loam of the island's prairies. The prairies, largely confined to central and north Whidbey, were taken first. Sending for friends and family, extended families often established multiple claims. Because they owned the choicest lands, these were the most successful farmers and the most stable residents on the island. Many of their original claims remain in agriculture today.²³

In 1854 a newcomer to Whidbey Island, Calista Leach, described Penn Cove as "densely wooded with firs dripping down to the tide-regulated beaches, and along the shores Indian camps, often evidenced only by the canoes drawn up out of the reach of the tide." Gradually the Native Americans disappeared from the island after the treaties of 1855 gave whites title to western Washington. Until replaced by machines in the 1870s, some Indians continued to work on Euro-American farms, while others fished. Few retained access to the land in their own right, although a small settlement of Skagits remained for a time on Penn Cove. The majority left for the mainland.²⁴

Euro-Americans who did not claim prairie lands carved additional farms from the forests or reclaimed marshland. Recognizing Penn Cove as a fine natural harbor, ship owners and traders, many of them from New England, filed claims around the rim of the cove. This prompted one historian to dub it the "Port of Sea Captains." Along the west end of Penn Cove, Captain Benjamin Barstow established the first "town" center on Whidbey Island by building a trading post there in the early 1850s. A short distance around the cove, Dr. Richard Lansdale platted the village of Coveland in 1852. Until Port Townsend ferry traffic was rerouted to Admiralty Head, travelers to Whidbey Island arrived at Ebey's Landing and proceeded on to Coveland. For thirty years the site of the county court, the town began to fade in the 1870s, overshadowed by Coupeville on Captain Thomas Coupe's claim on the south shore of the cove. Coupeville was more convenient than Coveland for farmers and the merchants who handled their trade. "Yankee entrepreneurs and Midwestern farmers" created a successful community. Merchants on Penn Cove logged their lands and shipped timber and finished Douglas fir

spars to the mainland and to California. Although not formally platted until 1883, the county seat was relocated to Coupeville in 1881. The town, with its false-front shops strung along Front Street, took shape by 1890, and its population grew to between 300 and 400 by 1910, after which it remained stable for another half century.²⁵

Two brief but notable speculative frenzies flared on Whidbey Island, sparked by false hopes of a railroad terminus in Coupeville. The first, begun in the late 1860s, anticipated the arrival of the Northern Pacific Railroad. Speculators built a few new hotels in Coupeville, but the railroad turned south to Tacoma, and the boom died by 1871. The second speculative flurry was far more ambitious. Between 1889 and 1891 promoters platted a number of townsites in expectation of the Great Northern Railway in Port Townsend. The new towns of Chicago and Brooklyn, platted on Keystone Spit in order to capture some of the anticipated trade, were inhabited but briefly. The town of San de Fuca, hastily erected across the island on the old Coveland site, evolved into a permanent community, with hotel, post office, and shops. However, its trade remained local, and it eventually lost its commercial independence to Coupeville. Of the era's boom towns, only Langley on southern Whidbey survives as a full-service community.²⁶

Whidbey farmers raised crops for the market after 1860, in competition with farmers from California and eastern Washington. In "three discernible shifts in Island County farming during the nineteenth century" production switched from grain and potatoes to sheep herding, then back to crops, and finally to intensive farming by Chinese tenants in the 1880s and 1890s. Originally entering the Pacific Northwest to work on the railroads, these farmers were quite successful; however, most were forced off the island by racial prejudice, which sometimes burst into physical violence over the next few decades.²⁷

Farming was not the only economic pursuit on the island. The fishing industry rapidly rose and fell by the 1930s, at which time fish runs became depleted. The activity with the greatest impact on the island was logging, Whidbey Island's first major industry. Native Americans had occasionally burned portions of the island's forests to allow the regeneration of plants edible by both game and humans, but the scope of the settlers' logging was enormous. If they acquired wooded lots, they usually cleared part, if not all, of them. Initially, logging occurred at water's edge on Penn Cove, where removal was easiest. The first major lumber company, Grennan & Cranney, opened in 1856, followed in a few years by a small shipyard in Oak Harbor. By the 1880s a number of off-island logging companies were cutting timber on Whidbey Island. Originally slow operations that utilized axes and bull teams, they increased their output when they adopted the crosscut saw and used horses and larger crews. By 1900, a cheaper and more efficient system was introduced with the donkey engine, a steam engine outfitted with skids and

a winch. Since most of the old growth Douglas fir had now been cut, loggers took cedar, hemlock, and even second growth fir; however, the largest operations transferred to Camano Island.²⁸

Into the Twentieth Century

In the late 1890s, the U. S. Army began building Fort Casey as part of the defense system for the gateway to the Puget Sound. It installed ten-inch guns to face the sound. The townsites of Chicago and Brooklyn briefly housed the Fort Casey workers. The base became an important part of the local economy, and remained active as a training ground through World War II.

Within the original donation land claim settlements, the old patterns of ownership and land use generally remained stable. Despite the fact that the best lands were taken, small waves of farmers continued to arrive periodically until World War II. Some were enticed by promoters from Island County chambers of commerce or by government agents, who frequently overestimated the productivity of logged-over lands and advertised the island as a farmer's paradise. This proved incorrect for many newcomers, and few understood the limits of the soils of the remaining available land. Some upland farmers turned to egg and dairy production in the 1920s, but even this could not compete with lowland production and declined in the 1930s.²⁹

Nonetheless, in-migration and visitation to the island continued. The increasingly dense urban strip around Puget Sound made the island an attractive recreation site. This situation drew more vacationers and traffic, encouraged by additional ferry service, as well as the new bridge built over Deception Pass in 1935. World War II brought thousands of civilians and military personnel into the Pacific Northwest. In September 1942 the U. S. Navy installed 265 men in the new Oak Harbor Naval Air Station, a training and operations base for land and sea planes. After the war the base grew into a permanent naval air station, concentrating thousands of military workers and their families in central and northern Whidbey Island. Their presence stimulated the local housing market, in part because they often returned in later years to retire.³⁰

New Pressures on the Land

Post-war industry in the Puget Sound, coupled with general national affluence, created opportunities for leisure activity and increased the desirability of rural retreats. Californians and Canadians joined the migration into the Northwest, and second homes and vacation homes mushroomed on the island. Coupeville's population doubled between 1950 and 1960; overall population within Island County increased by 222 percent

between 1940 and 1960, while the state population rose by only 64.3 percent in the same period. In the next two decades it would double again. By 1969, Oak Harbor alone had 10,000 people, brought to the area by World War II and the Korean and Vietnam wars. The Boeing Corporation built a huge new aircraft plant across the water in Everett.³¹ As land costs rose, farmers were sometimes tempted to sell their property to developers, and farmland diminished. Waterfront acreage tripled in value, and by the end of the 1960s beach frontage was rapidly disappearing. This was the "decade of land developments" on Whidbey Island.³²

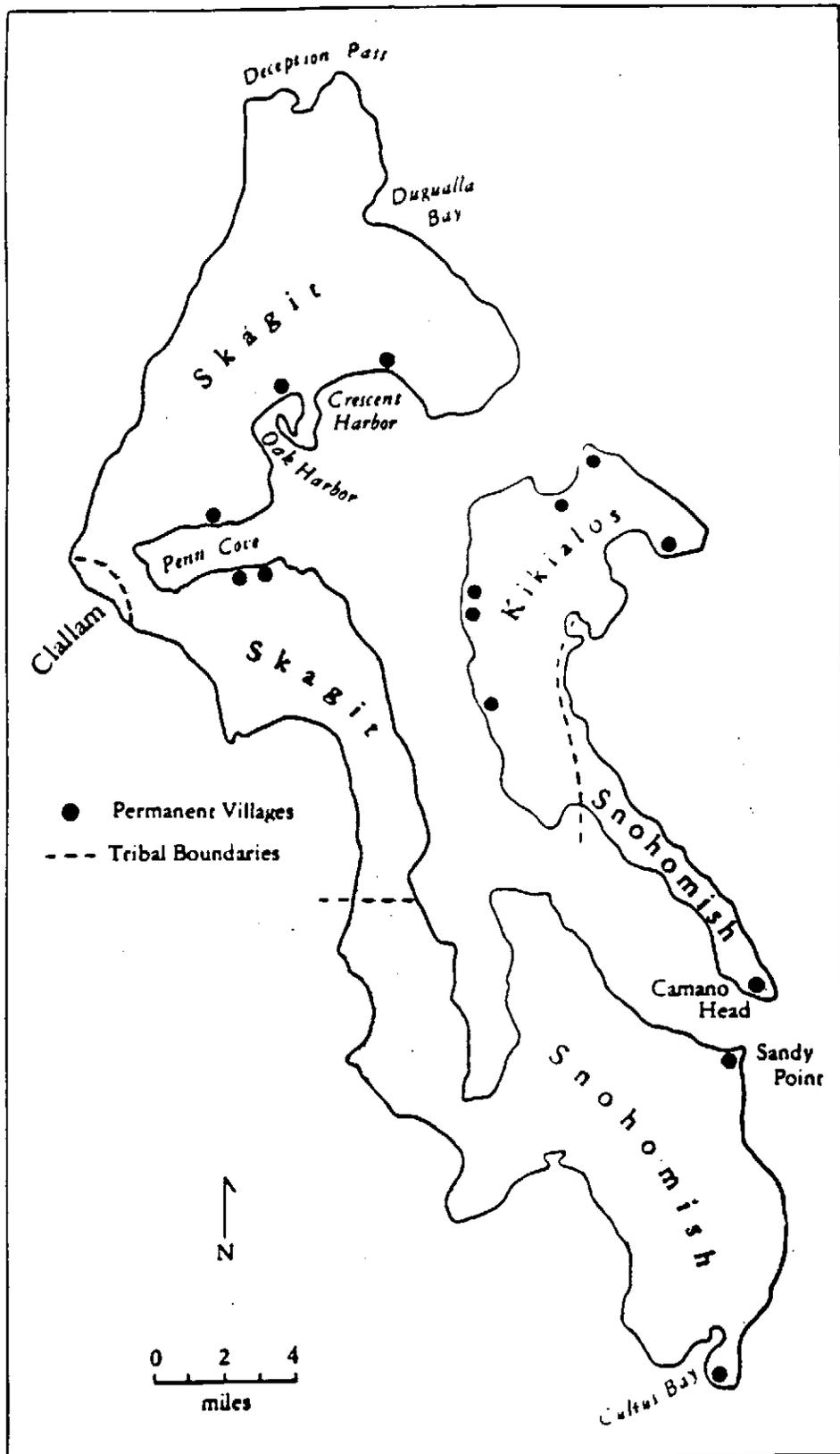
These changes touched everyone. People with deep roots on Whidbey Island grew apprehensive about the loss of established farms to residential development, and they saw the cost of social services and property taxes rising. Farmers were well aware that to maintain an agricultural economy, sufficient numbers of farms had to survive in order to sustain the services which in turn supported them. Newer arrivals who had come to escape the urban sprawl of the mainland found that it threatened to tag along with them.

The islanders confronted other growth issues as well. The rainshadow that made northern Whidbey Island such an agreeable place to live also limited the amount of groundwater available, especially since most precipitation was lost to surface runoff and evaporation; in summer, even deep wells had limited supplies. Although salmon, shellfish, and many species of wild game had declined steadily since Euro-American settlement, the natural environment became increasingly altered and controlled by private landowners and government managers. Development threatened dwindling wetlands and the remaining natural habitat of the island's wildlife.³³

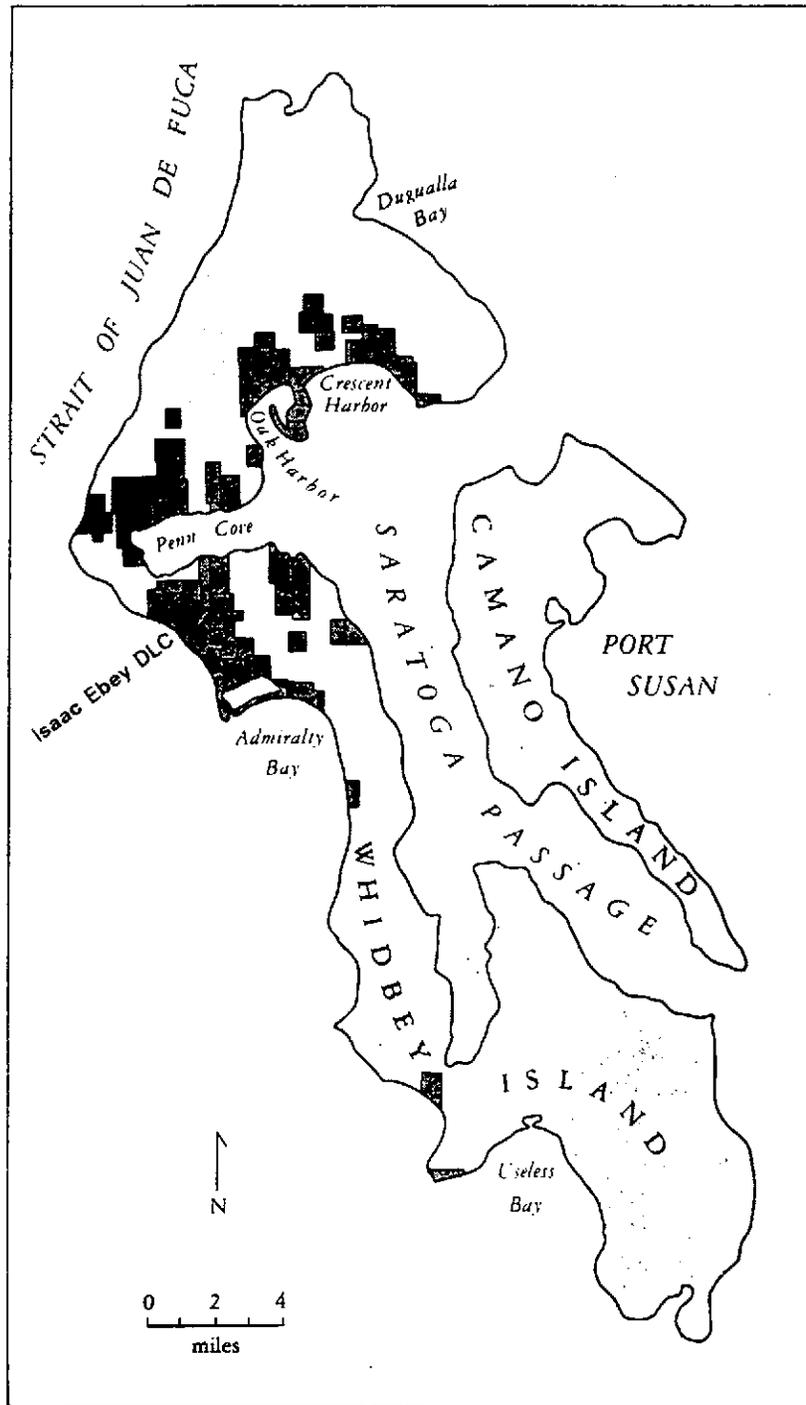
The growing environmental and preservation movements of the 1960s and 1970s began to address the loss of natural and historical landscapes. National policies, a number of which affected Whidbey Island, slowly began to reflect such concerns. The National Historic Preservation Act of 1966 created the National Register of Historic Places, which offered assistance to preserve privately owned historic structures and required state surveys of all historic sites and buildings. This would be a vital tool in the evolution of Ebey's Landing National Historical Reserve. In *Islands of America* written in 1970, Bureau of Outdoor Recreation planners identified Whidbey Island as a potentially important recreation area and recommended long-range state and local plans to protect public access to beaches and to acquire island property for recreation, open space, and conservation. The Shoreline Management Act of 1971 addressed the fact of vanishing public beaches.³⁴

In Island County, a planning commission began in 1956, but planning and zoning control were not rigorous. Although the county had had a general plan since 1964, no

comprehensive plan or zoning code existed until 1966, when an "interim" zoning ordinance was adopted (it was to remain in effect for eighteen years). In response to the development pressures of the 1960s, the Board of Island County Commissioners formally established a planning department in 1973 and made it responsible to the planning commission. The primary responsibility of the planning department was to develop the comprehensive plan and adopt a final zoning code. After extensive public hearings, the county adopted a comprehensive plan in 1977, containing policies to guide future development while preserving the island's natural resources. Some citizens, however, felt that the commissioners were attuned to an older vision of progress, continuing practices adopted when the county was relatively rural and undeveloped. By the 1970s, Whidbey Islanders were no longer in consensus about development and the meaning of progress. The old frontier mentality, the right to exploit public or private property as one chose, competed with an increasingly powerful preservationist ethic. Ironically, environmentalists sometimes fought to preserve a "natural" landscape that had long been altered by humans, and it was difficult to agree on the limits to be placed on development. Conflicting expectations erupted into political clashes and litigation in the 1970s. Friendships were strained, factions formed, and community cohesion wavered.³⁵

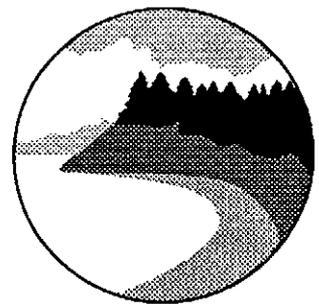


Map 4. Salish boundaries and village sites. From *Land Use, Environment, and Social Change: The Shaping of Island County, Washington* by Richard White, copyright 1980, University of Washington Press. Reprinted with permission of University of Washington Press.



Map 5. Donation land claims. Adapted from Land Use, Environment, and Social Change: The Shaping of Island County, Washington by Richard White, copyright 1980, University of Washington Press. With permission of University of Washington Press.

CHAPTER FOUR





Chapter Four

THE MOVEMENT TO PRESERVE CENTRAL WHIDBEY ISLAND

This story began simply enough, with one family's decision in 1970 to rezone a portion of their farm. Little in the history of Whidbey Island to that point had suggested that a quiet request to the Island County Board of Commissioners would trigger a prolonged dispute among citizens of central Whidbey Island. In fact, the controversy that erupted would require more than a decade to resolve. Once the dust settled, the farm remained intact and the local residents had achieved a unique partnership with the National Park Service and local government. Not surprisingly in a small community whose roots are deeply entwined, some bitter feelings linger. Even within Ebey's Landing National Historical Reserve, the future state of the landscape is by no means assured.

Environmental Protection vs. Private Property Rights

Isaac Ebey staked his claim in 1850 in a bowl-shaped prairie amid the low hills of central Whidbey Island. The old claim is one mile square and extends inland from the western shore, slanting in a northeasterly direction. The northeast end points toward Coupeville and Penn Cove, the southwestern edge opens onto Ebey's Landing, a beach on Admiralty Inlet. Wooded uplands border its sides on the southeast and northwest, forming the bluffs on either side of Ebey's Landing. On the northwestern ridge overlooking Isaac's land stands his father Jacob's weathered homestead and blockhouse, a few scattered houses, and Sunnyside Cemetery, where the Ebeys and other settlers' families are buried. Standing at a National Park Service wayside installed near the cemetery in 1988, one can gaze across the woodlots and prairies of central Whidbey Island to the Cascade Range spanning the eastern horizon. It is easy to pick out some of the original settlers' structures in the prairie below. To the left sits the old Kineth home, overshadowed by the snowy mass of Mt. Baker in the background. Near the center of the prairie stands the two-story Gould farmhouse, where present owner Bill Smith recently found Isaac Ebey's Donation Land Claim patent concealed behind a plaster wall. To the far right stands the old ferry house overlooking the landing. Several miles across the water lie Port Townsend and the Olympic Peninsula; in the distance, the jagged Olympic peaks frame the western horizon.

The National Park Service has placed a photograph at this wayside, taken at the turn of the century, which duplicates the panoramic view of the prairie. It is evidence that here endures a landscape little changed in 140 years.

After Isaac Ebey's death, his sons Eason and Ellison divided his land straight up

from the beach, allowing each man a long, rectangular plot with a half mile of beachfront. Ellison's (southeastern) half today is divided among the Shermans, Burton Engle, and Robert Pratt.¹ Eason sold his (northwestern) half to John Gould in 1880. In 1917, Harry Smith bought Gould's 320-acre estate, which his two sons, Knight and George, inherited. It is with the Smith brothers that the evolution of Ebey's Landing National Historical Reserve really begins.

Throughout the 1960s, George and Knight, along with their wives Marion and Roberta, bred cattle and horses on their farm, and planted diversified crops. By the late 1960s the brothers had come to believe that farming was an unprofitable enterprise; they also realized that they were getting older and would not continue to farm much longer. Aware of the demographic changes occurring around the Puget Sound and of the land's residential potential, the family decided to develop part of their farm. They had no immediate plans to build on the property, but the first step was to get the land rezoned. In June 1968, the Smith brothers requested that the Board of Island County Commissioners reclassify 82 acres of their land along the northwest boundary from agricultural to rural residential. The Commissioners complied. In March 1970, the brothers requested that an additional 124 acres be rezoned along the beach. But, unlike the usual zoning request on Whidbey Island, this one attracted notice. Ebey's Prairie was not an ordinary piece of ground; it was, some said, one of the most spectacular spots on the island, and in the entire Puget Sound region.²

Al Sherman, whose dairy farm abutted the Smith property, was among the first to question the new development and its impact on the prairie. A local representative on the County Planning Commission, Sherman alerted his neighbor, artist Albert Heath, to the proposed land use change. Albert Heath lived in a house atop the northwestern ridge. He had moved to Whidbey Island in 1947, drawn, he said, to the beauty of Ebey's Prairie. The old ferry house, owned at the time by Lena Kohne (Mrs. Frank) Pratt, needed a caretaker, and Heath gladly took the job. As his relationship to Mrs. Pratt and her son Robert deepened, Heath moved across Ebey's Prairie into a Pratt-owned house on the northwest ridge, near Knight and Roberta Smith's home, where he looked after the house and a flock of sheep. In 1965, Mrs. Pratt left to Heath in her will the old Jenne home southeast of the Smith Farm, which he later traded to her son Robert for a 125-acre parcel with 300 feet of waterfront and bluff overlooking Perego's Lake. Although also a friend of the Smiths, Heath was disturbed by the size and density of their proposed development on the open spaces. "That suddenly made me an environmentalist," Heath remarked. Sherman and Heath decided to speak out.³

As word got around about the Smith plans, many people grew alarmed at the threat to one of the island's prime open spaces. The Smith farm was halfway between Fort Ebey and Fort Casey state parks. An eight-mile beach hike between the two parks had been immensely popular for years, and teachers from Camp Casey often guided environmental classes there. On the bluffs above the tidelands an unusual cactus grew, as well as golden paintbrush, a plant on the state endangered species list. One of the island's most spectacular views was available to everyone by hiking an old sheep and deer trail that topped the bluff above Ebey's Landing and skirted the rim to the north. A half-mile of the shoreline and portions of the bluff and forest were state school lands under the jurisdiction of the Washington State Department of Natural Resources, but most of the bluffs between Fort Casey and Fort Ebey were in private hands, all with the potential to be developed. Although the beach owners--including the Smiths--had permitted public recreation, all of this could change with the proposed development. The public had little access to other beaches on the west side of Whidbey Island, and now it appeared that access to Ebey's Landing could be lost.⁴

Some residents of Island County felt development on Whidbey Island was both necessary and inevitable, and resented efforts to intervene in what they considered to be progress. At the very least, some property owners would argue, no one should tell them what to do with their land. *Whidbey News-Times* columnist Adele Ferguson, a beachfront landowner herself, argued in print with environmental lawyer and co-author of the pending shoreline management initiative, Roger Leed, insisting that paying taxes on beach property gave owners the right to control the land as they pleased.⁵

Like other rural areas, Island County lacked the kind of zoning and planning that required significant environmental protection. The members of the Island County Board of Commissioners tended to be pro-growth, and planners who attempted to restrict development and land use often found themselves on the outs with the three-man board. The board frequently overturned recommendations by the planning commissioners. Although Coupeville had developed a comprehensive plan in 1970 which sought to protect rural scenery, and Island County had its General Plan of 1964, a challenge to traditional land ownership values could raise powerful emotions.⁶

In March 1970, the county commission held a public hearing regarding the Smith brothers' rezoning request for the beachfront property. The meeting was well-attended, and evenly divided between supporters and opponents of development on Ebey's Prairie. Albert Heath objected from an aesthetic viewpoint, as did Pat Johnston of the Island County Citizens for Better Planning, a group consisting of landowners and "summer people" on the island.⁷ Dewey Hoekstra, the president of the county park board, stated his interest in having the state purchase Ebey's Landing through the Inter-Agency for

Outdoor Recreation. Nearly everyone at the hearing seemed reluctant to rezone the prairie for residential development, including the Smiths. But considering the diminished agricultural activity on the island and the growth of the population, the Smiths lamented, they "could not live on the scenery." With debts of approximately \$50,000 on the farm, Knight and Roberta were especially anxious to begin development.⁸

The Smiths' request won out over public opposition, and the Island County Commissioners rezoned the additional acreage; in April 1970, the commission approved a preliminary plat to develop 48 acres along the northwest ridge. But Knight Smith died suddenly of a heart attack, and the family's building plans lapsed over the summer. Roberta Smith said that her whole world changed with her husband's death. Like her sister-in-law Marion, she worked for the county government in order to supplement her income, but it had not been enough to keep her farm out of debt, and now inheritance taxes compounded her financial problems.⁹

In the fall Roberta, and George and Marion Smith resumed preparations to develop the land. They joined with Robert Hanson, manager of the First Realty Corporation of Seattle, to form the Rocking K-Bar Ranch Corporation. The Smiths felt that First Realty was the answer to their problems. Hanson and Roberta's sons Karl ("Bill") and Steve would oversee a "tasteful" condominium project along the northwest ridge.¹⁰ The new corporation promptly acquired development funds by mortgaging the Smith farm through the Federal Land Bank for \$300,000. First Realty intended to purchase the farm from the Rocking K-Bar Ranch Corporation for \$560,000 and later recover this outlay by selling the developed property. Hanson immediately paid the Smiths \$90,000 out of the mortgage money, which would help them pay off an earlier mortgage and other expenses. In addition, he issued promissory notes for the \$470,000 balance. The Smiths also retained one-quarter of the land, which they expected to continue in agriculture.¹¹

Unfortunately for the Smiths, First Realty would soon divert its attention to another project at Keystone Spit. In the end this not only postponed the Smith development but depleted the corporation and nearly cost the Smiths their entire farm. The delay gave the local citizens determined to stop development on the prairie time to organize, further exacerbating the Smith widows' financial woes. Ebey's Prairie became a catalyst for several spirited campaigns to preserve historic vistas, open space, and tidelands in central Whidbey Island.

One of the first to form an official committee was Joan McPherson of Coupeville. In the spring of 1971, she hit upon the idea of a national seashore, reasoning that this was the only type of park that fit the area, and even hoping that someday such a park could

expand to incorporate other scattered island beaches in the Puget Sound region. She and her husband, Navy Commander Jack McPherson, had only recently moved to the island. Living in the old hotel that they purchased in Coupeville, and lacking even a telephone, the McPhersons formed a committee of two, the Committee to Create a Whidbey Island National Seashore and Historic Site. At the county commission meeting in May 1971, they offered their plan for a national seashore to protect the eight-mile strip of beach from Fort Ebey south to Keystone Spit. "How much beauty and historic value can the county afford to lose?" they posed to the commission, but the commissioners were lukewarm to the proposal. A national seashore might be a good idea, but the county would lose too much in taxes and gain too little in revenue. "You can't run a county on beauty," County Assessor Carl Mecklenberg responded. The McPhersons would also learn that some otherwise supportive residents felt uneasy about the kind of facilities and policing problems that a federal park would invite. But they opened their home for public meetings in June 1971, and started a letter-writing campaign to organizations and congressmen.¹²

Another group of people who lived on or frequented Ebey's Landing had been meeting informally since 1969. Despite changes in membership over the years, this group, which began to call itself the "Friends of Ebey's," would remain tenaciously in pursuit of protection for central Whidbey Island's open spaces. Among the members was Albert Heath of Coupeville, who provided the "thread of continuity" as membership shifted. Because many original members were outsiders, they did not suffer the intense anger of neighbors and friends which would burden locals who joined later; on the other hand, they did endure the acrimony of some hostile residents who resented outside interference. These members included Doug and Tanis Marsh of Everett, Dr. Fred Darvill of Mount Vernon, Barbara James of La Conner, Matt Brown of Anacortes, and Ned and Pat Johnston of Everett, people who were involved in a number of environmental organizations and issues in the region. They shared an immediate goal to prevent development of the Smith farm and maintain public access to the beach and bluff trail. The group began to gather supporters, and lobbied Governor Dan Evans and state agencies to purchase the property for open space. At this stage, however, Washington State insisted that it could not afford the land, and recommended that the local planning process be used to achieve their goals instead.¹³

One man whom the McPhersons and the Friends of Ebey's contacted, local U. S. Representative Lloyd Meeds (D-Everett), favored preserving Ebey's Landing, although he was not at first convinced that federal protection was the appropriate solution. A congressman since 1964, Meeds had supported Senator Henry M. Jackson (D-Washington), whose former congressional district he now represented, in establishing North Cascades National Park, and he was sympathetic to the seashore concept. Meeds

was already familiar with the general area, having assisted Washington State Parks and Recreation Director Charles Odegaard in obtaining the two guns for Fort Casey State Park in 1968. Meeds' regular column in the *Whidbey News-Times* encouraged local park projects. He sent the McPhersons the Bureau of Outdoor Recreation's *Islands of America*, which recognized the recreational potential of Whidbey Island, as well as examples of legislation for other seashores, notably Cape Cod, and suggested that their committee contact the National Park Service. Meeds notified the National Park Service of his concern for the area, as had Senator Henry Jackson, who suggested to NPS director George B. Hartzog, Jr. a gateway-style project similar to those in New York and San Francisco.¹⁴ It was Lloyd Meeds' continuing interest, however, that would be vital to the future of Ebey's Landing National Historical Reserve.¹⁵

Between June 10-11, 1971, the National Park Service sent a team to tour Ebey's Landing. The Pacific Northwest Region's associate regional director for park management, Bennet T. Gale, and the assistant director of cooperative activities, Rodger W. Pegues, made the preliminary reconnaissance. They agreed that Ebey's Landing should be protected, but concluded that, by itself, it lacked sufficient size and recreational opportunity to become a national seashore. "The property owners," they noted, "want the area to remain as it is but cannot avoid forever the Charybdis of potential profit and the Scylla of rising taxes." However, Gale and Pegues affirmed that the Puget Sound area represented a "tremendous opportunity" for recreational pursuits. Ebey's Landing possessed outstanding recreational potential and natural beauty, and the resources were "clearly of national significance." The area would be appropriate within a "cluster" of seashore properties if a larger Puget Sound park were established. But Pegues and Gale did not make policy and could only send the hopeful back to the state legislature for support. Pegues suggested again in December 1972 that the National Park Service might be more likely to recommend the "cluster" national seashore if the state, through its department of natural resources, first acquired the Ebey's Landing tidelands. The NPS Pacific Northwest Regional Office would not be directly involved with Ebey's Landing again for several years. In the meantime, community and environmental activists were busy.¹⁶

The McPhersons transferred temporarily to Oregon in late 1971, but the Friends of Ebey's and the Northwest National Seashore Alliance, to which many of them belonged, continued to work for land protection.¹⁷ They invited the public to join in an outdoor meeting for the first time in October 1972, and approximately one hundred people attended. The group's efforts and influence began to grow.¹⁸ In fact, two types of preservation movement were forming which would embrace the entire midsection of Whidbey Island. One focused on the conservation of open space and the other on historic preservation, but they had much in common.¹⁹

The National Register of Historic Places

The Washington State Parks and Recreation Commission proceeded with its obligation under the National Historic Preservation Act to survey its historic buildings and sites. In 1970 it requested that the Island County Historical Society compile a list of all structures with historical significance that were worthy of preservation. The criteria for National Register listing did not require that a property be of national significance, and in fact encouraged the inclusion of properties with state or local significance. In addition, an entire historic district could be listed, which would avoid the necessity of registering each structure separately.²⁰

In 1971, Jimmie Jean Cook, a historian active in the Island County Historical Society, assumed responsibility for the inventory. Cook's experience as an Island County records clerk guided her as she painstakingly collected information on each structure and its previous owners through county records, archives, and personal interviews.²¹

Intending at first only to nominate individual buildings identified in an inventory she completed for the historical society, Cook began to perceive a pattern that unified the individual properties. She traced the significant properties on a U. S. Geological Survey map and realized that many of the old Donation Land Act claims were still identifiable by roads, fencelines and other small-scale features, and that many of the old ownership patterns were still evident in central Whidbey Island. A large number of the structures dated back to the original settlers. With this information, Cook expanded her list of eligible properties to include historic buildings within the area of settlement induced by the Donation Land Claim Act. It was becoming clear that she was describing not just individual structures but a unified historic district of great significance.²²

The fact that the areas that were most visually appealing and historically significant were also coveted by real estate developers was more than apparent to Jimmie Jean Cook. As her nephew and fellow historian, Ken House, explained: Cook "began to perceive an interrelationship of her historical and environmental goals." Now she thought she saw a means to fight the "spoilers" who threatened to bulldoze an important part of the state's heritage.²³ Cook outlined a wedge-shaped historic preservation district that radiated westward from the mouth of Penn Cove. The district followed the original Donation Land Claim boundaries, explicitly acknowledging the historic landscape as well as historic buildings. It included more than eight thousand acres, with over 100 structures and sites, including properties in Fort Casey State Park. One of the oldest communities within the Puget Sound, it had more pre-1870 buildings than any other town in the state. Many of the original wooden false-front buildings on Front Street dating

from the 1880s were still intact. Coupeville was about to become the largest historic district in the nation.²⁴

While national registration did not ensure that these historic sites would be safe from destruction, listing would offer a degree of protection from federally financed or licensed projects that might adversely impact the properties. In addition, National Register properties were eligible for tax benefits and federal matching funds for restoration and preservation. By October 1972, the town of Coupeville, Island County, and the state of Washington had approved the nomination and passed appropriate ordinances to establish a Central Whidbey Island Historic District. In 1973, the district was officially listed on the *National Register* as an area of statewide significance. Jimmie Jean Cook, who had joined the Island County Historic Advisory Committee, continued her vigilance over the historic landscape, and found the time to publish a book, *A Particular Friend, Penn's Cove*, which detailed the settlement of central Whidbey Island by European-Americans. It was Cook in particular who promoted the establishment of the historic district and laid the groundwork for the future historical reserve.

Cook also helped create an additional tool for environmentalists. The Rocking K-Bar Ranch development would be one of the first projects reviewed by the county's historic district advisory committee.²⁵ Friends of Ebey's and others used the historic district designation as one more way to preserve the cultural landscape.²⁶

Keystone Spit Contested

Despite heightened concern about the historic landscape and its new status as a historic district, plans for large development projects continued to be proposed within the boundaries of the Central Whidbey Island Historic District. Backed by the U. S. Army Corps of Engineers and the Port of Coupeville, the Dillingham Development Corporation of Nevada (referred to here as "Dillingham") planned a marina on Crockett Lake in the early 1970s. The Port Commissioner quickly found several light industries eager to establish business along the shore. Crockett Lake was a brackish lake which originally spanned over five hundred acres. During the 1940s and 1950s, it was reduced by the drainage district to a ten-acre pond in order to create more farmland, and, at times due to a damaged tidegate, water levels have fluctuated ever since. It had become a refuge and stopover for migrating waterfowl, supporting between 1,200 and 1,500 ducks annually. Rare and endangered species such as river otters, bald eagles, marsh hawks, whistling swans, snowy owls, great blue herons, and shovellers had used the lake as sanctuary. Not surprisingly, environmentalists opposed the marina proposal.²⁷

The marina proposal would ultimately be dropped, but Dillingham had additional plans in the area involving Seattle real estate broker Robert Hanson of First Realty. As previously stated, the Smith farm was not the only real estate in which First Realty had invested. As he was signing the contract with the Smith family, Hanson was trying to develop Holmes Harbor on south Whidbey Island. First Realty was also a partner and agent for Dillingham at Keystone Spit near Fort Casey. The corporation had recently acquired the 1.3-mile cobble beach and spit through a merger with Foss Launch and Tug, which had a sand and gravel business and had owned the spit for years. Dillingham and First Realty united to plan "Seabreeze," a large development of single-family dwellings to be spread out along 182 lots on the spit. Despite his contract with the Smiths, Hanson turned his attention to Seabreeze, allowing the Smith development to languish until 1973. Within three more years he would leave the Smiths burdened with debts, their land undeveloped.²⁸

Starting in 1971, Dillingham began applying for permits to build on the old Chicago and Brooklyn townsites on Keystone Spit. In February 1972 the Island County Planning Commission recommended rejecting their attempt to combine the old plats to create larger lots. The developers appealed to the Island County Board of Commissioners, of which John R. Vanderzicht was chairman. Vanderzicht also happened to be a stockholder and chairman of the board of directors of Island Savings and Loan Association, which held the mortgage on Seabreeze.²⁹ Before the county commissioners acted on the appeal, Robert Hanson wrote a report to Dillingham in which he said that he had consulted with Vanderzicht about the Seabreeze project. Vanderzicht had not only stated his support of a project spurned by the planning department, but even asked for additional information to help the county commissioners overrule the planners. Hanson reported that Vanderzicht had assured his support. In April 1972, the county commissioners overruled the planning commission and gave preliminary approval to the \$2 million project.³⁰

In August 1973, Dillingham began construction of roads and service lines on the spit. Only then did the residents of the area grasp the scope of the proposed development. In response, a citizens' activist group called Save Whidbey Island For Tomorrow (SWIFT) formed. Their chief spokesperson was Al Ryan, a retired carpenter who had relocated to Whidbey Island from Los Angeles in 1971. SWIFT charged that Dillingham had not prepared an environmental impact statement as required by the new State Environmental Policy Act, which was supported by county ordinances.³¹ Although the Central Whidbey Island Historic Advisory Committee recognized that Dillingham had gotten approval for its plats before the area's inclusion in the new historic district, it, too, notified Island County Planning Director Sydney Glover of its interest in both the Keystone and the Smith development plans. The committee pointed out that if

Dillingham used federal or federally secured loans for Seabreeze, it was required to comply with the law regarding properties listed in the National Register of Historic Places. (Hanson had acquired the mortgage on the Smith farm, it should be recalled, through the Federal Land Bank.)³²

SWIFT joined with the Washington Environmental Council, the Seattle Audubon Society, and Dr. Cecil Riggall of Coupeville to file a class-action lawsuit against the county for failing to require an environmental impact statement on Seabreeze. The group hired environmental lawyer Roger Leed to represent them. The case would test the strength of the State Environmental Protection Act; if SWIFT won, Dillingham would have to submit an environmental impact statement and reapply for all permits and approvals for the project.³³ SWIFT warned of the effect that Seabreeze would have on Crockett Lake, its surrounding wetlands, and the wildlife it supported. The group pointed out that the project would further congest the Admiralty Head area, already heavily impacted by visitors using Fort Casey Historical State Park, Keystone Spit, and the nearby underwater park.³⁴

Despite the continuing court battle, Dillingham erected two model houses, installed water and sewer mains and a small road system on the south side of the spit facing Admiralty Inlet, decorating the structures with balloons and flags to attract buyers. This was the first phase of a planned development including over two hundred units.³⁵ But the Army Corps of Engineers rejected the proposed marina on Crockett Lake in 1974, which had promised to link sewage lines with Seabreeze, and this undermined Dillingham's investment in the project. The SWIFT lawsuit would finish it.

The case wore on for three years, and was settled by the Washington State Supreme Court in 1976. The court ruled that Island County planners had erred in their finding of "no significant impact," and that in fact the Keystone project threatened an important wildlife habitat. It also voided the county commissioners' decision favoring the development for the sake of the "appearance of fairness"; Commissioner Vanderzicht's personal ties to the project were clear.³⁶

SWIFT's lawsuit halted the Dillingham project in 1976 and depleted First Realty's assets. The companies boarded up the two buildings on Keystone Spit and listed the entire property for sale.³⁷ This meant that money that the Smiths had expected from Robert Hanson and First Realty would never materialize, even though Hanson had produced an elegant new plan for Ebey's Prairie in 1973.

Ebey's Prairie: Second Round

In 1973, First Realty and the Smith family attempted to address the aesthetic complaints raised by their first proposal for Ebey's Prairie. They now recognized, they said, that "sales will come as a result of [our] not destroying the very reasons for locating condominiums here." First Realty redrew its plans to minimize visual intrusions and to contain development in a "working ranch" or "ranchettes," where homes camouflaged with sod roofs would be confined to nineteen acres along the northwestern ridge of the Smith property. The Rocking K-Bar Ranch Corporation hoped that such proposed alterations would lay to rest concerns about building on the scenic Ebey's Prairie landscape. In October 1973 they presented their plans to the county planning commission, explaining to the commissioners that the northwestern ridge soils were too poor to cultivate and that the area was better suited to housing than farming. Citing high taxes, they argued that they must develop a portion of their farm in order to hold onto the rest.³⁸

Some members of the public were satisfied with the new plans, but others objected. The environmental impact statement prepared for the Smiths did not address the potential recreational uses of the ranch by the new condo dwellers, nor did it consider in detail the impact of the proposed community on county facilities. In the opinion of the Northwest National Seashore Alliance the report had expressed intentions to maintain the view unimpaired for the enjoyment of the owners, without considering the visual impact of the project from the other side of the valley.³⁹ Friends of Ebey's members praised the Smiths for trying to adapt to their concerns, but insisted that a housing development could not be hidden anywhere on the broad sweep of Ebey's Prairie. They and the new Central Whidbey Island Historic Advisory Committee also questioned if the "working ranch" would truly remain undeveloped. They reminded the commission that a national seashore might still be possible. Representative Meeds had recently informed the Island County Planning Commission that he was working with an International Joint Commission of the United States and Canada to plan an international marine park that might include the area.⁴⁰ Upon reflection the planning commission decided to postpone a decision on the plat until all had considered the environmental impact statement prepared for the project.⁴¹ Perhaps to remind environmentalists that it still controlled the property, the Rocking K-Bar Ranch posted a sign warning the public that access onto the property from the north was limited and could be revoked at any time.⁴²

The planning commission resumed public discussion of the Smith plat in the spring and summer of 1974, meeting three times amid accelerating controversy before approving the project with only minor changes.⁴³ The attorneys for the project had argued so vigorously against changes to the plans that they created doubts for some people that they

would honor their design pledge. Since most residents, including local farmers, agreed that the open landscape was worth preserving, the commission's vote to support the project was especially galling to environmentalists. Al Ryan of SWIFT accused Island County of supporting a platting department rather than a planning department, while the Northwest National Seashore Alliance could only hope that "nobody is going to be fool enough to build Levittown in the middle of the largest Historic Preservation District in the nation." Ken Pickard, twenty-three-year-old son of local businessman Herb Pickard, saw Commissioner Carl Mecklenberg⁴⁴ wink at Roberta Smith during the proceedings, as if, Pickard thought, to assure her that public testimony would not affect his vote. The Smiths and Pickards had been friends and neighbors for three generations, but this moment was something of an epiphany for Ken. He made up his mind at that moment to remain in law school (which he had considered dropping) in order to combat the pro-development forces in control of the future of Ebey's Prairie. Ken went on to study environmental law with Roger Leed at the University of Washington. He and his wife Claire became guiding forces in the Friends of Ebey's, as well as outspoken opponents of subsequent development projects proposed for the area in the decades to follow. When Ken finished law school he and Claire remained in central Whidbey Island. Earlier they had received Robert Pratt's permission to re-open Jacob Ebey's abandoned house on the ridgetop. Living within three hundred feet of Roberta Smith, the Pickards hovered over Ebey's Prairie like guardian angels--or avenging angels, depending upon one's point of view.⁴⁵

The public challenges from neighbors and the Friends of Ebey's left the Smiths hurt and angry. The Smith widows thought that other landowners might have done no differently with the property had it been theirs. Winning final county approval for their plat did not solve their financial problems; nor did they build the "ranchettes." Robert Hanson had sunk into debt on his Holmes Harbor project, and had invested heavily in Seabreeze. Now these projects were failing and he was unable to make mortgage payments or to proceed with the Rocking K-Bar development. In September 1976, Roberta Smith Hem⁴⁶ foreclosed on the mortgage at a public auction on the steps of the Island County Courthouse. Her lawyer, Chester Adair, placed the only bid. The property went into receivership for one year as Roberta and Marion, whose husband George had died in February, put up the farm and their houses as loan collateral. Because the Smith family was burdened with estate taxes and debts from the First Realty debacle, they announced that they must sell some of their land quickly. They also acknowledged that they would prefer to sell the land to a government land management agency. Adair began immediate negotiations with the state to sell the waterfront properties.⁴⁷

Ebey's Landing: Beach for Sale

Like the Smiths' lawyer Chester Adair, the Friends of Ebey's also worked toward state acquisition of Ebey's Prairie. At the advice of state and federal park planners, Ken Pickard created the Ebey's Landing Open Space Foundation (ELOSF) in March 1977, an organization established to acquire and hold conservation easements or donated land in order to "remove them from the development pressures of the market place" and to transform them from "commodities" into public resources. Its main purpose was to hold lands and interests in lands until such an agency could assume responsibility for them. ELOSF set a long-term goal to win protection for the coastal corridor from Fort Ebey to Fort Casey, including Keystone Spit, which had come perilously close to development.⁴⁸

ELOSF contacted Sid Malbon of the Bureau of Outdoor Recreation (BOR), the administrator of the Land and Water Conservation Fund (LWCF).⁴⁹ The LWCF had been established to provide matching recreation and park funds to states.⁵⁰ ELOSF initially sought matching funds to keep the Smith farm in agricultural use, but as a matter of policy the BOR encouraged projects that were easily accessible to large numbers of urban dwellers. The BOR was more enthusiastic, therefore, about the beach corridor and Keystone Spit. The federal agency did contact charitable trusts for the group in 1977, and recommended several steps that ELOSF or the Friends of Ebey's could take immediately. These included applying to the state office of archaeology and historic preservation (SHPO) for funding to acquire development rights on the Smith farm, and seeking legislative sponsors for an Ebey's Prairie conservation and historic area.⁵¹

State land management agencies offered sympathy and assistance, but little funding. Acquiring money through the LWCF took time--up to two years--and the Friends of Ebey's knew that the Smiths could not wait that long. In August 1977, the ELOSF also applied to the SHPO for a \$250,000 grant-in-aid to assist in acquiring a conservation easement or development rights for Ebey's Prairie.⁵² The request was included in the state's 1978 application for federal historic preservation funds. But in March 1978, the SHPO turned down the foundation's request, stating that it could not provide its matching share through land donations.

At this point, the local state senator Floyd ("Pat") Wanamaker (R-Tenth District) intervened in the continuing Ebey's Landing negotiations. The Wanamaker family had owned a large farm in the area of the old Crockett Donation Land Claim for two generations. They were also long-time friends of the Smith family. Wanamaker contacted Roberta Smith and asked her what she would take for the beach and bluff property. She said \$750,000. Wanamaker requested money in the 1978 budget, and he

introduced and piloted a bill through the legislature to acquire the beach corridor and bluff as a state recreation area. The bill requested \$375,000, to be matched by funds from the LWCF. On the strength of his friendships in the legislature and his strong working relationship with Charles Odegaard, the director of Washington State Parks and Recreation, the bill passed.⁵³

In November 1977, Roberta Smith Hem and her husband Arne met with the Washington State Parks and Recreation Commission to negotiate selling a strip of land up to 200 feet wide along the beach. This would secure both the beach and the trail along the top of the bluff overlooking Puget Sound. Chief planner William Bush of the Washington State Parks and Recreation Commission arranged an appraisal, and the state made an offer of \$526,000.⁵⁴ Then developer Clyde ("Bud") Wagner stepped in with a counter-offer. To understand his proposition, it would be helpful at this point to look south to Keystone Spit and the events unfolding there.⁵⁵

Keystone Spit: New Owners, SWIFT Response

After the state supreme court voided its original permits in July 1976, Lowell Dillingham of the Dillingham Corporation offered to sell the barrier beach to Edgar Scholz, an American mining engineer living in Canada, for \$350,000. Interested in the proposition, Scholz invited Bud Wagner to become a partner in the project. Wagner had opened a gas station on Whidbey Island in 1954, but soon switched to selling real estate. He was an astute businessman who knew how to maximize land values and present his goals and opinions forcefully. He was a partner in the Crockett Lake Company and in 1972 had sold Scholz 415 acres of the old Wanamaker farm, which bordered the northern half of Crockett Lake. Wagner agreed to provide half of the purchase price for the spit.⁵⁶

At the same time that Scholz and Wagner pursued their development plan, Al Ryan of SWIFT was in the process of organizing a citizens' drive for purchase of the spit as a state park. Although he had received enthusiastic endorsement from a variety of land management agencies, none had funds readily available for the purchase.⁵⁷ He suggested to the Island County planning commission that there were "millions of federal dollars" in the LWCF and the Coastal Management Fund, and that Washington's U. S. Senators Jackson and Magnuson chaired oversight committees for these departments in the Senate.⁵⁸ That year the Island County shoreline access study concluded that the county did not provide adequate shoreline access to the general public, and recommended the acquisition of the beach at Keystone Spit for use as a county or state day use area.⁵⁹

In 1976, Scholz and Wagner bought 250 acres on Keystone Spit for \$310,000. Since the court had overturned the Dillingham subdivision, the land had reverted to the old Chicago and Brooklyn plats. Combining these into five-acre building lots, the partners purchased the land in alternating lots. This, they agreed, would most equitably divide the land. The pattern of alternating lots also meant that the owners could someday file a series of short plats for each lot; only long plats, as is explained in Chapter Five, require public hearings. Now Scholz and Wagner commissioned a reappraisal of their land, which established a new value of \$3,500,000, ten times the Dillingham Corporation's original price tag.⁶⁰

Despite the sale, Island County applied to the state for the federal LWCF grant. Jan Tveten, assistant director of state parks and recreation, recommended the Keystone purchase to the Interagency Committee for Outdoor Recreation. SWIFT president Al Ryan accelerated the letter writing campaign, and distributed thousands of brochures with tear-off cards addressed to IAC. Acquisition of the spit for recreation became the state's highest priority. But the county was required to pay some of the acquisition costs, and it lacked the capital. Island County reapplied in 1978, but by then the spit had been reappraised at \$3.5 million, more than the total budget of the IAC for all land purchases earmarked by the state.⁶¹ Throughout the summer of 1978 the county attempted to negotiate an acceptable price with Scholz and Wagner. The landowners offered to donate some of the value of the spit toward the purchase price. Still no agency could afford the expenditure. The rating of Keystone Spit for federal funding fell to thirty-first out of thirty-four applications, and the county reluctantly withdrew its application in October 1978.⁶²

New Partners on Smith Property: The State Buys the Beach

Bud Wagner's offer to the Smith family on Ebey's Prairie essentially duplicated the pattern at Keystone Spit. In June 1978, he bought one-third of the farm for \$350,000. Ownership was distributed in sixty-one parcels of five acres each among Wagner and his wife Lorraine, Marion Smith, and Roberta Smith Hem.⁶³ Creation of five-acre lots did not require approval of the county. Like earlier plans for the property, Wagner proposed to build "Ebey Landing Estates" [sic] along the northwest ridge, which he knew was "prime, prime residential property." He commissioned an appraisal of the parcels by South Island County Realty; the combined value amounted to \$4,100,000.⁶⁴

The landowners now segmented ownership of the beach as well, and it was reappraised at \$1,100,000. Rejecting the state's original \$526,000 appraisal for the beach property as too low, they agreed in December 1978 to settle for \$713,000 of the \$750,000 that State Senator Pat Wanamaker had requested. After this was accomplished, most of

the remaining funds went to Albert Heath, who sold his section of the beach to the north of the Smith/Wagner beach for considerably less profit (he also donated part of the proceeds to pay legal fees for the Friends of Ebey's).⁶⁵

In the fall of 1978, the county commissioners had passed an ordinance exempting five-acre parcels from review under county platting law, something which had long occurred, but without clear legal sanction. Once Bud Wagner and the Smith family had divided the farm, they submitted short plats on many of the parcels. In response to their subsequent development efforts, the Friends of Ebey's filed a lawsuit both to prevent development and to force reconsideration of the land's zoning in light of the county comprehensive plan (this is discussed in more detail in Chapter Six).

Lloyd Meeds Steps In

One unexpected factor created hope that the remainder of the Smith Farm could be preserved. Local U. S. Representative Lloyd Meeds renewed his interest in Ebey's Landing. Long a supporter of purchasing open space and scenic easements, Meeds acknowledged that it would be "criminal" if Ebey's Landing were "allowed to slip into cluttered private development." Meeds, who announced his intention to retire by the end of 1978, began working in earnest in the spring of that year to preserve Ebey's Landing. Four units of the state park system were in the Central Whidbey Island Historic District: Fort Ebey, Rhododendron Park, the beach at Ebey's Landing, and Fort Casey. The fact that the land was near Fort Ebey State Park made protecting Ebey's Prairie a logical choice for public ownership.⁶⁶ In a pending omnibus parks bill, Meeds found an opportunity to protect the land. And in a relatively new land management category, the "reserve," he and his Washington colleagues sought to preserve open space without threatening property rights or the lifestyle of Whidbey Islanders.

The Reserve Concept

Land planners in the late 1970s had long been aware that more Americans were moving from cities to the country. This trend threatened small farm communities poorly equipped to handle the population influx. Land agencies recognized the growing need for land protection, and the decreasing availability of funds and open space. "Greenline parks" or reserves were first established in England after World War II in populated, working landscapes, and the idea spread to America.⁶⁷ Greenline parks permitted a mix of public and private ownership and intergovernmental planning and cooperation. In April 1976, the National Park Service published its Revised Land Acquisition Policy, which defined national reserves:

National Reserves (Areas of National Concern) -- Federal, State, and local governments form a special partnership around an area to be protected. Planning, implementation and maintenance is a joint effort and is based on a mutual desire to protect the resource. Under this concept, the Federal Government, through the National Park Service, may acquire core zones intended to protect and permit appropriate use of the most vital physical resources within authorized boundaries of the area. The balance of property within these areas may be protected through a combination of acquisition and management by the State and local governments, and the development of zoning or similar controls acceptable to the Secretary of the Interior.⁶⁸

Traditionally, parks were created through the purchase of private properties or out of lands in the public domain. In a reserve, the federal government encouraged rather than excluded private land ownership. The protection of core zones through the purchase of development rights could preserve an area's most important resources without fee-simple purchase.⁶⁹

The reserve concept required cooperation and partnership between federal, state and local governments, as well as private citizens and landowners, to preserve an area of national significance. Such partners would work toward a mutually acceptable plan of protecting a cultural landscape.⁷⁰

Legislation of Ebey's Landing National Historical Reserve

In February 1977, Senator Frank Church of Idaho introduced S. 791 to appropriate funds for the acquisition of a portion of the Sawtooth National Recreation Area in Idaho. By the time the 95th Congress approved the final bill in 1978, it had snowballed into one of the largest pieces of legislation ever passed affecting the national park system, the National Parks and Recreation Act of 1978. Representative Phillip Burton of California, the architect of the legislation, shepherded the omnibus bill through Congress so skillfully that one colleague likened his efforts to a "benevolent steam roller."⁷¹ Among the amendments tacked onto Church's bill was Lloyd Meed's bill to establish Ebey's Landing National Historical Reserve.

In April 1978, Meeds' aide Bill McDonald met with the Island County Board of Commissioners and citizens from Whidbey Island.⁷² As the last available open space with access to a beach, the land was ideal for public protection, McDonald reported back to Meeds, and "the time is ripe to do something about the land at Ebey's Landing." Everyone at the meeting had agreed that they wanted to keep farmland in production on Whidbey Island and to prevent housing developments from destroying the historic

scenery. But the Smith Farm would surely fall to residential development if someone did not help the family soon.⁷³

Meeds' idea of creating a reserve probably came as a result of consultations with the House Office of Legislative Counsel, although no one today remembers exactly.⁷⁴ On April 27, 1978, Meeds submitted H. R. 12423 to be inserted as a provision to H.R. 12536, the omnibus parks bill. Meeds knew that he did not want "the prairie to be a big recreation area and have the land just sit there."⁷⁵ He therefore proposed that the Central Whidbey Island Historic District be designated a national historical reserve, to be managed by county government with federal assistance; the language of the bill was later amended to designate "a unit of local government" as manager. Five million dollars would be authorized for related expenses, but lands could not be acquired without the consent of the owner. Meeds hoped that a reserve would placate local citizens "who might be concerned about big brother Federal government."⁷⁶

The advantages of a reserve were not immediately apparent to other congressmen, however. One of the initial problems with Meeds' proposal was that Ebey's Landing Reserve did not appear to be a clearly defined Park Service unit, and this could raise congressional objections. Burton wanted nothing to jeopardize a favorable vote for his parks bill. The bill was already massive, and he was concerned that further additions--especially if they were in the least bit controversial--would lose rather than gain support for the package.⁷⁷ Meeds then decided that if Burton did not object, perhaps Meeds could enlist Washington State's powerful Senator Henry M. Jackson, chairman of the Senate Energy and Natural Resource Committee, to introduce the Ebey's Landing bill on the Senate side. Then Burton could say that Jackson was "ramming it down his throat" and that he had no choice but to include it in the omnibus bill.⁷⁸

Senator Jackson and his staff regarded reserves as a way to preserve open space with a minimum of disruption to landowners. A reserve designation could provide initial federal support without threatening local autonomy. "A long-term role for the National Park Service at Ebey's Landing is not necessary," Laura Beatty, the Jackson staffer assigned to research the Ebey's Landing project, advised, "and might, in the long run, prevent any further conservation attempts in the Puget Sound."⁷⁹ The reserve idea permitted immediate protection of critical lands threatened by development, and allowed for continued federal technical assistance while transferring the management role to Island County. The greatest disadvantage to the reserve concept, Beatty concluded, was regulation. "This problem was solved in the past by simply buying everything," she said. "Without sounding trite, it's time to try a new approach . . . should [it] fail, the Secretary [of the interior] can assume management of the area and a traditional historic site approach can be pursued."⁸⁰

With such support, Meeds' amendment met no congressional opposition. Jackson attached Section 508, Ebey's Landing National Historical Reserve, as an amendment to S. B. 791. "Scoop Jackson was special," former NPS director William J. Whalen acknowledged. "We wouldn't have a lot of debate [on the bill in committee]. This was typical of the more powerful members of the committees."⁸¹

William Whalen had worked closely with Congressman Burton as General Superintendent of Golden Gate National Recreation Area, which was in Burton's district. In fact Burton, as chairman of the House Subcommittee on National Parks, had sponsored Whalen's subsequent rise to the directorship of the NPS. Whalen presided over the final phase of what has been characterized as a long, expansionary period in NPS history. He recognized that partnership parks would become increasingly prevalent. Although Ebey's Landing was far from his "radar screen," as he put it, he philosophically supported the idea, and he directed the NPS Office of Legislation to work with congressional staffers on the draft legislation.⁸²

The journey of the Ebey's Landing National Historical Reserve bill was not entirely smooth, however. The assistant interior secretary for fish and wildlife and parks, Robert L. Herbst, recognized that a cost-conscious White House was trying to restrain what some referred to as the "parks barrel bill." Under pressure from the Office of Management and Budget to perform triage on the omnibus bill, Robert Herbst shuttled between Burton and the White House, seeking compromise with each. Although Herbst was enthusiastic about creating parks near metropolitan areas, Ebey's Landing seemed less supportable than some of the other lands under consideration. Citing the lack of a federal study of the area and, in his opinion, questionable national significance, Herbst formally opposed the Meeds bill in a July 21 House subcommittee hearing.⁸³

Russell E. Dickenson, regional director of the National Park Service in Seattle, also had initial doubts about the reserve. In his previous post as NPS deputy director under Ronald Walker, Dickenson had encouraged park system consolidation rather than "unwarranted" expansionism. He was characteristically skeptical about Ebey's Landing.

Dickenson's primary objection was that Ebey's Landing lacked true national historical significance. As far as he was concerned, the proposed unit represented failure on the part of county and state agencies to resolve a land zoning issue. The real thrust of the movement to preserve Ebey's Landing was to prevent the loss of a rural landscape to the forces of suburbanization. To Dickenson, purchase of easements and development rights was at least a useful stopgap, but it was a poor substitute for fee-simple purchases of land. Many "imponderables" could surface, such as changes in administration or zoning laws, leaving managers uncertain of where they stood. Furthermore, projects such

as Ebey's Landing diluted the mission of the National Park Service. The Service, he felt, should "hold its head high" to make sure that its standards were met. With Ebey's Landing in mind, he proclaimed that "Proposition 13, passed in California and the tax mood of the country, is a clear mandate for Government to be prudent in its affairs and not get involved in beneficent programs largely outside established authorities." Later, as director of the National Park Service, a position he would assume in May 1980, Dickenson sought to move the Service away from expansionism. With increasing budgetary constraints, he fought only for additions to the park system that he considered truly meritorious; otherwise, he believed, they would bleed resources from established parks. But in the meantime, "Jackson came at me pretty strong," Dickenson admitted. "I had to find a compromise." That compromise would be to accept Ebey's Landing if it could be turned over to local control. For now, Dickenson viewed the reserve concept as a catch-all, a category to which one assigned an area when one did not know what to do with it. In years to come, however, he expressed the belief that it could be an innovative and valuable idea. If it worked on Whidbey Island, he later stated, it would probably work elsewhere as well.⁸⁴

Supported by Washington State's powerful congressmen, the Meeds bill survived, despite its relatively minor status in the omnibus package. Its fate ultimately rested less on its own merits than on powerful congressional support and a widespread desire to expedite the parks and recreation bill. With backers of the Ebey's Landing Reserve waiting anxiously, President Jimmy Carter signed Public Law 95-625 on November 10, 1978, one day before the deadline for presidential approval.

Terms of Public Law 95-625

Section 508 of the Parks and Recreation Act of 1978 (Public Law 95-625) established Ebey's Landing National Historical Reserve. Its boundaries were the same as those of the historic district established in 1973. The language of the law cited the unbroken historical record of the central Whidbey Island community "from nineteenth century exploration and settlement in Puget Sound to the present time" and emphasized four historic eras: Vancouver's exploration of the Puget Sound in 1792; the first permanent settlement on Whidbey Island, led by Isaac Ebey; the Donation Land Claim settlements and subsequent settlements; and the development of Coupeville.

Several aspects of the legislation made Ebey's Landing an unusual addition to the national park system. First of all, Ebey's Landing was the first *historical* reserve in the country. Secondly, the secretary of the interior would transfer management responsibility to state or local government (the level of government would be decided in the comprehensive planning process). Congress did not intend that the day-to-day

management and administration of the reserve remain with the National Park Service. At such time as the state or appropriate units of local government having jurisdiction over land use within the reserve had enacted appropriate zoning ordinances to protect its historic and natural features, management would be conveyed to local government. Washington State parks and other agencies already established in the area would continue to function with little impact from the reserve. The Park Service would continue to provide technical assistance and provide grants of up to fifty percent of the reserve's annual cost of operations and maintenance. If the secretary found that local authorities had failed to conform to the plan, he could assume control of the reserve.

The Act required a comprehensive plan within eighteen months to identify those areas most appropriate for 1) public use and development; 2) historic and natural preservation; and 3) private use subject to appropriate local zoning ordinances designed to protect the historical rural setting. Congress could appropriate no funds without the plan. Once it was completed, Island County would use the final document to establish appropriate zoning ordinances while NPS proceeded to implement the necessary land protection measures.⁸⁵

Another stipulation, unusual for a National Park Service area, was that lands and/or interests in lands could be acquired, but only with the consent of the owner. No condemnation could occur in the reserve. The federal government would be able to acquire a small amount of land and purchase development rights and/or architectural controls within the most critical areas under consideration in the reserve. The Act authorized \$5 million for development costs and purchase of lands and interests therein (that is, scenic easements).⁸⁶

Unmentioned in the legislation, but of some impact, was the status of the reserve within the national park system. Initially considered a full NPS unit, for four years (from 1988 to 1992) the reserve was considered an affiliated unit of the national park system. The NPS in Washington, D.C., justified this because Ebey's Landing was ultimately not to be administered by the NPS. Affiliated units are properties that are neither wholly federally owned nor directly administered by the NPS, but which utilize NPS expertise and assistance. With such a designation, Ebey's Landing sometimes failed to appear on rosters of national parks, monuments and recreation areas.⁸⁷

The Reserve Raises as Many Questions As It Answers

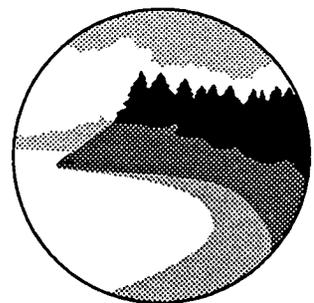
To some people on Whidbey Island, it was far from clear what had been created. Might not increased visitation destroy the rural atmosphere of Whidbey Island? How would the reserve designation permit the working cultural landscape to evolve? Would

voluntary participation and purchase of conservation easements be sufficient to maintain the character of the landscape? What, precisely, would be the role of the National Park Service? Even some members of the Park Service took a wait-and-see attitude. Traditionalists knew that lands acquired in fee-simple could be permanently controlled. Accustomed to managing parks according to familiar, Service-wide policies and standards, such people understood and preferred full federal ownership of lands under NPS administration. Anything less seemed uncertain, and unmanageable.

Because of the cooperative nature of the reserve management, protecting the historical and natural landscape in central Whidbey Island would depend heavily upon complementary local zoning ordinances and land use controls. This required continued debate among the residents. There were those who welcomed the opportunity to maintain the shrinking agricultural economy. Then again, some worried that the NPS would remove land from the local tax rolls. Others, long dissatisfied with unchecked development in Island County, had sought less to maintain local control than to bypass it. The reserve had the potential to maintain a way of life but also, some people believed, to perpetuate the classic tension between public and private rights.⁸⁸

One great irony was that Ebey's Prairie could still be developed. Once President Carter had signed the Act, the parties to the Ebey's Landing lawsuit agreed to postpone the trial in hopes that funding would become available soon. But because no money was immediately appropriated, it still remained to be seen whether the conflict between preserving open space and protecting property rights had been resolved.

CHAPTER FIVE





Chapter Five

PREPARING A COMPREHENSIVE PLAN

After passage of the reserve's legislation in November 1978, the next two years were vital in the development of the reserve. By the close of 1980, the Smith farm had new owners, and EBLA had a comprehensive plan. But these changes required patience and cooperation. The reserve concept was relatively new, and the guardians of EBLA often had to improvise during the planning phase. Some employees at the National Park Service regional office in Seattle had little knowledge of the new reserve and were even surprised by the legislation. "Park Service in the Dark," the *Everett Herald* announced, somewhat to NPS embarrassment. Spokesman Gale Brammer admitted that "we really don't have a good idea of how we will manage" Ebey's Landing. Neither, entirely, did the citizens of Whidbey Island.¹

Getting Started

In the weeks after the legislation passed, the town of Coupeville and Island County sought ways to fund the planning process and prepared an interlocal agreement to establish a citizens' planning committee for the new reserve. They understood that a successful reserve required consensus and full citizen participation in an open planning process. It was important that the local citizenry perceive the reserve as a locally initiated effort. The people who lived and worked in the area, everyone quickly agreed, should create the comprehensive plan for EBLA (to use its NPS acronym). The Island County planning director Sydney Glover and county commissioner Lou Romeo also gathered representatives from the NPS and interested local citizens to discuss how to proceed.²

Meanwhile, the NPS in Seattle assembled a multi-disciplinary task force to determine the steps required to complete the plan.³ Richard Sims of the regional office's planning and compliance division headed the team. To local planners it was apparent that the NPS team was unfamiliar with planning principles or state requirements for comprehensive plans. However, Reed Jarvis, an NPS veteran with ten years' planning experience and at the time assistant superintendent of Olympic National Park, joined a short time later. He not only provided park planning expertise; he also personally represented the Park Service at the reserve, staying on as project manager after the task force had complete its work. Well aware that the reserve was breaking new ground in NPS planning, Jarvis was immediately fascinated with the project. He formed a close working relationship with Coupeville planner Carol Delahanty and Island County assistant director of planning Leonard Madsen. They agreed that Jarvis would assist a citizens' group in creating a conceptual plan, while he simultaneously completed a comprehensive

plan based on the committee's decisions. By February 1979, the NPS task force had completed a task directive for the project. It recommended three additional planning phases: surveying and evaluating all historical and natural resources; analyzing and weighing planning alternatives; and preparing the comprehensive plan. Information on historical and natural resources was available, although further studies would be commissioned later. The planners drew upon the Huxley Report, an environmental study of central Whidbey Island, prepared by a Western Washington State College environmental planning class. The report gave the team a resource data base and it discussed protection of important visual areas within the reserve. The rest of the task directive had to be accomplished within the eighteen months allotted by the legislation.⁴

The Citizens Advisory Committee

In February 1979 the Island County Board of Commissioners and Jack McPherson, who was now the mayor of Coupeville,⁵ jointly appointed a twelve-member citizens' planning committee. It was the first of its kind in the nation. The committee represented a variety of citizens affected by the creation of the reserve. Renee Smith (of Ebey's Prairie), Len Engle and Freeman Boyer all joined to represent the farmers of central Whidbey Island. John Wardenaar, an Oak Harbor farmer, would represent a countywide perspective. The committee included people who had been actively involved in movements to protect the natural and historical landscape, such as Jimmie Jean Cook (historian) and Albert Heath (artist). Other members were Herb Pickard (businessman), Robert Jackson (realtor), George Morris (artist), Stanley Willhight (jeweler), Roger Eelkema (businessman), and Ron Van Dyk (businessman). All but Wardenaar lived within the reserve. Reed Jarvis and the citizens' committee went to work in a conference room in the Coupeville hospital.

Herb Pickard chaired the committee. Pickard was an active civic volunteer. As a long-time resident, banker, and the second-generation owner of Coupeville's only general store, Pickard knew everyone in town. Locals respected him as a true community leader. His job, he believed, was to mold the reserve into something that all local citizens could accept. "We did not want this to become a park," Pickard commented. "We were quite adamant about that. We wanted to retain the integrity of the area and have it continue as it is and was since the mid-1850s." He and the committee also realized that they must adjust to the presence of an unfamiliar bureaucracy. In a sense, Pickard believed, the committee had "two masters": its local constituency and the National Park Service. But it was important to the committee to ensure community control of the reserve. "We didn't want the National Park Service or any agency to be running the show in our particular area," Pickard stated. "There was a very strong feeling that the National Park Service would eventually end up . . . managing [the reserve] and they

would be quite overpowering because of their experience or capability, their knowledge of how to do these things. . . . The first thing I told Reed Jarvis was to get out of that monkey suit [the NPS uniform]! You scare 'em when you walk down the road! Come up here looking like a civilian. . . . We got along great after that." To Pickard's relief, Reed Jarvis quickly reassured him that his role was to facilitate park planning and land acquisitions, and he would remain as much as possible in an advisory capacity.⁶

Nonetheless, local planners, Jarvis, and NPS lands acquisition specialist Harlan Hobbs played a central role within EBLA. A few former committee members today retain the suspicion that they were there for a mere show of citizen participation, to rubber-stamp what the planning experts prepared. Yet everyone acknowledged that they relied heavily upon NPS and local planning expertise; in fact, the Island County planning department received the Planning Achievement Award of the Planning Association of Washington in 1981 for guiding the formation of Ebey's Landing NHR. Most of the committee believed that their views were incorporated into the final document, and that citizen participation was what made the reserve concept palatable to the local community. Herb Pickard's firm leadership, advisory committee members said, Reed Jarvis' flair for public relations, and the diversity of viewpoints among committee members produced a fair and balanced plan.

Learning how to operate in conjunction with a federal agency came gradually; the immediate task was to gain consensus among themselves. As a historic district, EBLA already had some procedures for local review in place. The comprehensive plans for Coupeville and Island County would provide planning policy and suggest general patterns of land use. But with no precedents to follow, developing a conceptual plan for the reserve would be challenging. The language of the legislation was general, and no detailed NPS guidelines existed that explained how to plan or manage a reserve. (Nor could NPS provide money for additional planning staff.) The committee also had the difficult task of reconciling widely divergent views regarding land management within the community. Objectives needed to be broad enough to satisfy everyone without jeopardizing the historic and rural character of the landscape. Because all meetings for the conceptual plan took place in public, they provided a forum for the local citizenry. Although attendance by the wider community was at times rather sparse, public commentary helped establish land protection priorities. The open nature of the planning process forced the committee to analyze its solutions carefully. This proved advantageous in future public hearings but could also mire it in lengthy and sometimes antagonistic debates. Developing the conceptual plan would take several months.⁷

The Conceptual Plan

The committee began its deliberations by dividing into three working groups. Local planners--Rob Harbour, Len Madsen, or Carol Delahanty--sat on each committee at various times. The groups were devoted to identifying three categories of use areas as specified in the legislation: public use and development, historic and natural preservation, and private use subject to appropriate local ordinances. The committee easily outlined natural areas; less easy to agree upon were the trade-offs necessary in conflicting overlays, where a natural area might also be historic and contain private use as well.⁸ After it prepared a map of the reserve with the types of land use indicated, it selected five "visual" or scenic areas of critical importance: Ebey's Prairie, the coastal strip, Keystone Spit, Crockett Lake and uplands, and Grasser's Hill and Lagoon. Three secondary visual areas, Smith Prairie, Coupeville, and the Fort Casey Uplands, completed the list. "We 'dropped a rock' at Ebey's Landing," said Len Engle, "and the ripple effect going away from it was how we developed the initial concept of what to preserve." NPS acquisition of scenic easements from private property owners would be concentrated in the most visually sensitive and vulnerable locations.⁹

Having identified the significant areas of the cultural landscape, the group focused on natural and historical landmarks within each area. It identified the specific components of the visual area and then, after debating and finally voting, ranked each element in order of significance and urgency. Len Engle pointed out that the major landowners in the reserve averaged nearly sixty in age, and he urged the committee to consider farmlands that were particularly vulnerable to sale. By the end of May 1979, the committee had selected eighteen areas--what one member called the "heartwood" of the reserve--as its highest priorities.¹⁰ These priorities were:

1. Ebey's Landing/Perego's Bluff and Perego's Lake/Hill Road
2. Ebey's Prairie and Valley Sides
3. Town of Coupeville
4. Fort Casey/Keystone Spit/Camp Casey Campus
5. Monroe's Landing
6. Crockett Prairie
8. Jacob Ebey Uplands and Ridge
9. Scenic Highway Routes
10. Grasser's Hill
11. Fort Ebey/Point Partridge
12. Grasser's Lagoon
13. Crockett Uplands
14. San de Fuca/West Beach Uplands
15. Fort Casey Uplands
16. Kettleholes

17. Blowers Bluff and Uplands
18. Smith Prairie

Initially considered, for the sake of completeness, but later removed from the list were Penn Cove Park, Surf N' Sands, and Libbey Road/Sierra. These were voted down as being too residentially developed.¹¹

The committee was motivated by a general desire to maintain a working community; it was therefore reluctant to encourage recreation in the manner of a traditional "park" in EBLA, particularly since the bulk of the landscape remained in private hands. It sought to reassure landowners that their privacy would be protected and that visitors would not disturb farm operations. No one wanted the community to be overwhelmed or otherwise intruded upon by inappropriate activities or excessive crowds. With the exception of public beaches and the permissible use of roads and trails, the committee selected the eighteen sites as places for low-key tourism and mostly passive appreciation of the landscape.

On the southern side of Penn Cove, the coastal strip including Ebey's Landing topped the list, followed closely by Ebey's Prairie, which was on the brink of development. Here, especially, the conceptual plan reflected compromise among committee members and the growing pressure from the Smith farm owners to develop their land. The conceptual plan permitted cluster development on the edges of the prairie, away from the prime agricultural lands. (Meanwhile, however, the NPS was attempting to limit such developments in negotiations with the Smith family and Bud Wagner. See Chapter Six.)

In addition, the plan agreed to limited recreational development on Keystone Spit, and did not rule out private development there. The conceptual plan recognized Coupeville as the urban nucleus of the reserve and acknowledged its unique historic atmosphere; the reserve needed a central point to which people could gravitate, and Coupeville was the logical spot. Generally, management of the scenic highways was not an issue, because the committee members felt that the county and state would handle highway maintenance. The NPS would provide scenic pullouts and interpretive signs.¹²

Lands on the north side of Penn Cove were more controversial, and the kettleholes, Grasser's Hill, Monroe's Landing, and Blower's Bluff stimulated lengthy debate. To some committee members, these areas seemed remote from Ebey's Prairie and the original purpose of the reserve. But the committee agreed that the usual tour of the area included a circuit around Penn Cove; both Monroe's Landing and Blower's Bluff gave people a different visual perspective of Coupeville and the cove. These areas

were clearly part of the historical landscape. Monroe's Landing, in particular, had once supported an Indian settlement and also offered a rare swimming beach on Penn Cove. The committee recognized that some spots were probably in safe hands for the time being. Monroe's Landing was a county road end, with private land to the east, and had become de facto a public swimming beach. (Island County later planned to purchase Monroe's Landing Spit in 1995.)¹³ Blower's Bluff, a broad, green open space at the eastern edge of Penn Cove, was a stable and financially secure dairy farm. While it would make the preservation list, it would be a low priority. The kettleholes on the western end of the cove formed a unique, glacially-formed geological feature situated in scenic open space. If one wanted to take the long view, Island County Assistant Planning Director Len Madsen quipped, here was a historical landscape 13,000 years old.¹⁴

The conceptual plan noted that, aside from the purchase of conservation easements, the federal government would rely upon local zoning ordinances to preserve the character of the landscape. Cluster zoning would help protect open spaces by concentrating development in areas already developed or platted. The Coupeville Historic Review Board and the Central Whidbey Island Historic Advisory Committee would continue to review historic design, permits, and rezone requests. Scenic and interpretive pullouts would be provided in key areas, and the trail along the west shore of the island extended north and south and maintained. Maintenance and operation of the reserve was to be the responsibility of the appropriate local and state agencies, with grants from the NPS of up to fifty percent of operational costs, as called for in the enabling legislation.

Out of concern for local control, the committee recommended that the reserve be managed by a trust board, consisting of ten representatives selected by Coupeville, Island County, Washington State, and the National Park Service (this was later reduced to nine members when the representative from the state Department of Natural Resources Economic Division was dropped).¹⁵ In part, the trust board idea was intended to resolve two seemingly contradictory points of view: the county's, which wanted to maintain strong local control, and the Park Service's, which had a mandate to maintain oversight.¹⁶ The trust board would function as an advisory board to the governmental partners, and as an arm of county government. Once Para. (c) of Sec. 508 of P.L. 95-625 had been satisfied ("At such time as . . . local government . . . [has] enacted such zoning ordinances or other land use controls which . . . will protect and preserve the historic and natural features of the area in accordance with the comprehensive plan . . ."), the NPS was to convey full management responsibilities to this trust board. At that point the NPS representative would cease to be a project manager, leaving day-to-day operations to the reserve trust board.

Ebey's Landing Suddenly Expands

In the process of evaluating the EBLA landscape, the committee made one assumption that considerably expanded the size of the reserve, at least on paper. Jimmie Jean Cook's 1972 historic district nomination referred only to eight thousand acres surrounding Penn Cove, as did P. L. 95-625 (Congress had mentioned no specific boundaries). But this figure was incorrect. In fact, the land totalled 13,100 acres, and if Penn Cove itself were included, the reserve spanned 17,400 acres. The committee decided to define the cultural landscape in its entirety. It informally extended the boundary line of EBLA across the mouth of Penn Cove, from Snakelum Point to Blower's Bluff. Recognizing Penn Cove as an integral part of the cultural landscape would later have implications for shoreline developments.¹⁷

Conceptual Plan Completed

At the request of the Island County Planning Department, local historian Kristin Ravetz drafted an environmental impact statement evaluating the plan under SEPA guidelines. By the New Year, 1980, the citizens' conceptual plan was ready for adoption by the Island County Board of Commissioners. In public hearings, some local farmers worried that selling development rights was not "fair to the kids," but a consensus emerged that such sales were a far better way to preserve farmlands than zoning, which Freeman Boyer likened to "stealing."¹⁸ Of primary concern to other participants was the limited development the plan permitted on Ebey's Prairie and Keystone Spit, which they had hoped to eliminate altogether. Of all the committee members, only Renee Smith was unhappy with the planning document. Despite repeated reassurances from Reed Jarvis, Smith felt that the government would force landowners to sell "for a song," and she resented the NPS request for a moratorium on development in the prairie (discussed in Chapter Six). But the majority of the committee accepted the document. Having done its work, it turned the next phase over to the local and federal planners and disbanded.¹⁹

Comprehensive Plan

The National Park Service now had four months to complete a comprehensive plan in order to meet the eighteen-month deadline specified by Congress. The job was relatively straightforward at this point, requiring only the selection of the best strategies within existing laws, regulations and policies to complement the work of the citizens advisory committee. Because acquisition of land or land rights would be on a willing seller/willing buyer basis, the plan named no specific private lands for acquisition--with one exception. It noted the centrality of the Smith Farm to the reserve, admitting that the reserve would be severely compromised without it. The plan also estimated that 150-

200 acres of land for wayside exhibits would be purchased in fee simple, along with another 2000 to 2500 critical acres in a combination of fee simple and scenic easements. As clearly stated in EBLA's enabling legislation, no lands would be acquired through condemnation.²⁰

The plan listed the governmental agencies to be involved, to varying degrees, in reserve matters.²¹ Island County and the town of Coupeville agreed to prepare ordinances and controls to protect the integrity of the reserve, and to adopt the Ebey's Landing document as an element of their comprehensive planning process. The EBLA comprehensive plan reiterated that the bulk of responsibility fell to local governments to provide fire and police protection, roadside maintenance, land-use planning, enforcement of zoning ordinances, and sanitation. The EBLA trust board had responsibility to set matters of policy, but the comprehensive plan acknowledged that the transfer of full responsibility would be gradual. This in fact was the case; the trust board officially assumed its permanent management role in 1988. On May 19, 1980, the Island County Board of Commissioners endorsed the plan.

Interior Secretary Cecil Andrus, who received the finished EBLA plan a month ahead of the deadline, sent it to Congress by July 1980. Once Congress approved the plan, it could appropriate the \$5 million budget, and the NPS could begin implementing land acquisition.

But the appropriation had been dropped from the 1981 congressional budget. Once again, postponed funding was a source of tremendous strain as the Smith Farm verged on development.

County Zoning, County Comprehensive Plan

Before discussing the major acquisitions of scenic easements and development rights in Ebey's Landing National Historical Reserve, it is important to discuss the Island County planning process and changes in the county's zoning ordinances during the 1970s and 1980s. Washington State enables such planning and zoning through RCW 36.70. No such mechanism was available to the National Park Service, which relied upon Island County to adopt effective, compatible planning objectives. The reserve's enabling legislation specifically stated that an important element of land preservation in the reserve would be local planning and zoning that complemented the EBLA comprehensive plan. Management of the reserve could not be turned over to local control by the NPS until protective ordinances were in place. Of course, many people in central Whidbey Island viewed the reserve as an opportunity to complement and effect county planning objectives.²²

In 1972, the Island County Board of Commissioners had authorized a budget to develop a comprehensive plan and a permanent zoning ordinance. The planning department solicited citizen participation in this process, and by August 1977 adopted a comprehensive plan recognizing the Central Whidbey Island Historic District as a special planning concern. The plan stated that the historic district presented "unique opportunities for preservation . . . within particularly critical or sensitive areas of the district." The legislation of EBLA one year later provided a means for the community to realize its objectives.²³

Another major step toward the community's goals came in 1984, when the ordinances and standards covering land use in Island County were revised. The county altered its comprehensive plan and developed a new zoning ordinance for short plats, planned residential developments and site plan reviews. It approved a land use review ordinance covering development permit applications, and created a hearing examiner system. While not actually a regulatory document, the Island County comprehensive plan constituted the policy that guided the development of ordinances and administrative, quasi-judicial and legislative decisions regarding land use in the county. The plan stressed the maintenance of Island County's rural character through the preservation of open space, encouraging the continued existence of agricultural and rural uses and guiding residential and commercial growth into or around existing clusters of similar development.²⁴

The new zoning ordinance was applicable to the reserve in a number of ways. The ordinance tried to identify and protect the most important "resource lands" such as agricultural and forestry lands, wildlife habitat, wetlands, and recharge areas (places that collect and absorb or retain rainwater). It provided for retention of scenic corridors, which allowed the county to consider and protect those areas deemed to have visual value. It emphasized clustered development rather than traditional large-lot development. By providing incentives in the form of density bonuses, the county could preserve the rural feeling of the area and protect wetlands, forests, and agricultural land. Many people felt that this method was preferable to aggressive pursuit of lower development densities. It would divert development pressure from sensitive lands to more suitable land. The concept of "clustering" included concentrating development within an individual parcel as well as on the larger, island-wide scale. An important tool on the smaller scale was the transfer of development rights (TDR).²⁵ It permitted a landowner within resource lands as described above to sell his/her development rights to owners of less sensitive residential lands. The hoped-for result was that such resource lands would remain protected, while residential lands were developed at a higher density than would otherwise have been allowed. Although the county had ultimate approval, the program permitted private negotiations between landowners. A developer could

negotiate with other landowners for their development rights and dramatically increase the density of his/her planned or proposed development. Such zoning provisions offered opportunities to land trusts and other land stewards to liquidate development rights on eligible farms and forest lands in exchange for conservation easements to protect these lands from further development.²⁶

A brief discussion of platting may also be useful. The two types of land subdivision typically used by private landowners in Island County were called the long plat and the short plat. A long plat or subdivision referred to the creation of five or more lots. The standards for development of a long plat required fairly wide, paved roads, a water system, and drainage facilities. It also required public hearings.²⁷ The short plat system was the most widely used method of lot creation. It was an administrative process for creating four or fewer parcels; it did not require the same level of planning for utilities or roads, and usually required no public hearing. An unlimited number of lots could be created by filing contiguous four-lot short plats.²⁸

As Island County rewrote its land use policies, the NPS was preparing a list of landowners with whom it would attempt to negotiate for scenic easements in Ebey's Landing National Historical Reserve. This was to absorb the attention of Harlan Hobbs and Reed Jarvis for a number of years.

CHAPTER SIX





Chapter Six

LAND ACQUISITION AND PROTECTION

By the end of 1992, 1,350 acres of the 17,400 acre reserve had been protected by scenic easements or fee acquisition. The National Park Service is still in the process of negotiating purchases of conservation easements with private landowners. Piece by piece, as funding and landowner interest coincide, protection of historic and scenic viewsheds in the reserve increases. The Smith Farm case illustrates the effort required to satisfy both landowners and the goals of the EBLA comprehensive plan. The negotiations for this farm were conducted under pressure; in a polarized atmosphere that one analyst referred to as "environmental brinkmanship," the process nearly fell apart. Yet the final outcome pleased many people. This chapter will detail the Smith Farm settlement, and provide an overview of the land acquisition program and major land negotiations in the reserve to the present.¹

"Our Own Little Gaza Strip"

Despite the sale of the Smiths' beach to the state in 1978, the conflict over development on Ebey's Prairie continued. In what one newspaper dubbed "the little spat on the prairie," the two main parties feuding over development on the prairie, the Smith Farm owners and the Friends of Ebey's, turned several times to the courts to resolve their differences.² To the Friends of Ebey's, the new "checkerboard" pattern of ownership on the Smith Farm was intended to circumvent planning laws and raise the value of the property. But as far as Bud Wagner was concerned, he was helping the Smith widows; the checkerboard division of the land had simply distributed the land equitably among the owners. With such strong positions, both sides grew increasingly frustrated with each other.³

In July 1978, the landowners submitted short plats for the northwest ridge and the bluff along the beach.⁴ Potentially, each parcel of these 18 parcels could be subdivided into a total of 72 lots. In August the county planners denied the request, citing the Island County comprehensive plan's designation of the land as agricultural as the reason for denial. At the same time, county prosecutor David Thiele questioned the custom of exempting the division of tracts of five or more acres from long platting requirements. The five-acre exemption, he argued, had continued only by custom, not by law. But the Island County commissioners upheld the practice, since they felt that precedents had been set. Bud Wagner received a permit that would allow him to cut a road across the farm, with access to all 61 parcels.⁵

In consternation, Ken and Claire Pickard kept watch on these developments from their home on the ridge. The thought of a road crossing the open fields was too much. In September 1978, Friends of Ebey's attorney Roger Leed filed their lawsuit, naming not only the farm's owners, but the Island County commissioners and planning director Syd Glover in the suit as well. In the suit, Leed requested an immediate injunction against further road building. He also requested a reconsideration of Scholz and Wagner's division of both Ebey's Prairie and Keystone Spit, and accused the developers of an unlawful civil conspiracy to defraud the public by artificially inflating the value of their lands. The main issue, Leed told reporters, was "whether a county comprehensive plan is law once it has been adopted--whether or not a county has updated its zoning to conform with the plan."⁶

Bud Wagner "couldn't have been more shocked," he said, and was particularly puzzled about the complaint regarding the Keystone division, since the land had not been altered, or even staked. He also insisted that he had only good intentions for the development of Ebey's Prairie. He claimed that the state parks department needed a road to the bluff if the beach were to be made accessible to the public. But state assistant parks director Jan Tveten denied the need for more roads on Ebey's Prairie, and the state deputy attorney general, Malachi Murphy, scoffed at Wagner's characterization of the road as a good-will gesture. "That's baloney," he told reporters; "they've done it for purely practical business reasons." However, a Snohomish County Superior Court judge assigned to the case denied the preliminary injunction to stop road building because Wagner and the Smiths assured the court that they did not intend further construction. A trial was set for December 1978 to decide the remaining issues.⁷

When the Parks and Recreation Act establishing the reserve passed in November 1978, hopes rose on all sides for a solution to the Smith Farm issue. With a \$5 million authorization, many thought that the National Park Service could resolve the conflict quickly. A crop of alfalfa sprouted on the farm over the spring as the litigants waited to see what the NPS would offer. But by July 1979, no money had come from Congress; nor could it, until the EBLA comprehensive plan was complete. In the same month Snohomish Superior Court Judge Dennis Britt ruled that the landowners had legally divided the land, and the county issued Bud Wagner a permit to resume road building on the farm. In desperation, the Friends of Ebey's appealed the decision.⁸

But Bud Wagner was now determined to finish his project. On September 20, 1979, he warned in a letter to the *Whidbey News-Times* that "by the time you read this, the heart of the Ebey's Landing Historical District will be destroyed." Indeed, that day a giant yellow earthmover began to cut across the prairie. Wagner expected to add access spurs to all 61 parcels, which he and the Smith sisters-in-law would then sell

undeveloped. "I hate to do this," Wagner said, but all of his proposals had been "denied, delayed or postponed" by the county:

I'm scared to death that [the county] will down-zone our land and then the historic reserve people would come around and offer to buy the development rights, but by then the value of the development rights would be practically nothing.

He had already agreed, he said, to sell six parcels overlooking the beach for more than \$700,000. With the potential for 24 houses strung out along the strip, the view to Puget Sound would be permanently impaired. If Island County had promptly approved development plans for the ridge, Wagner stated to reporters, this would not have been necessary.⁹

Fuming at Wagner's "unreasonableness" when the land was "on the verge" of being paid for, the Friends of Ebey's speedily filed an emergency injunction pending appeal from the state supreme court.¹⁰ This held for a few weeks; however, the court decided to permit the road work to continue, at least until the older lawsuit regarding the division of the farm was finally settled. Acting NPS Regional Director Edward Kurtz requested that the county commissioners impose a one-year moratorium to halt the developments on the farm and to allow the citizens' advisory committee to complete its work.¹¹ The commissioners mulled this over but decided that a moratorium would be legal but too controversial. A letter to the commission from eleven local farmers, including some on the reserve's citizens' advisory committee, cautioned the commissioners to remember that farmers must be able to develop their agriculturally marginal lands. Although they offered no ideas, they requested a resolution to the stand-off on the prairie. The letter prompted the commissioners to establish a mediation committee in November 1979. It consisted of EBLA project manager Reed Jarvis, county commissioner Lou Romeo, county planning director Syd Glover, SWIFT leader Al Ryan, *Whidbey News-Times* reporter Dave Pinkham, Roberta Smith,¹² and Bud Wagner. For the duration Bud Wagner voluntarily suspended excavations.¹³

On the negotiating committee, Reed Jarvis attempted to give something to each faction. "[The NPS] came into a community where the sides had been dug in for years . . ." he told reporters. "We had our own little Gaza Strip here. You can't negotiate if you're polarized to such an extent that the only time you can communicate is through your lawyers in court." He said that some sort of development appeared inevitable on Ebey's Prairie; only the scope remained in question. He proposed to permit the sale of five-acre and ten-acre tracts on the prairie floor, trading densities there for more intensive development on the northwest ridge.¹⁴ The NPS could then approach the new

landowners on the prairie floor and offer to buy their development rights, perhaps allowing one house to be built on each tract. Jarvis admitted that it would be hard for "purists" to accept, but that the idea was realistic. Roberta Smith appreciated his pragmatism, but Al Ryan and the Friends of Ebey's were angry. To them, the arrangement amounted to subsidizing a subdivision with reserve funds, and violated the spirit of the Island County comprehensive plan. Albert Heath prepared mylar overlays dramatically illustrating what the development would look like, helping to solidify opposition to the proposed plans. Al Ryan would not agree to less than twenty-acre parcels on the prairie floor and the compromise failed.¹⁵

Privately, Jarvis counted on public outrage to stop the ensuing development of the prairie. He knew that the land would be worth more to the Smiths and Wagner with the roads completed. But he also hoped that public reaction to the earth movers would strengthen the Service's position and perhaps strike Wagner's conscience. It was also becoming apparent that the NPS would have to purchase the farm if it wanted to preserve the prairie. This was a departure from original NPS plans to purchase conservation easements only, but the Smiths and Wagner wanted to sell in fee-simple. Besides, Jarvis believed, the Service could offer Wagner a quick conclusion to his plans. He would have to open a land office and sell all the lots individually, whereas the NPS could buy the property in its entirety. Increasing Jarvis' urgency to complete an agreement was the realization that, if it were not settled quickly, pressure from potential purchasers might spiral the land values out of the Service's reach.¹⁶

The NPS already had to contend with those six sales in escrow on the beachfront. For the people who had contracted to purchase the lots, however, the future looked uncertain. In meetings with Jarvis, NPS lands acquisition specialist Harlan Hobbs, and Island County planners, the buyers sensed the reluctance of the land agencies to let the area go to development. At least one also believed that Wagner never intended to sell because he knew the government would purchase the land. Certainly Jarvis and Hobbs made no secret that they believed that the sales were not in the public interest. In reality, the sales were questionable. Because of the Friends of Ebey's appeal regarding the legality of subdividing the farm, the title company had listed the organization's lawsuit as an exception to title. Anyone purchasing a tract would have title conflicts if the courts ruled that the farm division was illegal. Primarily because of the clouded titles, the six land deals, which were set to close January 2, 1980, fell through.¹⁷

The Smiths and Wagner had retained the option to sell the entire property to the NPS. But the NPS had informed them that, if it could not purchase the entire farm, it might not buy anything. After the beach sales collapsed, Bud Wagner immediately sought a court order from Judge Britt requiring that the Friends of Ebey's post a \$700,000 bond.

The bond would compensate the farm owners for potential losses of sales in the event that the Friends of Ebey's lost their appeal to the State Supreme Court. Britt agreed to the bond, but lowered the amount to \$200,000, which the Friends of Ebey's could not post. Because of this and the fact that the reserve still had not received its congressional appropriation, Wagner and Roberta Smith quit the negotiating team in February 1980. Their attorney announced that compromise had been lost due to "continued preservationist opposition to reasonable development in the area." The landowners would put all of their lots on the market, regardless of the title issue. "For Sale" signs sprang up on Ebey's Prairie, and an ad placed in the newspapers announced "Now at last you too can own land on Ebey Landing [sic]."¹⁸

Funding for EBLA Delayed

By this time, it was clear that the NPS must act quickly. Charles Odegaard, former director of the Washington State Parks and Recreation Commission and newly appointed deputy regional director of the NPS in Seattle, announced that the NPS would purchase the Smith Farm outright in order to prevent development.¹⁹

But attempts by President Carter's administration to balance the federal budget had eliminated the EBLA appropriation. That year the Land and Water Conservation Fund was reduced by seventy percent and was stretched thin to accommodate the needs of all the federal agencies requesting monies. Anxious NPS officials in Seattle contacted the Trust for Public Lands and The Nature Conservancy in hopes that one of these could purchase and temporarily hold the Smith Farm. But even these organizations required assurances that an appropriation was imminent.²⁰

In the meantime, Washington's state and federal representatives were pushing for an emergency congressional appropriation. State Senator Pat Wanamaker submitted a resolution to the Washington State Senate urging Congress to appropriate the \$5 million. In April 1980, U. S. Representative Al Swift (D-Bellingham), who succeeded Lloyd Meeds in District Two, and U. S. Senators Warren G. Magnuson and Henry M. Jackson contacted their respective Interior Appropriations Subcommittee chairmen requesting the appropriation for fiscal year 1981. To everyone's great relief, the House subcommittee restored \$2.4 million in June 1980, specifically to purchase the Smith Farm. Jarvis, Hobbs, and the NPS attorneys proceeded to negotiate with the landowners for a combination of fee-simple and a donation, which would benefit the community and reduce the sellers' taxes on the capital gains. In the fall of 1980, they settled on a cash payment of \$2.4 million, although the NPS had no actual funds in hand. Magnuson's assistant, Ed Sheets, rushed in October 1980 to secure appropriations before the 1980 presidential election and a potential change in administration. Sheets' family owned

property on south Whidbey Island and he had hiked the trail at Ebey's Landing; the reserve was one of his favorite projects. Besides, "these were the kinds of things that Magnuson liked to do for the state. . . . He was eager for projects with local community support . . . We had an in-house joke," Sheets laughed:

Magnuson tried to have an even-handed approach on the Appropriations Committee, and funds would be equally divided: one-half for Washington, the other half for the rest of the country.

The Senate Appropriations Committee approved the appropriation, and because Congress had recessed, the Senate passed a special measure in September to permit the NPS to commit the money.²¹

When she heard the news, a stunned Roberta Smith told reporters: "Just a moment. I have to sit down." Shortly afterwards, the State Court of Appeals ruled that the Smith Farm division was legal. Wagner announced that he would now sell to the National Park Service.²²

"Both Sides Are To Be Respected"

After more than a decade of difficult work and sometimes painful confrontation, the major conflict on the prairie ended.²³ On a bright October Sunday in 1980, a large crowd gathered on the bluffs above Ebey's Prairie to witness a long-awaited occasion. With a sedate but elated Reed Jarvis acting as master of ceremonies, local citizens and representatives from every level of government applauded as the farm owners and Russ Dickenson, newly appointed director of the National Park Service, signed the sales contract. One Coupeville resident noted: "I've never seen everyone on both sides of the issue smiling, all at the same time."²⁴ *Whidbey News-Times* reporter Dave Pinkham commented eloquently, "It couldn't have been easy for Roberta [Smith] to stand there Sunday alongside her adversaries." He continued:

She wasn't surrounded by allies as the environmentalists were--her courage is to be respected. Both sides are to be respected. The battle did not always bring out the best in the actors involved. But that is often the case with verbal and legal battles. Wounds may leave scars, but they do heal. . . . All the interpersonal conflicts . . . pale by comparison to the real issue: the prairie.²⁵

In 1985, Governor John D. Spellman awarded the Friends of Ebey's the Washington State Ecological Commission's Environmental Excellence Award.

The Terms of the Smith Farm Sale

The Service agreed in October 1980 to purchase 293 acres from Wagner and the Smiths for \$2.4 million, leaving a parcel on the northwest ridge for Marion Smith's use; Roberta Smith already owned a home on the ridge. Hobbs and Jarvis did not seek to acquire scenic easements on these properties. They understood that Marion Smith would keep her land for a home herself and perhaps to build one other home.²⁶

Roberta's son Bill and his wife Renee retained twenty acres surrounding the old Gould farmhouse, in the center of the prairie where they lived. The NPS acquired a scenic easement on this holding. Bill and his brother Steve leased back the entire farm from the NPS for three years. Part of their agreement with the federal government was that they would restore the farmland and obliterate the roads that Bud Wagner had constructed.²⁷

Before the congressional appropriation for land acquisition came through, Reed Jarvis was approaching landowners to discuss acquisition of scenic easements or development rights within the reserve. Jarvis and realty specialist Hobbs knew that if the NPS were to purchase the Smith Farm outright, they could offer the land in exchange for rights on other important parcels in Ebey's Prairie. Such trades had been accomplished before in the NPS, but creativity now was especially important, given the shortage of funds for the reserve. The highest priority was other lands on Isaac Ebey's prairie. The most logical choice, Hobbs believed, was to offer the Smith Farm to neighboring farmers Al and Roger Sherman, who owned around 270 acres on the prairie, including the northeast quarter of the original Isaac Ebey Donation Land Claim.

Not everyone was pleased with this decision. Although all the farm families in the area were old friends, the negotiation appeared uncompetitive to some people. For example, some members of the extended Engle family believed that they, too, owned important portions of the prairie vista, and would have welcomed the opportunity to acquire the Smith Farm. Len Engle, in particular, whose father, Bob Engle, Sr., owned a large parcel on the eastern uplands of the prairie, would have liked to own the Smith Farm.²⁸ Then there was Burton Engle, who, in tandem with Robert Pratt, owned almost all of the southeast quarter of the Isaac Ebey claim (the two men also separately owned major properties adjoining Ebey's Prairie and land along the beach). But Robert Engle, Sr.'s land was farther from the heart of the prairie than the Shermans' farm. And Burton Engle, who felt uncomfortable with the idea of encumbering his land with easements, would not negotiate with the Service. Nor would Robert Pratt. In Hobbs' and Jarvis' opinion, the Sherman exchange was the only viable option.²⁹

A scenic easement on a farm had to take into account the unified cultural landscape and what constituted appropriate land uses for that area. But it should not hamper effective farm operations. As best he could, Harlan Hobbs tailored the terms and conditions of the scenic easements to meet the needs of the landowners and protect the reserve. Early drafts of the Sherman agreement raised concerns among the Shermans because the language, meant to eliminate the possibility of inappropriate land uses, seemed to interfere with the day-to-day operation of the farm. Hobbs broadened it to permit reasonable changes in agricultural uses and practices. Hobbs and the Shermans also negotiated terms to provide some development to accommodate the younger generation and future expansion of the farm. Space around the dairy was set aside for expanding farm infrastructure. In negotiating for the Smith Farm, the Shermans agreed to convey a scenic easement on 270 acres of their farmlands, for which the Service paid the Shermans \$85,000 in addition to conveying title to the Smith Farm. The arrangement kept the Smith Farm in agriculture and put the property back on the county tax rolls.³⁰ By 1984, three-quarters of the reserve centerpiece, Isaac Ebey's claim, was protected by scenic easements.³¹

The EBLA Land Protection Plan

With the Smith Farm secured, Harlan Hobbs could now turn his attention to other lands within the reserve. In 1982, a new Interior Department policy required land protection plans (LPPs) to be prepared for all NPS units containing private or non-federal land within their boundaries. The LPP for EBLA, which Jarvis and Hobbs prepared in 1984, listed the specific tracts of land to be protected within the reserve, the justification or reasons behind these decisions, and the methods with which the NPS regional lands division would acquire these rights. This phase of land protection planning initially involved no public participation, but EBLA's trust board members later offered suggestions and comments to the NPS.³²

The goals and objectives stated in the EBLA comprehensive plan were broad enough to allow NPS discretion in its implementation. Therefore the LPP did not follow the comprehensive plan, with its list of eighteen priorities, item for item. Some of the areas listed in the comprehensive plan were beyond NPS scope, such as the town of Coupeville, which had its own protections in place. Areas such as Fort Ebey State Park or the scenic highways were either protected by other jurisdictions or were under no immediate threat. The NPS negotiated acquisitions on the basis of available funding, protections and controls already in place, and susceptibility to development. It concentrated on the vital "core zones" in the reserve, as described in the EBLA comprehensive plan, and it worked to acquire contiguous parcels in these zones. Four critical general areas, Hobbs and Jarvis concluded, required immediate attention. Listed

by priority, they were: 1) Ebey's Prairie, 2) Keystone Spit-Crockett Lake Uplands, 3) the coastal strip from Fort Ebey to Fort Casey, and 4) Grasser's Hill and Lagoon. While the Service's primary means of land protection was the acquisition of scenic easements in critical areas identified in the EBLA comprehensive plan, it did attempt to purchase in fee-simple title small parcels for wayside exhibits. The EBLA interpretive prospectus, prepared in 1982 (discussed in Chapter Eight), described the wayside plan in detail.³³

NPS policy requires that land protection plans be reviewed every two years. The LPP for EBLA was revised in 1990 to reflect changes in ownership and acreages that were omitted from the original plan. A few less significant tracts in the Crockett Lake/Keystone Spit area were relegated to a lower priority. At this writing, the trust board is reviewing the plan once more, reflecting its interest in protecting previously identified parcels and in providing lands for recreational needs such as trails.³⁴ Appendix One is taken from the updated LPP and lists the NPS acquisition priorities for the reserve. The following sections describe acquisitions completed as of 1992.

Major Acquisitions

The sites identified for protection individually posed different challenges to Harlan Hobbs (who in 1984 became NPS regional chief of lands). While Grasser's Hill was unusable for agriculture and required a complex easement to protect the parcel's scenic qualities, the Smith Farm agreement was simpler to devise. Hobbs formulated and guided the process, working in tandem with Reed Jarvis. With only \$1.9 million remaining at the beginning of 1984, they proceeded cautiously.³⁵ If a high-priority parcel was unavailable or priced too high, they moved on to a lower priority. In easement negotiations, they sometimes found themselves at a disadvantage, because landowners were aware of what they wanted and how much money they had to spend. Landowners could try to pressure the Park Service by announcing intentions to develop their land. One journalist observed that the "need to douse these brush fires has left the Park Service vulnerable to the charge of enriching speculators while depending on the goodwill of farmers for their land."³⁶ Yet the fact that the public knew the Service's intentions, and that it had no authority to condemn property, probably also made the NPS appear less threatening to the community.³⁷

Priority I Acquisitions

A. Ebey's Prairie:

Although the coastal strip that included Ebey's Landing/Perego's Bluff and Lake and Hill Road was listed as the number one priority in the Citizens' Conceptual Plan,

these areas were either already protected, unavailable because of unwilling sellers, or under less developmental threat than Ebey's Prairie. Thus Hobbs and Jarvis raised the prairie and adjacent lands to their top priority for acquisition of scenic easements.

The team informally evaluated this landscape using as primary control a viewpoint on the northwest ridge overlooking Ebey's Prairie. This spot was where a proposed wayside would be installed, near Sunnyside Cemetery. Facing east across the prairie, the order of priority for easements became the near foreground (the Smith Farm to Ebey's Landing), the middle ground (from Ebey's Landing Road to Engle Road, which was the boundary of Isaac Ebey's historic Donation Land Claim), and the background, which included lands immediately east of Engle Road.³⁸ Jarvis established a secondary viewpoint and landscape control facing west, at a roadside pull-off on the west side of Engle Road near the historic Jenne house. From there the sweep of the bluffs rated the highest in scenic value; the middle ground, including the Smith Farm and the Sherman Farm, was next in importance; and the broad view across the ridge beyond the Smith Farm rated third.

The major acquisitions under the priority one category, then, were the Sherman and Smith Farm easements, discussed earlier in this chapter. The NPS acquired the scenic easement on the Alan Hancock (1984) and Robert Hancock properties (1986), but, as of 1993, no agreements have been reached with either Burton Engle or Robert Pratt, the other property owners identified as first priority in the initial land protection plan.

B. Coastal Strip and Bluff:

The only private landowner in this area from whom the NPS has acquired an easement to date is Albert Heath. Heath's 125-acre parcel originally contained 3000 feet of waterfront and bluff. This land was located one-half mile northwest of Ebey's Prairie and one mile west of Coupeville, and stretched from the waterfront at Perego's Lagoon to State Highway 20.

As discussed in Chapter Four, Heath sold his beach property to the State in 1978. Although he moved to the mainland in the early 1980s, Heath remained concerned about the scenic beauty of the area. In 1983, for \$100,000, he sold to the NPS the bluff portion of his property from the bluff trail to the tideline, as well as a scenic easement along a narrow fifty-foot strip northeast of the bluff trail. These two tracts amounted to around twenty-one acres. That same year Heath also granted an easement on a twenty-acre strip of land north of the bluff hiking trail to the Trust for Public Lands, which in 1986 conveyed its interest to the Whidbey-Camano Land Trust, a local nonprofit organization established in 1986.³⁹

Heath decided to sell his remaining five ten-acre tracts. Four of these tracts fronted the bluff trail. After verbally agreeing to scenic restrictions on one tract, Heath sold it to Larry Hill, who built a house consistent with the terms of the agreement. To Heath, the house nonetheless intruded upon the landscape. On his other four tracts, therefore, Heath created and donated more stringent scenic easements to the Whidbey-Camano Land Trust. These easements required anyone who built on the tracts to remain within a specific envelope where the building would be hidden from view, and restrictions on removing vegetation were also incorporated into the easement language. (See chapter nine for a discussion of monitoring these easements.)

One other small parcel in this area is worth mentioning. The Beppler family owned almost twenty acres of coastal bluff and forest just south of Fort Ebey State Park. Someday, it was hoped, the reserve hiking trail would cross their land. In 1985 the family volunteered to down-zone their "rural residential" land to "forest management" in exchange for the newly-available certificates for the transfer of development rights (TDRs), which they could then sell, according to the new Island County zoning code. After nearly a year's delay, the county ironed out a policy glitch and the Bepplers sold most of their development rights to a private individual.⁴⁰ This was one of the first attempts to apply the new TDR option in Island County.

C. Interpretive Sites:

The interpretive prospectus (1982) identified certain viewpoints as ideal for the installation of waysides. The Coupeville Wharf wayside was a top priority, and the first the NPS installed, and the town and port of Coupeville had given the NPS a fifty-year lease in October 1982. Therefore, to Hobbs and Jarvis, the next priorities for wayside site acquisition were on Ebey's Prairie. The NPS had retained a small portion of the Smith Farm for Cemetery Overlook. In 1984, the NPS also acquired 2.25 acres from the Sherman Farm for the Prairie Overlook on Engle Road. This, as Chapter Eight explains, the Service exchanged in 1990 for another, less visible, site on the Sherman Farm.

An additional interpretive site was added to this section of Priority One in 1990. This was the site of the new Island County museum. The trust board and the National Park Service helped locate the Island County Historical Society museum at Front and Alexander streets in Coupeville. This is a premium site directly across from the historic Coupeville wharf and an NPS interpretive kiosk. The property, adjacent to the Alexander blockhouse, had been put up for sale. Kris Ravetz, NPS ranger for EBLA (see Chapter Seven), was also a member of the historical society; she proposed that the NPS assist the historical society in acquiring the site. By purchasing a scenic easement on this lot, the Service reduced the cost of the property to the historical society. Furthermore, the

easement assured that the open space from the blockhouse to the shore of Penn Cove would remain unobstructed.⁴¹

Through a cooperative agreement signed in 1989, the museum agreed to abide by NPS standards of construction, especially regarding handicap access, and provided room for a reserve exhibit and information table in exchange for NPS assistance in landscaping and site development. The museum also rented offices to the reserve trust board. This arrangement pleased both organizations; each recognized that the other was in the business of preserving and interpreting historical resources.⁴²

Priority II Acquisitions

A. Grasser's Hill and Lagoon:

Penn Cove Associates, a Seattle-based investment partnership, purchased 225 acres on Grasser's Hill in 1969. The land was highly desirable real estate at the head of Penn Cove. The hilltop provided sweeping views of the cove, Saratoga Passage and the Cascades. At the base of the hill, separated by Route 20, lay a saltwater marsh called Grasser's Lagoon. Penn Cove Associates had long been interested in creating a marina at the lagoon, but such a project would involve extensive dredging, and was widely perceived as having severe environmental impacts. With a variety of development plans circulating, the group of developers announced in 1984 its plans to sell lots on Grasser's Hill.

Of course, these plans concerned the NPS. The EBLA comprehensive plan had identified Grasser's Hill and Lagoon as an important backdrop to Penn Cove. These areas had other resource values as well. As a saltwater marsh, the lagoon was a biologically productive mud flat which supported abundant shellfish and other wildlife. The hill contained patches of rare native Washington irises. In all likelihood, important archaeological sites lay hidden at the water's edge, since lands bordering the cove in the past had yielded burial sites, spearheads, shell middens, and other remnants of Native American life. The NPS and Penn Cove Associates could not agree on a price for the lagoon, but the owners were willing to sell the hill property, and negotiations for that began in earnest.⁴³

Reed Jarvis and Harlan Hobbs stepped in to arrange an agreement with Penn Cove Associates that would satisfy the goals of the EBLA comprehensive plan and the National Park Service's need to establish a wayside exhibit in the area. The lengthy negotiations between NPS and Penn Cove Associates were protracted and somewhat strained.⁴⁴ Agreement over a price and conditions came slowly. Penn Cove Associates

proposed to sell ten-acre lots across the hill in a patchwork of nineteen parcels across the hillside and rear portion. Instead, county planner Rob Harbour urged Penn Cove Associates to apply for five-acre short plats. His idea was to preserve the viewshed, keeping the slope open and undeveloped. Hobbs and Jarvis agreed; "in essence," said Jarvis, "we became developers." Cooperating on a new plan, the three men proposed to Penn Cove Associates that they reconfigure their lots to divide Grasser's Hill into thirty-six parcels of five acres each. This would partition the top of the hill, where houses were not visible from below, into standard lots. However, the portion of the hill visible from below would be platted differently. The lots here were redrawn to be long and narrow, running in strips that flowed from the top of the hill to the bottom. Houses would be placed at the top of each parcel, screened by the existing hedgerows and, for the most part, out of view from the highway below. Two lots at the base of the hill would place their structures near the periphery of the parcels. In order to determine where, specifically, the houses should be located, Hobbs and Jarvis set a fixed point at the base of the hill and across the highway from which no houses should be visible. They dubbed this Viewpoint X.⁴⁵ Landowners were to build according to guidelines established by the NPS, so that their houses could not be seen from Viewpoint X, and they must take other steps to screen structures to minimize their visual impact.⁴⁶ In December 1985, Penn Cove Associates entered into a final settlement with the Park Service. They accepted \$325,000 for the development rights on fifty acres on the hillside, placing the above-mentioned development restrictions on 32 acres on the hilltop.⁴⁷

In 1991, Penn Cove Associates once again placed Grasser's Lagoon on the market, espousing its value as a potential marina. The owners were asking \$2 million for the land, and as of 1993 it remained for sale. The trust board has discussed raising the lagoon to a higher priority so that the NPS could request more funds for its purchase and put an end to the speculative marina development.⁴⁸

B. Crockett Lake and Uplands:

Harlan Hobbs focused on the farmlands in the prairie north of Crockett Lake. Since houses were already on the eastern portion of these lands, he viewed that section as suitable for additional development. He and Jarvis again attempted to negotiate for properties that would be contiguous to one another. A large portion of the land in the prairie belonged to Irma Scholz, widow of Edgar Scholz. The NPS acquired easements for most of the land between Crockett Lake and Wanamaker Road, the least developed portion of the prairie. Several smaller, less crucial, tracts in this area were reassigned to the Priority IV acquisitions category in 1990, reflecting an increased concern for the prairie buffer.

In 1983, Hobbs and Jarvis began discussions with the attorney representing the Scholz family; it would take two years to complete an agreement for land north of the lake. In 1985, in its second major land acquisition on Whidbey Island, the Park Service purchased in fee-simple 166 acres of historic farmland north of Crockett Lake, as well as scenic easements on 93 additional acres, for \$513,600. Following the pattern of land protection used on Ebey's Prairie, Hobbs retained a scenic easement and conveyed portions of the property to farmers Freeman Boyer, Steven Eggerman, and Robert A. Engle, Sr. In exchange, the NPS acquired scenic easements on land that these farmers owned in the uplands and elsewhere. These lands included portions of Boyer's farm north of Wanamaker Road (over 152 acres; easement acquired in the summer of 1989), Eggerman's farm (over 43 acres; easement acquired in the spring of 1991), and farmland that Robert Engle, Sr., owned in the Ebey's Prairie buffer zone (over 92 acres; easement acquired in the spring of 1990).⁴⁹

As a condition of the Scholz acquisition, the Scholz family donated the northern half of Crockett Lake to Seattle Pacific University for its Camp Casey Campus.⁵⁰ Today the state park department owns most of the southern half.

Priority III Acquisitions

Little money has been available for most of the parcels in this category. No timber interests have been acquired as of 1993. The Park Service was able to acquire an easement on Ebey's Prairie "buffer" acreage owned by Robert Engle, Sr., as mentioned above, by trading land purchased in the Crockett Uplands for easements on Engle's farm. However, the NPS has been unable to reach agreement with Bill or Burton Engle for scenic easements on their lands.⁵¹

The major acquisition in this category was Keystone Spit. Securing Keystone Spit for the reserve once again required enormous creativity from the lands acquisition specialist. The spit was still in the hands of Irma Scholz and Bud Wagner, who intended to develop it.

In 1983, at Herb Pickard's and Reed Jarvis' invitation, U. S. Representative Al Swift visited the reserve.⁵² Jarvis accompanied the congressman around the Crockett Uplands, Crockett Lake, and Keystone Spit. He told Swift that the NPS wanted to put what money remained after the Smith Farm sale into the Crockett viewshed, since the spit would be too expensive to protect. If the Park Service were going to ask for more money, Jarvis told Swift, it needed to be for something visible to the public. "Which can you more easily perceive," he asked, "a viewshed or a spit?" Swift replied that, of course, as a goal, the spit was easier to understand. "That's why we're going to put the money

into the viewshed," Jarvis quickly responded. In other words, acquisition of Keystone Spit would require more money than the EBLA land protection budget had left. If Congressman Swift must press for additional funding, a spit would be far likelier to capture public imagination than a "viewshed." Swift agreed that this made sense.⁵³

Reed Jarvis and Harlan Hobbs were fortunate. As 1985 closed, they had no funds with which to protect Keystone Spit. They could not know, when they dedicated the bulk of the remaining reserve funds to the Crockett viewshed, that an opportunity for a unique land exchange involving Keystone Spit would arise. Harlan Hobbs largely formulated the Keystone agreement described below, with assistance from the state parks and recreation commission. It was accomplished through the efforts of environmental groups on Whidbey Island, U. S. Representative Swift, and Washington State Representative Mary Margaret Haugen (D-Camano Island) of the tenth district.⁵⁴

Out on Keystone Spit, the two Dillingham Corporation homes still stood, forlorn and badly vandalized. Large chunks of concrete and standing rebars cluttered the grounds; campers had littered the area with trash and the remains of illegal fires. The tax rolls listed the land as unbuildable because of sewage disposal restrictions, although some people speculated that new technology would eventually overcome this obstacle.⁵⁵ Despite the land's limitations, Irma Scholz's attorney installed "for sale" signs on the spit at the end of 1986. Bud Wagner told reporters that he would begin developing in the fall of 1987, although he would like to sell to the NPS if it could pay a reasonable price.⁵⁶

Public pressure mounted to do something fast. An editorial in a major Seattle daily, the *Seattle Post-Intelligencer*, proclaimed that "someone--anyone--should ride to the rescue of Keystone Spit."⁵⁷ Several organizations and government agencies urged Washington State and the U. S. Congress to appropriate funds.⁵⁸

A solution occurred to Harlan Hobbs as these events unfolded. In 1986, Congress adjusted the boundary of Olympic National Park to include 57 miles of tideland owned by the State of Washington along the western coast of the Olympic Peninsula. Hobbs, who was keenly aware of all land issues within the NPS Pacific Northwest Region, saw his opening. He proposed a three-way trade. Congress could appropriate money to acquire lands for Olympic National Park, the NPS could use the money to buy Keystone Spit, and then Washington State Parks could trade the Olympic beaches for Keystone Spit. The proposal drew immediate praise and support.⁵⁹

The pieces fell into place with unusual speed. In early 1987, Representative Haugen introduced a bill to authorize the land exchange between the federal government

and the State of Washington. The legislature rapidly approved the bill, which Governor Booth Gardner signed in May. Meanwhile, U. S. Representatives Swift and Norm Dicks (D-Bremerton), a member of the House Appropriations Committee, won the Committee's approval for the \$2.1 million as part of a supplemental appropriations bill. President Ronald Reagan signed it in July 1987.⁶⁰

The National Park Service now had \$2.1 million to spend on Keystone Spit, but the land had been appraised at \$2.6 million. The Scholz and Wagner families donated the difference. This gave the NPS 270 acres on the spit, including 7000 feet of Crockett Lake shoreline, 6400 feet of saltwater shoreline, and 200 acres of Crockett Lake beds. Only a small portion of the beach and upland between the south boundary of Fort Casey State Park and the west end of the spit remained in private ownership.⁶¹

By the end of 1987, Keystone Spit was "signed, sealed, and delivered."⁶² In the spring of 1988, the formal transfer ceremony between the National Park Service and Washington State took place. State representative Haugen surprised the crowd by announcing that the legislature had budgeted \$500,000 for additional land purchases on the west end of the spit, including an underwater park near the ferry landing.⁶³ A few months later, Island County Fire District Number Five practiced its fire-fighting skills by burning the two weathered Dillingham buildings to the ground.⁶⁴

Today, the spit remains open for day recreational uses such as hiking and picnicking. In 1990, the state invited public comments on the spit's development. The majority of public opinion was to keep the eastern two-thirds of the spit in open space for public use and to protect plant and animal life. The Dillingham roads, they said, should also be removed, but the state lacked funds for this, and so they remain today. In 1992 the state purchased the last of Bud Wagner's holdings in Island County, located at the west end of the spit. The state now owns land near the ferry landing; of the twelve private lots north of Highway 20 near the restaurant, ten now belong to the state, as well as the two freshwater wells originally intended to serve the old Chicago and Brooklyn settlements. Washington State has worked to acquire private holdings at the western end of Keystone Spit and will continue to acquire the remaining holdings as they become available, including the small residential section.⁶⁵

Acquisition Issues Today

Some questions regarding the future of lands under easement within the reserve remain unanswered. A number of people have wondered what will happen if future generations choose not to farm their inherited lands. Or what happens, Syd Glover posed recently, if salt water intrudes into wells on Ebey's Prairie? Will the land revert to

Canadian thistles and stinging nettles? This report can offer no answer to such concerns. It can only note the immediate effect of purchasing easements.⁶⁶

Development pressure will continue to arise in EBLA. The Grasser's Hill negotiation illustrates the pressure that can be applied to the NPS to act quickly. A significant market developed for properties on the Hill, and the NPS was forced to take action to protect the scenic vista. County zoning regulations protecting resource lands have reduced this risk; however, there are still pockets of residentially zoned open spaces grandfathered into the reserve. In such a conflict, the county can enlist the State Environmental Protection Act to deny a potentially damaging project. But all such measures can go only so far in preventing development on private lands, and the county is naturally reluctant to become the nay-sayer limiting private commercial enterprise. Without NPS funds for acquisition of scenic easements, the government of Island County has no guarantee that the NPS will protect lands that the county cannot. It may feel that the NPS is not honoring its implied promise to assist owners of key properties who wish to develop or sell their land. Despite widespread support for the reserve, the land remains under constant challenge. "More money for acquisitions . . . will be required," editorialized the *Whidbey News-Times* recently, "if the reserve is to live up to its billing and ensure that the National Park Service is able to meet the challenge it has set for itself."⁶⁷

At the close of 1992, many important tracts within the reserve remained unprotected. In that year, U. S. Representative Al Swift introduced a bill for an appropriation of \$2,000,000 for Fiscal Year 1993 to continue land protection within the reserve. As negotiations in the House subcommittees began, the original request was whittled down to \$1,200,000, but even this reduced request failed to pass. Representative Norm Dicks has made acquisition funds for EBLA a priority for 1994. With funds now depleted for scenic easement acquisitions, the National Park Service is unable to meet the goals of the EBLA comprehensive plan and land protection plan. The trust board and the National Park Service continue to rely on the commitment of the community to safeguard the reserve's historic and natural resources, and on the efforts of local citizens and representatives to secure additional funds to preserve open, scenic, and historic parcels. But open spaces within the reserve remain vulnerable to development and subdivision. It is only a matter of time before a farmer or owner of an important scenic parcel or vista will feel financially compelled to develop his or her land. As has happened before, the National Park Service will have an emergency on its hands. The reserve's managers and many supporters, indeed, the landowners themselves, hope to avoid the kind of showdown that occurred on Ebey's Prairie. With visibility and support, this need not happen again.



CHAPTER SEVEN





Chapter Seven

ADMINISTRATIVE OVERVIEW

In the 1980s, the Ebey's Landing trust board gradually developed an independent identity while learning to adapt to National Park Service regulations and ways of doing business. The source of the trust board's authority and the limits of its responsibilities were initially elusive concepts. The reserve ideal challenged the National Park Service to yield some of the control it traditionally wielded over its units, while remaining committed to the reserve's success. Inspired by the possibilities of Ebey's Landing National Historical Reserve and the enthusiasm of the EBLA trust board, many National Park Service managers became converts to the concept of national reserves. This chapter describes the development of the administrative framework and professional management of the reserve, as well as the tenure of succeeding trust board chairpersons and NPS managers. More detailed discussions of specific programs are in subsequent chapters.

Pre-Trust Board Management

After the EBLA comprehensive plan was finished, Reed Jarvis remained in his position as project manager. The enabling legislation for EBLA required a number of interpretive programs and operational plans to be in place before responsibility could be handed to local control. Jarvis' task now was to implement and complete the development schedule outlined in the comprehensive plan. Because the National Park Service could not install waysides on lands that it did not own, cooperative agreements had to be reached with local governments and small amounts of land needed to be purchased for the installation of waysides. One component of the overall plan was for the National Park Service to acquire scenic easements on critical parcels within the reserve. Island County, for its share, would need to enact zoning ordinances in support of EBLA. Moreover, the governmental partners had to agree on their individual responsibilities and commitments. The comprehensive plan stated that these steps would take roughly three years to complete under full funding. However, since the timetable for such things as scenic easement acquisitions was not predictable--it was dependent upon willing sellers, among other things--the Service established no target date for transfer of authority to the trust board. Transfer would occur when appropriate.¹

Absorbed in such preparations, and working half-time in Seattle, Reed Jarvis had little time for day-to-day operations within the reserve.² In 1982, he hired Kristin Ravetz to be the reserve's on-site representative. Ravetz was a trained historian and had prepared the draft environmental impact statement for the EBLA comprehensive plan. Under NPS personnel policies, Jarvis hired Ravetz as a temporary National Park Service ranger. However, her position was complex. She assisted in creating an interpretive

brochure, acquired YCC crews for construction projects, supervised trail and wayside installations, monitored leases and scenic easements, provided interpretive programs and materials, and performed a variety of other duties. In fact, Jarvis intended to groom Ravetz to be executive director of the trust board, and referred to her by that title.³

During the first five years of reserve operations, Reed Jarvis worked without a trust board, concentrating on meeting the development schedule outlined in the comprehensive plan. He assisted a team from the NPS Harpers Ferry Center in preparing an interpretive program, negotiated along with Harlan Hobbs for scenic easements and locations for waysides, and orchestrated the effort to establish a trust board as a legal entity. In 1982, he negotiated a three-year cooperative agreement with the State of Washington to provide funding for a YCC crew and an interpreter at the lighthouse at Fort Casey State Park. This enabled the state park to complete maintenance and trail work at the park, which, in turn, provided interpretation of the reserve.⁴ Once a statement for management (1983) and the land protection plan (1984) were prepared, Jarvis invited the other governmental partners to select representatives to form a trust board. Although this did not signal a transition to local control of the reserve, it did allay a growing uneasiness among some residents of central Whidbey Island that the NPS had simply assumed control of the reserve. Despite Ravetz's and Jarvis' outwardly open work in the community, the NPS was keeping a low profile. This seemed appropriate to Jarvis while he and Hobbs conducted negotiations for scenic easements, but some citizens were concerned about the lack of local input in reserve affairs. By the spring of 1985, however, the first trust board was in place, with planning professionals assigned from Coupeville and Island County to assist it.⁵

The First Trust Board

Like the Citizens' Advisory Committee, the trust board of Ebey's Landing National Historical Reserve represented a range of interests and backgrounds. Some members had deep roots in central Whidbey Island. The town of Coupeville and Island County appointed citizen volunteers to fixed terms of four years, whereas the state of Washington and the National Park Service assigned paid professionals for unspecified terms. Despite the limited terms, which were later reduced to three years, members tended to remain on the board. Among them they would donate hundreds of hours of community work per year. The volunteers brought years of experience in community affairs and provided a local perspective. The state and federal appointees brought knowledge of park operations and a network of professional advisors from their respective agencies.

In March 1985, the trust board held its first meeting. Herb Pickard, still active

in matters affecting the reserve, joined and was elected chairman. Vicki Brown, a real estate agent, became vice-chair. The other members were dairy farmer Wilbur Bishop, Fort Casey State Park manager Ken Hageman, George Knapp (retired from the Coast Guard), John Ryan (retired from the U. S. Army), and Charline Scoby of the Island County Historical Society. John Wardenaar of Oak Harbor was appointed by Island County as a county member-at-large, but apparently poor health prevented him from participating on a regular basis, and Audubon Society president Nancy Arnold replaced him. Jarvis and Ravetz immediately launched "an eighteen month seminar on how to become a trust board." This included lectures and instruction from NPS professionals, college professors, and a variety of land management and historic preservation experts. Jarvis wanted the board to be well-trained as a planning group before it assumed control of the reserve.⁶

In addition to learning about the reserve, the trust board promptly set several short and long-term goals for itself. As the composition of the board shifted, or as available time and resources fluctuated, some of these goals changed. The trust board agreed that it would begin immediately to write a statement of objectives and draft management guidelines.

The statement of objectives, which the board completed rapidly, noted its mission to protect for their long-term value and productivity the historic, social, and natural resource base within the reserve. Because this implicitly acknowledged a living community, the statement of objectives presented a mission different from that of a more conventional park. Limits would be incorporated into the development of facilities and the promotion of the reserve in order to minimize disruption of social and economic activities. High-volume public use, a yardstick of success in traditional parks, would not be the only criterion for gauging the success of the reserve.⁷

Preparing the management guidelines took more time. It would be difficult to spell out the board's duties and yet remain flexible. Reed Jarvis began preparation of draft guidelines, but in subsequent years, "everybody and nobody wrote them," acknowledged Jarvis' successor, Richard Hoffman. Hoffman, the trust board, and NPS regional office personnel worked on the guidelines intermittently, but could not agree on "tone and tenor." In reality, management plans evolved as the trust board gained practical experience.⁸

The trust board established standing committees on resource protection, interpretation, facilities, community relations, and administration. It held protracted discussions of how the board should approach certain issues. Trails, for example, could bring the reserve public visibility and support. It began the work of advising and assisting

the reserve manager both on preservation and maintenance of cultural resources and on land use within the reserve. The board also recognized that, while it had control only over NPS easement lands, it should advise local government and landowners in matters related to preserving the cultural and natural landscape.⁹

In its first year, the trust board made relatively few decisions that directly affected the reserve. Reed Jarvis, the NPS project manager, continued to take the lead in reserve administration. The board did become involved in a few projects that were already in progress when it formed. Some of these took years to resolve, and gave the board experience in political cooperation. The widening of Engle Road was an example of a project that would impact an NPS easement on the Sherman Farm. Jarvis had offered no objections to the construction project as long as the county retained the aesthetic quality of the road. In time, the trust board was able to prevent a net loss of land to the road corridor by requesting that the county pave over portions of the culverts. Such negotiations were enhanced by acquaintances between trust board members and local landowners and officials, as well as familiarity with the landscape.¹⁰ In a less successful exercise of its review authority, the trust board tried to mediate the Barstow gravel pit proposal (see Chapter Nine). In this case, the county commissioners perceived the board as coming in at the eleventh hour of a project in the advanced planning stages. The commission overrode the trust board's objections and eventually approved the project in 1987. Although the county did not excavate the gravel pit, some trust board members learned from this the need to carefully choose their battles. Perhaps it was not worth the loss of political good will to fight for an area in the reserve that was less than crucial in the overall scheme of things.¹¹

In general, however, Reed Jarvis and Kris Ravetz handled many of the administrative responsibilities, while the trust board provided advice and planned its future policies. Jarvis was often in Seattle or negotiating with land owners, leaving day-to-day contacts with the trust board to Ravetz. Some board members worried that they could become a mere rubber stamp for NPS administrators at Ebey's Landing unless they established their autonomy clearly.¹²

Transfer of Authority Delayed

When the trust board formed in 1985, the National Park Service announced plans to turn over administration of the reserve to it by the beginning of 1986. This announcement proved premature. For the next three years, hopes for the transfer rose and fell. The trust board continued to meet in a planning and advisory capacity, but without ultimate authority in reserve affairs.

The delay in effecting the transfer was due in part to NPS absorption in land acquisitions and other programs. But real concerns about trust board management also postponed the move. The Island County Board of Commissioners was reluctant to accept responsibility. Although the act establishing EBLA authorized the secretary of the interior to transfer administrative authority, the recipient could only be the state or a "unit of local government." No consideration was given to the state parks commission taking over administration, since that would have removed control from the EBLA trust board. The county commissioners were afraid that if the county accepted administrative responsibility for the reserve, it would be saddled with an expense for which it did not have an adequate revenue source.

Although the county was the only "unit of local government" that could accept the administration of the reserve, the trust board did not view such a transfer with favor. Under such an agreement the trust board would have been under the direction of the county commissioners and it was their desire to maintain a large degree of independence.

Some consideration was given to establishing the trust board under the Federal Advisory Committee Act (Public Law 92-463); however, committees established under this act were limited to advisory responsibility. Moreover, management responsibilities could not have been transferred to the trust board, as it would not have qualified as a unit of local government.

The deadlock was broken when Island County Deputy Prosecuting Attorney David Jamieson suggested that the trust board could be established as a unit of local government under the Washington Interlocal Cooperation Act (RCW 39.34). The Washington statute authorized municipal governments to create joint boards for the administration of services or functions common to two or more governmental units. Dick Neeley of the regional solicitor's office for the interior department agreed that, if the trust board was established pursuant to the Washington Interlocal Cooperation Act, it could be considered a unit of local government, capable of accepting the transfer of administrative authority from the secretary of the interior. With an interlocal agreement, the governmental partners could enter into cooperative agreements for various services and obligations within the reserve. For example, the county sheriff could assume responsibility for patrols; the state highway department could clean and maintain the roads.¹³

But other county officials hesitated.¹⁴ While all of EBLA's government partners had pledged their support, none of the three local jurisdictions--state, county, or town--had committed to a specific level of funding. A permanent local source of funding had not been established by either the EBLA legislation or comprehensive plan, although

both documents pointed to Island County. Unfortunately, the county expected a budgetary shortfall as high as \$800,000 for Fiscal Year 1986. In the spring of 1985 it cut its budget fifteen percent. In October 1985, the Island County commissioners informed Reed Jarvis that the county would be unable to provide funds or in-kind service to EBLA in 1986. Realistic about the county's temporary difficulties, Reed Jarvis asked the NPS to delay the transfer of EBLA to the trust board. "Let's face it," said Jarvis, "they don't have the money." Concerns about the county's ability to support the reserve lingered for the next few years.¹⁵

Jarvis had his own concerns about relinquishing control to the trust board. He felt that the objectives of the comprehensive plan had not adequately been met.¹⁶ If these requirements were not fulfilled before EBLA became truly citizen-controlled, Jarvis cautioned, the board would be poorly equipped to compete with conventional national parks for NPS funding and assistance. The National Park Service would have to supply 100 percent of EBLA's funds until an interlocal agreement could be signed, but, feeling "protective" about the reserve, he insisted that the Park Service should not abandon a "half-built" ship. "I wanted cabins outfitted properly, all the flags and all the paint on it and to say 'here's your ship--it's been tried, it did its sea trials and it works.'"¹⁷

Trust board chairman Herb Pickard quietly disagreed. "I think we're qualified to protect ourselves," he said. From his perspective, the board established confidence in the community that the NPS would not have a dominant management role within the reserve, and this was not to be compromised. The community must perceive the board as flexible and independent. The partners should agree on the board's managerial responsibilities and establish its authority. "If we're going to end up just an advisory board, I'm going to be very disenchanted," Pickard told NPS regional solicitor Neeley.¹⁸ Yet Pickard also understood that the reserve was a new experience for the National Park Service. It was handling tasks with which the trust board had little experience, such as scenic easement monitoring. EBLA was running smoothly, and being supervised was not all bad. Pickard felt no great urgency about the timetable for the transfer of power.¹⁹

The Independence of the Trust Board Grows

While attorneys for the county and NPS worked on developing the language for the interlocal agreement, other members of the trust board grew impatient to gain firmer control of its affairs. To the members anxious to settle the matter, Herb Pickard's patient and conciliatory style, which had worked so well during the comprehensive planning phase, seemed to concede too much control to the Park Service. Pickard was willing to allow Kris Ravetz a strong role in setting the agenda for trust board meetings, for example, and this, they believed, undermined the chairman's authority. It was becoming

evident to them that the conditions for transfer of authority were too vague. If funding for waysides failed to materialize, if negotiations for easements bogged down, should the trust board be expected to remain indefinitely in "official limbo"?²⁰ After functioning for a year, some of the members felt that it was time to take charge.

Reed Jarvis, who had been highly involved at EBLA for seven years, took a step back from EBLA to allow it more autonomy. In April 1986, he accepted a transfer from Acting NPS Regional Director William Briggie to become regional chief of resource management and visitor protection in Seattle. EBLA was given a new NPS manager, and this, in conjunction with the election of a new trust board chairwoman, began the slow process of shifting power to the trust board, as initially intended.

Richard Hoffman Becomes New NPS Manager

In April 1986, Regional Director Briggie asked Superintendent Richard E. ("Dick") Hoffman of San Juan Island National Historical Park to add Ebey's Landing to his responsibilities. San Juan Island is situated north of Whidbey Island in the Strait of Juan de Fuca. Its proximity to the reserve and Hoffman's experience with planning and community relations made him a logical choice as manager.

Handling two NPS units simultaneously necessarily removed Dick Hoffman from daily contact with the reserve; the commute by ferry from San Juan Island took several hours in each direction. The assignment required adjustments for Hoffman in many ways. Feeling sometimes like Dr. Jekyll and Mr. Hyde, Hoffman was a traditional superintendent at San Juan, but expected to cooperate with a trust board at EBLA. Accustomed to a clear line of authority, Hoffman gradually warmed to the concept of a trust board managing an NPS unit. He came away, he says, a believer in the idea of reserves.²¹

Acting Regional Director Briggie instructed Hoffman to accelerate the development of waysides and facilities, and to meet the terms of the enabling legislation so that the trust board could take over. When Charles Odegaard became the NPS regional director in March 1987, he reiterated Briggie's instructions with "very strong marching orders" to complete the transfer within a year. To do this, Hoffman felt that he must break through the inertia that seemed to have developed among the reserve's governmental partners regarding the interlocal agreement.²²

In order to complete the interpretive program, Hoffman was willing to reduce its scope. "I'm more prone towards this," he said:

I like things that are more modest, more home grown and less DSC [Denver Service Center, where NPS planning is centralized]: large, big, pretty. They come in, they're used to having big bucks, and they spend big bucks, and they build things rather nicely. [But] I had small dollars and I built things more modestly. That's more my style.

Ironically, Hoffman's concern with modifying the wayside program delayed the program's completion somewhat. However, this had some benefits. It afforded the board an opportunity to redesign (and, in their eyes, improve) some of EBLA's waysides, and it scaled down the number of interpretive signs planned for the reserve.

The Reserve Coordinator

In the summer of 1987, Kris Ravetz's temporary appointment expired. Ravetz had been hired by the National Park Service, and it was to the Service that she ultimately answered. She had run trust board meetings, taken minutes, and handled many of the daily tasks in the reserve. With the expiration of Kris Ravetz's position, the trust board could develop a new course. Although some members were satisfied with Ravetz's style of guidance, a few perceived this as an opportunity for the trust board to assume greater control of operations. The board therefore restructured the executive director position. They changed the title to "reserve coordinator," which had a "softer" sound, and made the position directly accountable to the trust board. The coordinator's role was to advise the board on various matters, stay abreast of local ordinances and planning, monitor easements, prepare annual reports, research sources of funding, and be a contact for the governmental partners. As specified in the EBLA comprehensive plan, the coordinator would be responsible for many reserve activities and programs, but the trust board chair would set the agenda and formulate policy. The board then hired local planning consultant Rob Harbour to fill the half-time position.²³

In his mind, Harbour's greatest contribution would be to provide technical assistance to empower the trust board and the local community to administer the reserve and to deal with the intricacies of public land management. His extensive knowledge of planning and experience in the local community soon made Harbour indispensable to the trust board. Having worked as a planner with Island County, Harbour also knew that the reserve could pale in importance in the affairs of local agencies if frequent contacts were not maintained. He made a point of forging strong links with each of the governmental partners, as well as with the local citizenry. With the help of an office manager, Harbour took on much of the day-to-day work of the reserve.²⁴

Vicki Brown Elected Chairwoman

Herb Pickard believed that the chairman should be attuned to change, and by October 1987, he felt that the board had changed enough that he should resign the chair. The board selected Vicki Brown to succeed him, setting an informal precedent for the vice-chair to become the chair.

Vicki Brown had years of experience on local land use planning committees.²⁵ She set a new tone on the board that stemmed in part from an outspoken approach to issues and in part from what she perceived the board should be. Brown was determined that the NPS should let the trust board leave its "apprenticeship" behind. A few trust board members have recalled that her take-charge style sometimes precluded teamwork, particularly because she and Dick Hoffman often worked in tandem. But they also note that Brown appropriately focused the trust board on particular goals. She sought primarily to gain specific commitments from both the NPS and Island County, and then to establish the trust board's autonomy. She and Hoffman agreed that the trust board should soon assume full control of EBLA, and other trust board members credit her with kicking into high gear the transfer of authority. Like Dick Hoffman, Vicki Brown saw the trust board's role in relatively narrower terms than her predecessor. To her mind, the board's core mission was to uphold scenic easements. Projects such as trail installations---aside from the trail at Ebey's Prairie--would require expenditures that the trust board could ill afford. Nor had the trust board the authority or the need to be involved in issues such as the preservation of historic structures, which the Coupeville and county historic advisory committees could handle, or the problem of noise from Navy jet landing practices near Smith Prairie. Although she felt that the board's role was limited, she nonetheless believed that it should be the board, and not the NPS, that was the most visible in reserve affairs.²⁶

Brown developed a rapport with some of the Island County commissioners who, like her, wished to keep EBLA under local control. Yet she and the other trust board members believed that the board should have autonomy from the county commissioners as well. One way to do this was to retain control of the reserve budget. The board had considered channeling its bills through the county auditor; however, this would give the Island County commissioners review authority over every check the board issued. Preferring to avoid local politics, they turned to the fire district model. Fire districts have authority to spend without commission oversight. The trust board would have to pass a motion in order to spend, but at least it would have the autonomy it desired on such fiscal matters.²⁷

Interlocal Agreement Signed

At the end of 1987, the trust board still lacked an interlocal agreement permitting it officially to manage the reserve. National Park Service Regional Director Charles Odegaard informed Richard Hoffman that he must have an interlocal agreement, one way or another, by May 1988.²⁸ Vicki Brown intensively lobbied Dick Caldwell, recently elected to the Island County Board of Commissioners (and in whose district EBLA lay), to speed the process along. Other county officials continued to express concern that the NPS would leave the county with the lion's share of responsibility for EBLA. Island County Deputy Prosecuting Attorney Jamieson raised the issue of liability due to actions or inaction by the trust board, and which agency would be responsible for these matters. He also reiterated that EBLA's legislation had required the NPS to manage the reserve until easements, management plans, and facilities were fully developed. But in January 1988, the four governmental partners at EBLA drafted an interlocal agreement. Half a year then passed while they reviewed the draft and discussed their concerns.²⁹

On June 28 the NPS rented a room at the Captain Whidbey Inn and Caldwell and the government attorneys met to reach an understanding. The resulting final agreement defined the duties and responsibilities of each governmental signatory, the powers and responsibilities of the trust board, the means of financing and insuring the board, and its authority to acquire, hold and dispose of property. It committed only the county to a direct financial contribution (of an unspecified amount); the county would also donate in-kind services. Monetary contributions by Coupeville and Washington State Parks would be donated when possible; otherwise, their services were to be in-kind. Caldwell then took the document back to the other commissioners, who approved it and agreed to release \$10,000 from hotel tax revenues to the trust board. The board could now take over.³⁰

On July 24, 1988, NPS Acting Regional Director Briggles formalized the transfer of authority in a ceremony at the Prairie Overlook. Attended by U. S. Representative Al Swift and State Representative Mary Margaret Haugen, the event marked the trust board's "graduation day," veteran reserve advocate Herb Pickard remarked with satisfaction.³¹

Trust Board Officially Takes Over

After the formal transfer of authority to the trust board, a series of cooperative agreements were put in place. The NPS renewed its support of an interpretive position at Fort Casey State Park. The state representative to the trust board, Ken Hageman, helped develop interpretive sites and guaranteed maintenance and clean-up within his

jurisdiction. Other agreements followed in the next two years for the maintenance and protection of facilities and exhibits. The town of Coupeville periodically contributed funds from its hotel and lodging tax. Coupeville and Island County provided services such as patrols, gravel, and road maintenance. The Island County Historical Society made room on the porch of its new museum for an EBLA exhibit, in exchange for landscaping advice and a wheelchair ramp from the NPS, and the NPS helped the historical society by purchasing a scenic easement; this reduced the value--and therefore the cost--of the land.

Whatever the state and local partners provided beyond routine service in the area, the trust board considered as in-kind contributions. The board made a conscious decision, coordinator Rob Harbour has stated, to be conservative about such accounting. Legitimate matching funds would consist only of the cost to the state, county, or town above and beyond functions normally performed within the boundaries of the reserve.³²

Finding ways to increase local commitment to EBLA was essential. Faced with the phasing out of total NPS support, the trust board's 1988 budget was the last one in which NPS money would comprise *more* than fifty percent of EBLA's revenues.³³

EBLA Status

In addition, gaining autonomy resulted in a change of the reserve's status to that of an affiliated unit of the national park system: the Service in Washington D. C. concluded that the transfer of management to local control disqualified EBLA as a full NPS unit. This diminished slightly its ability to acquire National Park Service funding, and became a constant concern to the board. On a few occasions this status reduced monies available to other NPS units; a few repair, rehabilitation, and interpretive programs by-passed the reserve. In Fiscal Year 1987 EBLA's impending affiliated status caused it to lose some fee system funding that was prorated to all areas of the park system. In Fiscal Year 1988, under a tight budget, the NPS was forced to drop EBLA from its regional priorities for interpretive programs altogether, making it difficult for Dick Hoffman to accomplish his goals for the wayside program. While EBLA was considered "affiliated" the NPS did not include the trust board in all superintendent's meetings. It seemed appropriate, therefore, that the NPS arrowhead was not prominent on reserve signs and waysides, and instead shared billing with a special EBLA logo.³⁴

Adjusting to Change

The trust board became creative in finding sources of funding and assistance outside of the four government agencies to help in operating the reserve. For example,

a cooperative agreement signed in 1990 by the NPS, Island County, and the trust board to produce exhibits at Monroe's Landing and the Crockett Blockhouse included a promise of maintenance assistance from the Coupeville Lions Club. Seattle Pacific University occasionally provided housing at its Fort Casey Campus for Youth Conservation Corps (YCC) and NPS trail crews sent from North Cascades National Park. The school district helped educate the local population and future stewards of the reserve by providing grants to teachers to develop a special curriculum package on EBLA.³⁵ Puget Sound Power and Light Company donated surplus telephone poles for split rail fences for the Prairie Overlook, which the State Parks Department cut and hauled to the site. Such donations were all considered in-kind contributions, to be matched in cash by the National Park Service. The more that private citizens and local government could give, the more funds the NPS could allocate to EBLA.

As it gained experience, the trust board gradually adapted to necessity. In 1988, the State assigned Terry Doran, state parks Region II supervisor, to the trust board, allowing Ken Hageman of Fort Casey State Park to return to full-time duty at the park. This streamlined decision-making, in that the trust board no longer had to await approval from upper management of the state parks and recreation commission for its actions. The trust board reduced the length of individual terms from four years to three, a more realistic timespan for volunteers, and began the custom of reelecting officers at the beginning of each year.³⁶

One of the facts of life that the board learned to live with was the pace at which it could accomplish its goals. With a volunteer board and no funding for full-time staff, operating plans and projects progressed at varying rates. The NPS remained vitally committed to fulfilling its responsibilities, although here, too, work progressed at varying rates.

Scenic Easement Monitoring

To Vicki Brown's dismay, Richard Hoffman informed the board soon after the transfer ceremony that his "dual role" as project manager and trust board member must continue. Another "transition period of shared responsibilities will be our reality for the next few years," he wrote, while a contractor prepared a scenic easement administration plan. Until the plan was complete, the trust board could not be held responsible for monitoring easements.³⁷ Hoffman knew that trust board members expected to handle easement monitoring themselves, and acknowledged that they often acted effectively as "third party interveners" between landowners and the NPS. Monitoring through personal contacts worked well, but he believed that easement monitoring plans "can go to sleep and then get forgotten about with a change of people. You can end up losing them,

literally." A comment by Tom Roehl, who negotiated the Grasser's Hill easement for Penn Cove Associates, illustrated his point. The easement on Grasser's Hill would require constant vigilance, Roehl warned the trust board in 1986. "The current owners know just what's allowed, and so will the next buyers. But five buyers down the line--that's when it becomes fuzzy. . . . And a few trust boards down the line. . . ." ³⁸ Dick Hoffman wanted a documented plan that provided photographs, maps, and descriptions of the land when easements were purchased, along with a systematic annual review, property by property, by the trust board. ³⁹ This would provide continuity in monitoring easements. Landowners could ask to make certain modifications, and the county planning department, not recognizing that the parcel was in a critical part of the reserve, might mistakenly grant a permit (see Chapter Nine). Hoffman understood, as did the trust board, that the county planning department must be aware of what properties had scenic easements. ⁴⁰

Vicki Brown was reluctant to relinquish planning for easement administration to the NPS. This responsibility, she believed, belonged rightly with the trust board. Many on the board feared that an adversarial relationship might become institutionalized in an official NPS plan. If the NPS instituted strong regulations that required formal action against violators, the trust board might lose the good will of landowners. ⁴¹ Nor could the trust board call a government lawyer every time there was a problem. If they could prove that they could handle the task, the Park Service might relent and permit them to prepare their own easement administration system. ⁴²

The most immediate occasions to monitor easements arose, as expected, on Grasser's Hill. As lots on the hill were sold, owners applied for building permits. This gave the trust board the opportunity to approach the owners to determine if they were aware of the restrictions on their land. Some were not. Even sooner than Dick Hoffman and Tom Roehl had predicted, some real estate agents, intentionally or inadvertently, misled some landowners about easements on their properties on Grasser's Hill. (Vicki Brown and Harlan Hobbs had offered to prepare a package to give to potential buyers, but the realtors declined.) Some of the new landowners claimed no knowledge of development restrictions on their lands. This reinforced the trust board's determination to prevent mistakes and to build relationships with new property owners. Buyer-friendly disclosures, recurring visits by trust board members, and close working relationships with landowners must be a community relations tool. When the National Park Service supported its handling of an easement dispute with a Grasser's Hill developer, the trust board reached a turning point. It began to feel that it was fully performing its role. By the summer of 1990, the NPS signed an agreement authorizing the trust board to subcontract the preparation of the monitoring plan locally. Rob Harbour agreed to create the document himself. ⁴³

George Knapp and Cindy Orlando Take the Lead

Having put so much energy into gaining autonomy for the trust board, Vicki Brown grew weary of the pressures of leadership, and, in 1988, resigned from the trust board. Subsequent chairs tended to concern themselves more with public education and outreach. They worked toward completing the final phase of the wayside exhibit plan. Viewing waysides as the primary means of education and interpretation for visitors to the reserve, the new chairman, George Knapp, lobbied the NPS to complete the wayside exhibit plan. Since 1985, Knapp had advocated placing signs at the entrances to the reserve. "We had a terrible time adjusting to the National Park Service timeframe," he acknowledged. "Things took a long time." (In 1988, however, the Service had little money for the EBLA wayside program.) Considering himself to be a compromiser, Knapp took quiet pleasure in watching the board members build consensus among themselves.⁴⁴

In 1989, Dick Hoffman returned to full-time management of San Juan Island Historical Park in March, winning, soon afterward, an NPS commendation for his simultaneous management of two NPS units. When the NPS transferred Cynthia ("Cindy") Orlando to the reserve shortly after George Knapp became chairman, Knapp had another kindred spirit on the board regarding waysides. Cindy Orlando was a twenty-year NPS veteran with a degree in anthropology and a background as a ranger in visitor services; she arrived at EBLA from her position as concessions management analyst in the regional office. At EBLA, NPS Regional Director Charles Odegaard assigned Orlando full-time in order to show the Service's commitment to establishing professional management in the reserve. Orlando would focus in particular on the transition to full trust board management. This process included completing the interpretive and wayside exhibit plan; she and the trust board also concentrated on developing and installing the walking trail across Ebey's Prairie, proposed developing a comprehensive reserve trail system, and worked with local organizations and agencies to create a driving tour (the last two are still in the planning stages).⁴⁵

Wilbur Bishop Becomes Chairman

Wilbur Bishop was elected chairman of the trust board in 1990, a position he held for two years. A local farmer, Bishop also brought a strong interest in historic architecture to the trust board. His most compelling concern was in maintaining a viable agricultural community in central Whidbey Island. His primary goal was to preserve the character of the community; he therefore felt no great concern about the pace of facility development within the reserve. This did not preclude a desire to make the reserve more accessible to the public, however. Bishop had earlier taken the lead in developing the walking trail across the Sherman farm, playing a crucial role in gaining local support for

trails.⁴⁶

As the 1990s opened, the trust board and its coordinator were becoming more active in the historical review process and public outreach. They increasingly hosted conferences and public events. They also helped revive the fading Central Whidbey Island Historical Advisory Committee and opposed the controversial vinyl siding on St. Mary's Church in Coupeville. By the end of Cindy Orlando's tenure in EBLA in the fall of 1990, the major cooperative agreements and most waysides were in place. The Ridge Trail was finished. Orlando had overseen the design, planning, and installation of six major interpretive sites and had established maintenance support for EBLA through an agreement with North Cascades National Park's maintenance division. She also contributed to an atmosphere of cooperation, and completed the management transition to the trust board.⁴⁷ For the time being, the land acquisition funds were exhausted. The National Park Service could not continue with land acquisition at the reserve until additional funds to purchase scenic easements could be found.

New Type of National Park Service Representative

In September 1990, the NPS promoted Orlando to the superintendency of Fort Clatsop National Memorial in Oregon. This ended the final phase of NPS management at EBLA by a full-time uniformed manager. Gretchen Luxenberg replaced Orlando on the trust board, the first NPS representative assigned to the board as an NPS advisor and liaison, rather than manager. This position would be a collateral duty to her staff historian duties (officially one-quarter time, although in fact EBLA has taken more of her time than this). Luxenberg was familiar with EBLA and helped develop the inventories of the reserve's cultural landscape and pre-1940 structures in 1983. Since then she worked in the Pacific Northwest Regional Office as a historian on a variety of projects related to historic preservation and the parks. Luxenberg was able to help the trust board tailor its interpretive materials to local specifications. To the other trust board members, she blended well on the board, participating enthusiastically in a wide variety of reserve and community events. She did not "try to change our culture and our patterns," as Wilbur Bishop said, and seemed comfortably "like a local."⁴⁸

Recent Events

By October 1991, Rob Harbour and the trust board completed a self-evaluation for the reserve. The exercise proved useful, and the board imposed upon itself stricter oversight of its deadlines and progress toward long-range goals.⁴⁹ In early 1992, the trust board elected Pat Howell chairwoman. Before she joined the board in 1988, Howell had owned a bed-and-breakfast in Coupeville and had been on the Coupeville planning

commission. An active booster of the reserve, she continued the general trend of the board toward developing EBLA facilities and local good will. Her concern was less to promote tourism than to enhance popular understanding of the reserve. With steady immigration to Whidbey Island, she noted, many new residents were unaware of EBLA's existence. Howell proposed to update the brochure in order to better reflect the present community and explain the reserve to visitors.⁵⁰

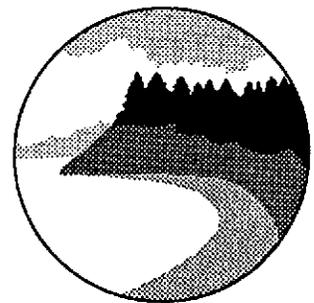
Trust board members are quick to point out that the board has been increasingly woven into the fabric of central Whidbey Island. It has become more attentive to issues such as historical structure and easement review, and more likely to become involved in subcommittees or to cross over onto task forces established by local governments. As a result, the trust board is now incorporated into Island County and Coupeville design review. Citizens are more aware of the reserve and its meaning to the community.

Regional Director Charles Odegaard and Congressman Al Swift worked recently with the NPS in Washington, D. C., to return EBLA to permanent full unit status. In October 1992, Director Ridenour agreed to the change. This was good news for the trust board. Although it has been included in most NPS programs, the reserve will now be on an equal footing with other NPS units and will receive greater recognition from outside constituency groups. Ebey's Landing National Historical Reserve will also begin to appear on maps of National Park Service units, a change which may bring increased visitation to the island.⁵¹

Raising the visibility and accessibility of EBLA locally has required time and effort. Highly committed to the reserve, the trust board handles more and more of its administrative details. Nonetheless, as a largely volunteer group, the board relies heavily upon a strong staff. The office manager handles a large workload, as does reserve coordinator Rob Harbour. With his extensive knowledge of planning and land management, Harbour often functions as a tenth member of the board. Frequently donating personal time to reserve affairs, Harbour's schedule is full.⁵²

Soon after Pat Howell's election, the trust board was able to move into its new offices in the Island County museum. Through the eastern windows is a striking view of historic Front Street, Penn Cove, and the uplands bordering the distant shore. The entire panorama is within Ebey's Landing National Historical Reserve. The National Park Service hopes to acquire the congressional appropriation to purchase additional scenic easements to preserve this landscape. With the sponsorship of Congressmen Al Swift, who has been working two years to acquire these funds, the funding will hopefully become available in 1994. Persistence and public support have been vital to the reserve's success.⁵³

CHAPTER EIGHT





Chapter Eight

INTERPRETATION AND VISITOR FACILITIES

After a visit in 1986 to Ebey's Landing National Historical Reserve, the chief of interpretation for the NPS' Pacific Northwest region, David Pugh, commented that

the concept of a park area intended to preserve a cultural scene is difficult to grasp on site. The concept is understandable, but difficult to 'see,' and unfortunately, I believe most visitors expect to 'see' the park rather than only visit and see its individual pieces.

Consequently, Pugh noted, the greatest visitor need at EBLA was orientation and guidance through exhibits, hand-outs and brochures that would provide structure, direction, and a recommended route for visitors to travel in order to enjoy the resources of the reserve. The specialists who designed the reserve's interpretive program concurred wholeheartedly. A nontraditional area, EBLA would offer nontraditional means to enjoy the resource. Its interpretive materials and signs would be geared toward the self-motivated visitor.¹

Stimulated by the unique challenge of interpreting a cultural landscape, the designers at the NPS Harpers Ferry Center in West Virginia created a unified system of exhibits and waysides to guide visitors through the reserve. Such panels were consistent with other NPS panels found throughout the national park system. At the beginning of 1993, seven interpretive pullouts or waysides and a total of 21 panels were in place within the reserve, with others scheduled for placement in both state parks and in the rest of the reserve. Still others await land acquisition funding before they can be installed on lands now privately owned. The program has been a cooperative effort among the governmental partners and others, including the Washington State Department of Transportation. The National Park Service is responsible for creating the waysides (although, in fact, the trust board became involved in designing and constructing them), but the EBLA trust board is responsible for maintaining them. The trust board has found additional partners within the community to assist with this program. By the beginning of 1991, all reserve waysides outside of the state parks were being maintained by volunteers from local community service organizations.

This chapter will discuss the interpretive programs that have been developed for the reserve. It provides an overview of EBLA's few visitor facilities and recreational opportunities. Installation of some interpretive waysides, such as those at Cemetery Overlook and the docks of the Washington State ferries, has been completed as specified in the EBLA wayside exhibit plan. Others, such as those at Fort Ebey State Park,

eventually will be completed as the exhibit plan envisioned. This report does not discuss in detail those sites that have proceeded or are proceeding as planned, since this would duplicate information available in the wayside exhibit plan. The goal of this discussion is to note what has been accomplished and to explain why certain exhibits have been modified, eliminated, or added to the program.

EBLA Interpretive Prospectus

In August 1981, Larry Tillman, interpretation specialist, and Ray Price, chief of wayside exhibits, both from the NPS interpretive design center at Harpers Ferry, toured the reserve with regional chief of interpretation Rocky Richardson and Reed Jarvis. They were part of a team that would study the area and prepare a prospectus for its interpretation and interpretive facilities.²

The team was aware that the method of interpretation in the reserve would not be the traditional means used throughout the national park system. Interpretation would not highlight individual structures and landmarks, but would focus on the cultural landscape as a whole system of interrelated parts.³ The interpretive prospectus, which they prepared in the fall of 1981, noted that the NPS had no plans for a visitor center, exhibit rooms, amphitheaters, and other traditional interpretive facilities for the reserve. Nor would it acquire any historic structures, or staff the area with the usual NPS park technicians. Visitors would gain an understanding of the reserve primarily through interpretive waysides, which would be organized around themes drawn from the EBLA comprehensive plan. It was envisioned that the reserve would be a self-guided place for the self-motivated visitor.⁴

The interpretive prospectus identified sixteen sites for wayside exhibits, with a total of thirty-two panels. The National Park Service traditionally tried to reach as many incoming visitors as possible. Its immediate goal in the reserve, or Phase I, was to erect waysides in three key areas--Coupeville Wharf; Ebey's Landing; and the U. S. Navy Outlying Field (OLF), which lay near the primary southern entrance to the reserve. All but the Ebey's Landing site, which was privately owned, were on public property, and required only cooperative agreements between the partners in order for the waysides to be installed.

In addition to the panels, the NPS would publish a reserve brochure. The interpretive prospectus recommended that the EBLA brochure be organized around the four historical themes described in the enabling legislation. Phase I also called for a driving/bicycling tour (a walking tour of historic Coupeville was already available through the Island County Historical Society). It also suggested the recording of oral histories,

in order to document the experiences of descendants of the early settlers. The tours and oral histories were moved to the back burner as funds and work time proved scarce, and to date have not been completed.⁵

Phase II of the interpretive prospectus recommended thirteen waysides at other key viewing or entrance points, as well as a traditional NPS "park handbook" and a variety of posters, charts, and "theme" publications. The interpretive panels would orient the visitor to the reserve and describe specific aspects of local geography and history. Their locations were to be as follows:

1. Admiralty Inlet Overlook on Hill Road (near Camp Casey Campus)
2. Fort Casey State Park
3. Grasser's Hill and Lagoon
4. Bluff Trail Overlook (at the top of the bluff beyond the state park boundary)
5. Bluff Trailhead (on Ebey's Landing State Beach)
6. Ebey's Prairie pulloff (referred to informally for a time as the "Engle Road Wayside" and now called the "Prairie Wayside")
7. Ebey's Prairie Overlook, across the road from Sunnyside Cemetery (now also referred to as the "Cemetery Overlook")
8. Monroe's Landing
9. Crockett Blockhouse near Crockett Lake
10. Fort Ebey State Park
11. Port Townsend-Keystone ferry
12. Crockett Lake, along Ft. Casey Road south of Wanamaker Road
13. Mukilteo-Clinton ferry

While the Harpers Ferry Center fashioned some preliminary designs for the wayside exhibits, EBLA ranger Kris Ravetz gathered background information for a reserve brochure and launched a campaign of public outreach and education.

The EBLA Brochure

Glenn Hinsdale, interpretive specialist in the NPS regional office, composed a brochure prototype from materials that he and Ravetz assembled. One side of the brochure was a chronological history; the other provided a guide to major features within the reserve. Cast in sepia hues, historical photographs of settlers and the bustling life of early central Whidbey Island dominated the folder. A lengthy chronology of historical trends culminated in the observation that what made the area remarkable was that "changes occurred without the disjuncts or fabric tears that so often mar the integrity of a community." Hinsdale provided a detailed brochure at Reed Jarvis' request, because

so little material about the reserve was available in print. It was generally believed that this would be the only opportunity to get a brochure printed, and extensive detail seemed necessary. Hinsdale contracted with a local printer to produce the brochure in 1983, using regional NPS funds.⁶

Kris Ravetz enlisted local businesses to stock brochures where their customers could see them. The trust board continued this practice after it formed in 1985, distributing folders throughout Whidbey Island. In this manner, each cooperating business substituted for the traditional NPS visitor information center. Such participation, it was hoped, would contribute to the personal commitment of local entrepreneurs to the success of the reserve.⁷

Early Public Education and Outreach

Reed Jarvis and Kris Ravetz sought a variety of ways to inform the public about the reserve. In 1981, they held a workshop for locals on owning and maintaining historic buildings.⁸ Ravetz conducted off-site talks and guided tours, and answered myriad written inquiries about the reserve. Her membership in the Island County Historical Society, an organization sustained in part by some of Island County's oldest families, gained the reserve an important ally.

In 1983, NPS historian Gretchen Luxenberg and historical landscape architect Cathy Gilbert of the regional cultural resources division conducted a survey of historic structures predating World War II, while simultaneously documenting the cultural landscape (this work is described in Chapter Nine). Throughout the summer, public meetings revealed that many residents of the reserve were unaware of the reserve or uncertain of what it meant to live within its boundaries. Consequently, the NPS published *Ebey's Landing: The Land, The People, The Place*, geared toward informing local residents about the reserve and its resources. The Service distributed copies widely in central Whidbey Island, especially to owners of contributing structures. The NPS sponsored three such publications regarding the preservation of historic buildings and landscapes, helping to increase local awareness of the significance of the reserve's historic and natural resources, as well as the Park Service's mission at the reserve.

Interpretive Panels

By July 1985, the Harpers Ferry Center division of wayside exhibits completed a wayside exhibit plan. It recommended a total of 37 signs to present the major natural and cultural themes of Ebey's Landing National Historical Reserve. These topics ranged from early Native American life to the variety of ships that pass through the Strait of

Juan de Fuca. Several of these signs, placed at main reserve access points and areas of visitor concentration, would substitute for entrance stations.

The unique interpretive challenge of EBLA was to focus on patterns and relationships rather than particular structures or natural features. The Harpers Ferry team members developed some basic questions that they wanted the visitor to ask themselves, perhaps unconsciously, such as: How does what I see here fit into the whole landscape? What is the relationship between the developed areas and the open space? The team planned the exhibits so that they gave a complete understanding of the area through a progression of ideas. Interpretive materials and facilities were interrelated and complementary. The exhibits were pieces of text that, collectively, would constitute a complete story. Each site, they concluded, should be carefully chosen to tell the appropriate piece of that story. (However, planners and managers recognized that visitors would arrive from different directions, and decided that some of the important messages should be repeated in places.)⁹

First Wayside Installed: Coupeville Wharf Kiosk

The interpretive kiosk on the Coupeville waterfront was EBLA's first wayside, and the only one in Phase I developed as projected. In October 1982, the NPS leased the site on Coupeville Wharf for fifty years from the Port of Coupeville. Sid Malbon, a landscape architect in the NPS regional office, provided the landscape design for the site. He designed a public bulletin board kiosk to encircle and mask a tall vent for fuel tanks that lay underneath the wharf, and a companion kiosk for reserve information. Situated at the entrance to the popular Coupeville Wharf, this central point attracted a large number of visitors, especially during annual events such as the arts and crafts fair and the recently revived water festival.¹⁰

Completion of the other projects was several years away, however. Only in the late 1980s did the wayside exhibit plan truly accelerate. In the meantime, the trust board pressed the NPS to rethink some of its exhibit proposals.

The Trust Board Modifies Wayside Program

The interpretive program at the reserve did not develop exactly as put forth in the interpretive prospectus. The trust board raised few objections, at first, to the interpretive plan, but as it gained experience, it modified or eliminated some exhibits it now believed to be inappropriate for the reserve.

A variety of motivations compelled these changes. Safety was one consideration, as the board reviewed the placement of particular waysides. In addition, some on the board began to perceive that the traditional Park Service mission to inform and guide the visitor, with its supporting ranks of signs and pullouts, might be excessive for a historical reserve. This reflected, in part, a private reluctance among some members to "over-advertise" the reserve as a tourist playground. More compelling, however, was the desire to keep the landscape uncluttered and to avoid disruption of the daily lives of the inhabitants. Because the trust board members lived in the local community, they were conscious of the potential impact of directing tourist traffic to certain locations. For example, they debated whether the placement of waysides should encourage visitors to leave their cars and plunge into the countryside, and they balanced this against their desire to minimize the impact on the environment. Moreover, their knowledge of the land often gave them special insight into the best locations for waysides. The trust board was sensitive to the fact that the signs and exhibits were in their own backyards, and they wanted to be careful about quality and visual impact. The pace of facility development set the pace of wayside placement. If there were few facilities, such as finished trails or pullouts, there were few needs for waysides. Unlike traditional parks, the managers of EBLA tried to place most exhibits on property belonging to one of the reserve partners--the town, county, or state government lands. Each agency had its own standards. As the NPS acquired additional easements or signed cooperative agreements with its partners, the wayside exhibit plan adjusted to them.¹¹

Since the schedule of site development and exact location was uncertain, signing and interpretation needed to be general enough to fit a variety of locations. Neither the NPS nor the trust board wanted to invest in expensive waysides that rapidly became obsolete. Go slower, some of them told the National Park Service, and produce a better product.

And indeed the Service did proceed slowly. At the end of 1988, ten years after the reserve was established, only the Coupeville Wharf wayside was in place. In part this was due to funding difficulties. Sometimes the NPS viewed reserve programs as a low priority.¹² And at times the trust board itself had mixed opinions about individual exhibits. Members could be both frustrated by the lack of consistent NPS support for facilities, and dissatisfied with some of the waysides produced. Their concerns and needs, along with those of NPS regional office staff, resulted in Harpers Ferry Center modification of pieces of the EBLA interpretive program.

Additional Wayside Exhibit Plans and Visual Compatibility Guidelines

After Harpers Ferry produced the initial wayside plan, the National Park Service

produced an analysis of the types of materials and settings most appropriate for use in EBLA. It also updated the wayside plan. In 1987, landscape architects Linda Hugie and Terri Taylor, of the NPS regional maintenance division, prepared visual compatibility guidelines for the reserve. Their purpose was to provide recommendations for designing visually compatible waysides, viewing platforms, and other development-related facilities such as fences, posts and bike racks. These guidelines are particularly important for the reserve because they provide the information necessary to develop these facilities with the least amount of impact--visual and physical--to the cultural landscape.

In the late 1980s, NPS Project Manager Cindy Orlando accelerated the pace of the wayside program. In May 1990, Harpers Ferry printed a new wayside exhibit plan that Glen Hinsdale and the trust board had revised. Several wayside panels were delivered by 1990, including those at the Crockett blockhouse, Fort Ebey State Park, Port Townsend, Ebey's Landing (on the state beach), and the Bluff Trail. Crews from the North Cascades National Park maintenance division, and the Youth Conservation Corps, the Naval Air Station in Oak Harbor, and Island County's roads and parks departments all provided labor in various capacities; Seattle Pacific University helped by providing housing while the crews completed their work. The North Cascades crew installed a greatly modified sign in 1991 at Monroe's Landing, and the Prairie Wayside on Engle Road, and two entrance signs, were erected in 1992. Some waysides that differ significantly from the initial interpretive prospectus, or that were eliminated or added to the overall program, are discussed below.

Original Ebey's Landing Wayside Eliminated

The interpretive team hoped to place a kiosk to the south of Ebey's Landing state beach, on tideland owned by Robert Pratt. This was called the "Ebey's Landing cluster" in the interpretive prospectus. After it became clear that Pratt would not permit the National Park Service access to his land, the NPS dropped the site in 1988. Instead of two interpretive sites on the beach, therefore, only one would be installed, at the trailhead to the Bluff Trail. Washington State already owned the beach and was willing to locate the wayside on the site, as it would enhance the state's interpretive program.¹³

Bluff Trail Overlook

The Bluff Trail overlook was proposed for siting on Robert Pratt's coastal land to the north of Ebey's landing, but, as stated above, Pratt was uninterested in selling an easement. In 1990, the trust board placed a wayside at the intersection of the Ridge Trail, which began at the Cemetery Overlook, and the Bluff Trail. This was a new wayside added to the program by the board once it decided to create the trail.¹⁴

Monroe's Landing Wayside

To install the wayside on this county-owned land, only a cooperative agreement between NPS and Island County was required. This particular panel underwent extensive review by a number of parties because of its content. The proposed exhibit, entitled "Skagit/ A Beleaguered Society," focused on the threat to local Skagits by Haida raiders in the past. After careful consideration, the panel was reworded to focus on the richness and unique character of local Salish life.¹⁵

In 1986, Dick Hoffman reconsidered this site as an interpretive wayside. The area seemed little used, except by locals as a boat launch. Knowledgeable locals, he said, also feared that marking the spot would lead to increased "pot-hunting" on a known American Indian site. But NPS regional archeologist Jim Thomson pointed out that the site was already well-known to such people. By 1991 the NPS, with the help of the county parks and roads departments, had formalized the landing area, installed bollards, and placed the wayside. What had once been a county road end was transformed into a small but scenic pullout and beach access.¹⁶

Crockett Blockhouse

Island County owned the Crockett blockhouse and the small pullout in front of it, and private landowner Bob Whitlow owned the land adjacent to it. Reed Jarvis originally envisioned a parking area across the road, a small distance from the blockhouse. This would require purchasing access across the land from Whitlow and one other private landowner. His idea was that visitors could "shed the twentieth century" as they followed a path through a hedgerow to the site. Although Whitlow was amenable to the idea, Dick Hoffman scaled this plan back to eliminate the need to acquire access.¹⁷ In 1990, the county installed a wayside panel in front of the blockhouse. The revised EBLA land protection plan of 1990 added Whitlow's ten acres to its wish list of scenic easements, primarily to keep the viewshed permanently unobstructed.¹⁸

Admiralty Inlet Overlook

This site, situated on the Camp Casey Campus, raised an unexpected problem. The property contained a population of the endangered Golden Paintbrush (see Chapter Nine). Both The Nature Conservancy and the Washington State Department of Natural Resources objected to the proposed location of the wayside. Therefore, Jarvis and Hobbs suggested in 1986 that it be relocated onto Burton Engle's property along Hill Road.¹⁹ They anticipated purchasing the site on Engle's land as part of a package deal involving his entire property.

However, Burton Engle was not interested in negotiating with the National Park Service for scenic easements or public rights-of-way. In addition, the trust board members differed over changes proposed to accommodate traffic in the proposed area. Contemplating safety hazards for visitors, Dick Hoffman suggested making Hill Road one-way. But trust board members agreed with Wilbur Bishop that redirecting traffic would inconvenience members of the community. They also wished to keep the site inconspicuous. The board rejected the one-way road proposal and reduced the size of the parking area, recommending "a minimum amount of signs and a minimum amount of anything to call attention to it." If the NPS purchased the site, though, the trust board would consider establishing a footpath to the bluff.²⁰

U. S. Navy Outlying Field

The Navy's Outlying Field (OLF) on Smith Prairie lies near Highway 20 at the southeastern entrance to the reserve. It includes a practice landing area the size and shape of an aircraft carrier deck. During the comprehensive planning stage of 1978-1980, Reed Jarvis and the citizen's advisory committee identified Smith Prairie as an important entrance point to the reserve. It was the first major open space visible upon entering the reserve from the south. In his early reflections upon the site, Jarvis speculated that it might be appropriate for a seasonally staffed information or orientation station to be located in this vicinity. A few years later he had scaled his expectations back, but still hoped to install a viewing platform and exhibits near the OLF that discussed naval aviation. Jarvis believed that airplanes and national defense were, like the historical forts, a part of the story of central Whidbey Island.²¹

In 1983, Jarvis entered negotiations with the commander of the Naval Air Station in Oak Harbor. Commanding Officer S. D. Langdon agreed to a wayside observation station at the landing strip, provided that the Navy retain the land and the National Park Service maintained the site.

Despite the accord between the two agencies, the project drifted. By 1987, a majority of the trust board believed that the site did not fit in with the historic setting of the reserve. Noisy practice runs at the OLF were controversial within the community, and some thought that a wayside might be vandalized. The trust board put the project on hold indefinitely. In November 1988, Dick Hoffman, who had been unenthusiastic about the wayside, deleted the OLF from the plans due to Navy budget problems and Navy "disinterest." But by this time the disinterest was universal.²²

Grasser's Hill

When Reed Jarvis and Harlan Hobbs considered protecting the Grasser's Hill viewshed, they sought a spot off of Highway 20, west of the intersection with Madrona Way, from which a visitor could survey the full viewshed. A suitable spot, which they labelled Viewpoint X, was on the state highway right-of-way adjacent to the Grasser family land (Viewpoint X was also used to orient visual zones on the hill for scenic easement purposes). Although not specified in the interpretive prospectus, Jarvis decided that the wayside would be located at Viewpoint X, where access off the highway was easy. But the highway created a potentially dangerous situation for any visitors who pulled off the highway and into the wayside. Dick Hoffman and the trust board proposed relocating the site to Madrona Way, also on Grasser family land, where the slower speed of traffic would be safer for cars pulling off the road. Some Grasser family members have expressed an interest in working with the NPS to sell an easement. Meanwhile, the Harpers Ferry Center has prepared a panel, which is ready for installation once all parties agree to a site.

Prairie Wayside

The NPS purchased 2.25 acres of the Sherman Farm in 1984 adjacent to a straight, open stretch of Engle Road in hopes of developing a scenic pull-out for viewing the prairie. State funding that had appeared forthcoming for road work at the site vanished in the mid-1980s, and, together with a lack of NPS funding, this delayed construction of the pull-out. With time to reconsider, the trust board decided that the location would not only take valuable agricultural land out of production--land that the trust board and the NPS were trying to preserve--but it would leave an asphalt scar visible from many points of view. Instead, the NPS exchanged the land with the Shermans in 1990 for three acres of woodlot on a nearby curve of Engle Road near Hill Road. At the trust board's request, NPS downscaled the wayside to reduce visual impact, and screened it from view using the natural vegetation. They also moved the kiosk away from the parking spaces to draw visitors out of their cars. This, they felt, would bring them closer to the land.²³

The Prairie Wayside was a cooperative effort between the Island County road department, the U. S. Navy Engineering Group at NAS Whidbey (the SeaBees), the YCC and maintenance crew from North Cascades National Park (led by NPS maintenance foreman Jeff Harsha), and the trust board. In September 1990, the two crews cleared and graded a site inside the copse for a small parking lot, returning periodically until they completed the wayside in 1992. At the trust board's instructions, they eliminated a planned viewing platform from the design but retained the kiosk. The crews placed a bench outside of the lot facing the cornfields. A short trail skirted the edge of the field

to the north, terminating at another bench for viewing and resting.²⁴ Completion of the wayside was celebrated during an "open house" in the reserve for the local community, sponsored by the trust board in the fall of 1992.

Island County Historical Society Museum

In 1992, the Island County Historical Society completed a new museum building between the Alexander blockhouse and the Coupeville wharf. The new building is also home to the trust board, which leases office space and museum floor space for a reserve exhibit and literature. A cooperative agreement between the NPS and the historical society provides for the placement of a reserve panel on the porch of the museum. This "wayside" interprets the cove and historic Coupeville. The historical society operates a small gift shop which sells books related to the reserve. Because the museum serves as a reserve visitor center plans are underway to redesign the exhibit so that visitors encounter it immediately upon entering the museum and thus may avoid paying a museum entrance fee.²⁵

Scenic Routes and Entrance Signs

After a fourteen-year delay, the reserve finally received and installed entrance signs in 1992. Many trust board members had urged this for years, believing that local citizens, as well as visitors, should be able to see the physical extent of the reserve. For people entering the reserve from the south on Highway 525, the trust board placed an entrance sign in the heart of Smith Prairie. The board sited the northern entrance sign on land owned by the San de Fuca Community Church. Additional signs have been planned for secondary entrances. Island County has installed some scenic route signs in places within the reserve, and the EBLA trust board would like to create special signs with the EBLA logo to follow its own scenic route, a driving/bicycling tour route designed specifically for the reserve. The trust board will work closely with the town of Coupeville and the county in order to have one designated and signed scenic route throughout the reserve.²⁶

Recent Public Education and Outreach

The EBLA trust board hosted a variety of conferences, workshops, and public events, including the "open house" in the fall of 1992, during which trust board members greeted visitors and members of the community at several of the reserve's waysides. In 1991, Coupeville school district superintendent Dr. Ernie Bartleson, working with trust board member and school teacher Mark Gale, funded the development of a curriculum project regarding the reserve. "Videocast" of south Whidbey Island produced a video

about EBLA for visitors to the museum. The board has hosted a number of tours for local realtors, bed-and-breakfast owners, chambers of commerce, and so forth, in an effort to educate the various special interest groups operating in or near the reserve.²⁷

After several years' experience, the trust board felt that visitors and locals needed a more thorough explanation of the purpose and guiding philosophy of a reserve than the NPS brochure offered. It developed a complementary folder in 1989. The folder offered some suggestions on what to do in the reserve and stressed the fact that most of the land in EBLA was private property. The NPS "park handbook" and the posters, charts and "theme" publications recommended by the interpretive prospectus have yet to materialize. These await funds and opportunity. Trust board chair Pat Howell would like to update the NPS brochure to better reflect the more recent history of the community; a new park brochure is currently in production.²⁸

Today, the trust board is in the initial stages of developing a driving tour, planned for 1993. It also began a newsletter in the fall of 1992 entitled *Particular Friend*. The board has compiled a list of "friends" of the reserve, who all receive copies of the quarterly publication.

EBLA Trails

The other important facilities which the reserve manages are trails. The main trails in EBLA are the old Bluff Trail along the west coast of central Whidbey Island (a former sheep trail) and the newer Ridge Trail, which connects Sunnyside Cemetery to the bluff across the Sherman Farm. The following provides a brief history of past and proposed trail development within the reserve. Former regional lands acquisition chief Harlan Hobbs recalled that members of the Scholz family, as well as the early EBLA trust board, expressed interest in a trail for hikers and horses along Crockett Lake. Upon reflection, Hobbs and project manager Hoffman felt that this appeared to be a poor site for a trail.

The Bluff Trail

The EBLA comprehensive plan urged that the Bluff Trail be extended from Fort Casey to Fort Ebey. Currently, it runs only about two miles along the western coast of Whidbey Island, from Ebey's Landing to Perego's Lake. However, hikers often travel beyond this length, and have been doing so for decades, traversing private property.

Washington State owns the trailhead to the Bluff Trail at the beach on Ebey's Landing. After the state acquired the beach from the Smith family and Bud Wagner,

it built a small parking lot, a short bridge and a stairway at the entrance to the Bluff Trail. The trail climbs to the top of the bluff and follows the edge until it drops back down to the beach at Perego's Lake.

Legally, the public may traverse the Bluff Trail from Ebey's Landing, along the width of the Sherman Farm, to where it meets the Ridge Trail that connects to the Cemetery Overlook. But the trail continues across Robert Pratt's property, which has no easement (a sign informs hikers that they are exiting the official portion of the EBLA trail), and along the southern 2,400 feet of Albert Heath's former estate, which does have an easement. Except for a small portion of the Heath estate and a short span across Pondilla Estates, Washington State owns the remainder of the trail north to Fort Ebey State Park. The private landowners have voluntarily permitted the public to continue on the trail where it crosses their lands, but the trust board continues to work toward more binding assurances of public access.

Most of the bluffs south of Ebey's Landing have no public rights-of-way. However, people do hike the length of the beach south to Fort Casey State Park. Seattle Pacific University owns the beach along its Camp Casey, and the college permits public access as long as people do not enter the campus grounds. Generally, there have been no complaints about such use of private lands. (Public tidelands are more extensive north of Ebey's Landing.)

Gaps in public ownership have delayed the construction of the eight-mile coast trail recommended in the EBLA comprehensive plan. Fearing legal consequences, Dick Hoffman halted trail improvements begun by a YCC crew near the Pratt property in 1988. He also suspended NPS discussions of an upper pull-off near the beach, due to its likely visual intrusion on Ebey's Prairie.²⁹ In 1992, Rob Harbour and Gretchen Luxenberg met with Doug Shepard of Pondilla Estates, who had expressed interest in creating an upland trail across his land from Lake Pondilla to Partridge Point. Perego's Lake residents occasionally complain about damage to their bluffs. Until recently, some hikers, when they reached the end of the trail at Perego's Lake, did not turn around, but walked straight down the fragile hillside, causing erosion and plant damage. To solve this problem, the trust board placed a sign warning hikers that the trail would end soon, and directed them to a trail down to the beach.³⁰

The Ridge Trail

During the comprehensive planning stage it became apparent that the idea of a trail system in EBLA was disturbing to some landowners, especially farmers who feared their crops would be trampled. Therefore, Reed Jarvis avoided recommending any trails

other than the coast trail. He hoped to raise the topic at a later time, because his immediate priority lay in convincing the farmers first to accept the overall reserve concept as a means of protecting heritage lands. The comprehensive plan therefore recommended trail construction only along the coast from Fort Casey to Fort Ebey.³¹

A logical extension of the trail system did soon occur to Jarvis, as well as some of the trust board members, however. Both Reed Jarvis and Herb Pickard visited England separately in the early 1980s. Pickard witnessed for himself the extensive trail system in England and returned intrigued by the English concept of the "right to roam."³² Pickard proposed in 1985 that the trust board build a trail which would begin at the Cemetery Overlook, cross the Sherman farm along the northwest ridge, and connect with the Bluff Trail.

The Sherman family was enthusiastic about the idea. The average public, said Roger Sherman, had not been able to enjoy the beauty and history of the area except in Coupeville and through printed material. His farm had not experienced public intrusions from the Bluff Trail. Wilbur Bishop, part owner of Sherman Farms and a member of the trust board, endorsed the idea of an experimental trail. If hikers littered the trail or trespassed on private property to an unacceptable degree, public use would be discontinued. The family agreed to a one-year trial.³³

Bishop took personal charge of the project. For one section of the trail, he obtained Roberta Smith Haeger's permission for access to the road leading to her driveway.³⁴ In February 1987, the county approved the trail, as well as construction of the Cemetery Wayside. Completed by an NPS Youth Conservation Corps crew in 1987, the trail traversed the agricultural fields for more than a mile, intersecting the state trail along the bluff above Ebey's Landing.

The trust board is encouraged by its experience with the Bluff and Ridge Trails. Both have been used steadily since their development, and the Smith, Sherman and Bishop families happily report that they have experienced little in the way of public trespass. A dog may occasionally run off leash, but people understand and respect the property rights of the landowners.³⁵

Other Concerns and Proposals

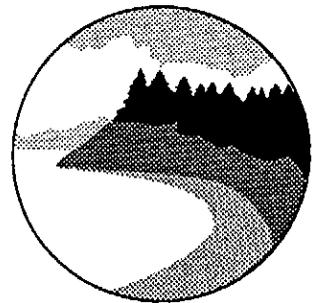
The trust board envisions a reserve-wide trail linking special areas within the reserve together. This is a long-term goal which requires land acquisition funding in order to purchase land in fee or easements providing access. In early 1990, retired NPS landscape architect Jim Howe, a Coupeville resident, volunteered to develop a conceptual

trail plan for the trust board. There have also been recent discussions on linking the trail system with a trail that has been proposed to run the length of Whidbey Island.

Programs for interpretation and visitor facilities are still in transition at Ebey's Landing National Historical Reserve. In addition to its own facilities and materials, the trust board relies on walking tours and other programs prepared by the town of Coupeville and the managers of the two state parks. As in all of the reserve's programs, limited staffing and budget constraints dictate the pace of program development. Enthusiasm remains high for such facilities, however, and the trust board continues to plan, with the NPS and the community, for future recreational and educational opportunities.



CHAPTER NINE





Chapter Nine

MANAGING RESOURCES

The act establishing Ebey's Landing National Historical Reserve emphasized that the reserve was created to "preserve and protect a rural community which provides an unbroken historical record" of exploration and settlement in the Puget Sound. This language raises interesting questions. Implicit in the legislation was the understanding that the EBLA partners would support efforts to retain the present balance of urban development and open space or farmland. Yet the act specifies that the reserve represents a continuum of human use and activity. Does this continuum extend into the future? Does the wording of the act pit the historical and the natural against the future development of the community? The future challenge may be to define the realm to be protected, to decide whether to draw a line at some historical moment after which the NPS has no interest in preserving developments on lands not already protected with easements. An additional consideration is that, while protection of natural and cultural resources seems on the surface to be a straightforward goal, in a farming community these categories often overlap and sometimes compete. The traditional National Park Service unit is maintained either in its historical condition (for example, a battlefield or a historic home), or in a natural condition (as close as possible to how it might have appeared prior to human intervention, although this is difficult to determine). As a cultural landscape, EBLA is both of these and more. What seems evident is that the idea of managing the area as a historical continuum may raise debate, yet permit flexibility in management decisions.

On the approximately ninety percent of Ebey's Landing National Historical Reserve that is privately owned, natural resource protection falls primarily to local agencies. Most of the publicly owned land belongs to Island County or the state. However, the NPS and the EBLA trust board do advise on natural and historical landscape issues. The EBLA trust board works with town and county historic advisory committees, established when central Whidbey Island became a historic district in 1972, to protect historic structures. It also monitors scenic easements to protect NPS development rights. The National Park Service provides technical and monetary assistance on a variety of historical and natural resource issues. This chapter will discuss historic, archeological, and natural resource protection in Ebey's Landing National Historical Reserve, as well as the guardianship of scenic easements purchased by the National Park Service.

NPS Cultural Resource Inventories

Soon after the formation of the Central Whidbey Island Historic District, it became clear that the National Register listing could be made into a stronger tool for local preservation. Jimmie Jean Cook's National Register nomination for the large historic district frequently described individual structures only minimally, and many were not tied directly to the major themes of the central Whidbey area in a manner that would clearly define their position as a contributing element of the historic district.¹ The nomination was also limited in that it only identified historic structures from the nineteenth century. The nomination defined the district as a collection of nineteenth-century structures representing a variety of styles and the early development of central Whidbey Island. When the state historic preservation officer rejected an application for a historic twentieth-century bungalow that was undergoing rehabilitation to take advantage of preservation tax incentives, the community and the NPS quickly realized that they had a problem. A gap existed between the historic district nomination and the enabling legislation of the reserve. The legislation recognized the historical record of the area "to the present time." Since the National Register required most historic structures to be at least fifty years old, a number of buildings not identified in the 1973 nomination could be added to the list. T. Allan Comp, the NPS regional chief of cultural resources at the time, recognized that the Service needed to find out what significant cultural resources existed in the reserve and update the historic district nomination.²

In 1983, Comp sent a team, supervised by NPS historian Gretchen Luxenberg, to inventory all buildings constructed in the reserve before World War II. The team inventoried sites, such as farm complexes, as well as individual buildings. Using a new inventory system developed by team member Cathy Gilbert, a landscape architect, they also documented the cultural landscape. The first such NPS inventory of its kind in the region, it involved segmenting the reserve into ten distinct character areas according to natural patterns, such as ridges and woodlands, and cultural patterns, such as roads and political boundaries. The result was a three-volume set of inventory cards. From this baseline documentation, Gilbert and Luxenberg compiled *The Land, The People, The Place: An Introduction to the Inventory* in 1984. Written for the general public, this study provided a summary of the reserve's important natural and cultural resources.³

Favorable response to the publication from the local citizenry led to another publication in 1985, *Design Considerations for Historic Properties*, by architect Beth McGreevy and historical architect Hank Florence. Written as a tool for preserving cultural resources, the newspaper-style publication was designed as a guide for reserve property owners. It was intended to increase community awareness of the variety of structures that contribute to the cultural landscape. The newspaper stressed that simple,

vernacular structures were as important to the landscape as ornate homes.⁴

Finally, a third publication, *Reading the Cultural Landscape*, by Cathy Gilbert, identified in more detail the cultural resources of the reserve. Gilbert wrote it specifically for the use of the trust board, and it suggested guidelines and principles for conservation of significant cultural landscape elements, buildings as well as hedgerows.

The landscape inventory provided a comprehensive data base from which change within the reserve could be measured and evaluated. Of the 338 buildings surveyed, 175 were recommended as contributing to the reserve's history when evaluated against National Register criteria.⁵

Cultural Resource Protection

A major concern of the trust board has been the integrity of cultural resources within the reserve. After the creation of the Central Whidbey Island Historic District in the 1970s, both Island County and the town of Coupeville established design review committees (commonly known as HACs, or historic advisory committees) to monitor proposed changes to historic properties listed in the National Register of Historic Places. The authority of these committees was limited to reviewing building permits for historic structures and making recommendations to their respective planning departments.

As an instrument of county policy, the historic district already had procedures for review of historic features in place when Congress established the reserve. This meant that there would be no major upheaval when EBLA formed. A close working relationship between the trust board and the HACs was crucial to effective protection of cultural assets.⁶

Initially, the flow of information between the Central Whidbey HAC and the trust board was weak. The problem seemed to stem not from lack of interest or commitment from the HAC, but from poor communication between the HAC and county planners. Some planners occasionally bypassed or overruled both the HAC and the trust board in issuing building permits. To both committees, it appeared that the county did not take them seriously.⁷ In June 1989, the Central Whidbey HAC disbanded in protest over what it characterized as lack of commitment from Island County planners. Charline Scoby, a fifteen-year member of the HAC, as well as a trust board member, explained the HAC's frustration. "We were all willing to . . . serve but there was so much turnover in (county) planning that we were getting no support."⁸

Once the county HAC disbanded, building permits ceased to be reviewed by preservationists. However, Scoby grew concerned for the integrity of the historic district.⁹ When Bob Whitlow, owner of the Crockett Farmhouse Bed and Breakfast, decided to modify his historic farmhouse, a public hearing helped stimulate interest in historic preservation. This, repeated contacts from the EBLA trust board, and a sympathetic group of county officials, encouraged the county to revive the HAC.¹⁰

In August 1990, the Central Whidbey HAC was reborn under a new ordinance that gave it new clout and direction. The new ordinance gave the committee broad powers to request detailed construction plans and related materials necessary for thorough review of proposals. It allowed county land use decisions to be based on historical and scenic values. The ordinance created two seats on the HAC for members of the EBLA trust board, which were promptly filled by Charline Scoby and Pat Howell, assuring that the interests of the reserve would be represented. In 1990, the trust board assisted both the town and county HACs in revising their design review guidelines to assure a professional and effective performance for the community.¹¹ Furthermore, the trust board established a system of notification with Coupeville and Island County so that it can review local permits regularly and keep a log of permits issued. The trust board does not duplicate the work of the existing town and county HACs, but provides technical assistance and political support as needed.¹²

Archaeological Sites

In addition to historical structures, the reserve contains 33 identified archaeological sites, the majority of which are along the shores of Penn Cove. Island County and the Washington State Office of Archaeology and Historic Preservation keep the location of such sites confidential in order to prevent disturbance, and they monitor construction in areas likely to contain archeological resources. Under its obligation to provide technical assistance to the reserve, the National Park Service has contracted for archaeological reports on sites within the reserve, but these have been limited in scope.¹³

Natural Resources

The National Park Service has not played a major role in managing natural resources within the reserve. Two reasons explain this. On the one hand, the reserve lacks a detailed resource management plan (RMP), which it needs in order to request funds to undertake specific projects related to natural resource management, but until recently, an up-to-date RMP has not been a priority for the region. On the other hand, most of the land within the reserve is either privately owned or managed by state or local

governments, mitigating the urgency of preparing an RMP. Although many concerns regarding natural resources have arisen, the National Park Service has acted in an advisory capacity because of its limited power and jurisdiction over the lands. However, the NPS and the trust board would like to play a greater role in managing the natural resources of the reserve.

In 1982, National Park Service Management Assistant Willie Russell of the region's Resource Management and Visitor Protection Division prepared an RMP for the reserve. Only scant information on natural and cultural resources was available; the end result was an RMP that primarily recommended that the NPS conduct more comprehensive research on all of EBLA's resources.¹⁴

Ten years later, after four attempts to assign the task of completing the RMP, Leigh Smith, a natural resource specialist from North Cascades National Park, was chosen to complete the RMP (by 1994). The EBLA trust board will then be on a more equal basis with other parks when requesting NPS assistance for resource management projects. The RMP will identify issues relevant to EBLA despite the NPS's lack of control over the lands within the reserve. Many of the proposed projects will require coordination between the reserve partners. The more the trust board learns about the reserve's natural and cultural resources, the better equipped it is to inform and educate local landowners and land management agencies about resource management issues which affect the entire community and the integrity of the reserve.¹⁵

Communication and cooperation have provided solutions to a number of issues regarding natural resource management and protection in EBLA. For example, assistant Island County road engineer Lew Legat, sensitive to natural and aesthetic values within the reserve, agreed to trim hedgerows and underbrush sparingly and cautiously in order to protect the cultural landscape within EBLA. Another agency, the National Oceanic and Atmospheric Administration, recently proposed to create a "Northern Puget Sound Marine Sanctuary." It would include the Strait of Juan de Fuca, Admiralty Inlet, Saratoga Passage, and Penn Cove. The wildlife sanctuary designation may mean more protection of wildlife through federal regulation. Island County Commissioner Caldwell has raised doubts about adding another layer of federal bureaucracy, but the idea has many advocates in the county.¹⁶

Resource issues that have required more extensive action on the part of the trust board or the National Park Service are discussed below.¹⁷

Rare or Threatened Plants

According to Gloria Wahlin, coordinator of the Island County Noxious Weed Control Board, there are many rare or threatened plants within Ebey's Landing National Historical Reserve. Several species grow on Grasser's Hill, including rare native irises, and the trust board and the county are working with local landowners, who sometimes mow down the irises in their attempts to control thistles, to prevent the loss of these plants.

In addition, a patch of what is commonly called the Golden Indian Paintbrush or Golden Paintbrush can be found in Fort Casey. Once a wide-ranging plant on the Pacific coast, only nine known populations of Golden Paintbrush remained in the world when EBLA was established in 1978. Ironically, the environmental disturbance caused when Fort Casey was built may account for the plant's presence. NPS Naturalist Ed Schreiner has speculated that the site was once forested, a condition unfavorable to Golden Paintbrush. Once the forests were cut, the disturbed soil may have provided the herb with a place to flourish. In order for the plant to continue to survive today, it may be necessary to prevent the return of the site's natural forested state. The National Park Service has already taken steps to protect the species. In 1981, the EBLA interpretive prospectus recommended that the Admiralty Inlet wayside be installed in a spot that happened to be in the vicinity of the Golden Paintbrush population. In 1983, after the Service learned of the plant's presence, it cancelled plans for the installation of the wayside at the site.¹⁸

Other resource issues on which the NPS has offered recommendations have involved years of discussion. Crockett Lake and pipelines were topics of debate for more than a decade.

Crockett Lake

For over a century, local residents have managed Crockett Lake, primarily for flood control and to reclaim marshlands. Over time, the lake went from predominantly salt marsh to nearly fresh water, and finally to brackish, due to attempts by local farmers and landowners to reduce its size. By the time the reserve was established, human manipulation had caused Crockett Lake to swell and shrink for years.

Gradually, popular concern grew about ecology and the preservation of wetlands around Crockett Lake. These wetlands were biologically rich and teeming with waterfowl, especially during the spring and fall migratory season. The Seattle Audubon Society, Save Whidbey Island For Tomorrow (SWIFT), and other conservation

organizations wanted sufficient water levels to be maintained to protect bird habitat. In addition, administrators at Seattle Pacific University's Camp Casey Campus preferred that the lake remain at high levels to accommodate its environmental and canoe classes. On the other side of the growing controversy stood private property owner Bud Wagner and other landowners in the area. For more than two decades Wagner, chairman of Drainage District 6, owned part of the lake bed.¹⁹ In the 1980s, he and nearby landowners tried to prevent flooding of the septic drainfields in the adjacent Telaker Shores subdivision, part of which Wagner had once owned. They hoped to keep the lake shallow enough to avoid water on the highway and to drain the marsh near Telaker Shores.²⁰

In the early 1980s, the water level began to sink after Drainage District 6 repaired some long-defunct tide gates. By the summer of 1984 the lake was only one-quarter of its former size. The SPU dock was high and dry, and Crockett Lake had begun to resemble a mud patch. SPU sued the drainage district, and the NPS was called upon to offer its opinion.²¹ NPS Project Manager Dick Hoffman, who had a master's degree in marine environmental studies, felt that NPS should let the state handle the issue. However, the National Park Service did state its position. The Service recognized that the lake had not been in a natural state within living memory, but it acknowledged that Crockett Lake had considerable natural, scenic, historic, and recreational value. NPS Regional Director Odegaard stated that the primary value of Crockett Lake was as a major link in the migration of shore birds. A brackish water/salt marsh environment, he said, must be maintained in order to provide a food source for birds during the spring/fall migratory seasons. Recommending further study to determine proper water levels, Odegaard suggested that extreme fluctuations in levels be reduced. The county currently attempts to maintain the lake as a wetland, with water levels of no more than three feet.²²

Pipelines

Another long-term resource issue in which the National Park Service and Island County have had an interest involves proposals for pipelines to refineries to the north.

The Northern Tier Pipeline Company received presidential approval in January 1980 to construct and operate a crude oil transportation system across the Puget Sound. A portion of the route would come ashore on Whidbey Island just north of Point Partridge. Approximately one-half mile of the ninety-foot corridor would cut through Ebey's Landing National Historical Reserve. Island County and the National Park Service opposed the pipeline because of possible damage to the fragile bluffs along the coast, and because of its potential to disrupt the landscape in general. (They also noted

that an oil spill would devastate the environment.)²³

The Northern Tier project died, in part because Governor John Spellman refused to allow its terminal to be sited at Port Angeles. However, three similar proposals for west-to-east pipelines surfaced in the early 1980s, the Trans Mountain (which proposed to cross Whidbey Island), Kitimat, and Northwest/Skagway pipelines. None of the projects went forward, although in 1991 Trans Mountain Oil Pipe Line Corporation revived its plans to build a pipeline.²⁴

The Kettleholes

The EBLA trust board took an interest in all of these matters. One additional natural resource controversy, the Barstow pit (as the issue was locally called), embroiled the trust board in prolonged public debates about kettlehole terrain.

In 1979, Island County began acquiring what eventually amounted to 160 acres of kettlehole terrain in the old Barstow Donation Land Claim, southeast of Lake Pondilla (the lake itself is a kettlehole). The Island County Engineering Department planned to dig a landfill in the area, build a road shop, and hold the land as a future source of gravel. Both the Island County planning department and the trust board opposed the project in 1986. The board cited as justification the project's probable visibility and the geological uniqueness of the kettleholes. When the county officials promised to create a visual buffer, the trust board relented. But, as planning progressed over the next three years, some trust board members withdrew their support. It appeared that the project would gradually level a ridge visible from Highway 20. In support of the trust board, Island County commissioner Dick Caldwell, in whose district the reserve lay, argued in April 1988 that the county-owned land would be better used as a "passive recreation" area with hiking trails among the glacial kettles. Eventually the county canceled the landfill and the road shop. However, it could still apply for a surface mining permit for the gravel.²⁵

The appropriate water level for Crockett Lake and kettlehole protection reflect the sort of natural resource issues that have typically concerned the NPS and the trust board. Inherent in such debates has been the classic challenge to balance protection of natural values while accommodating ever-changing human use and demands on the land. In the reserve, where a living and working community resides, this has been especially important. The challenge has also been apparent in the subject of camping. This has been a small but not insignificant issue.

Camping

As previously stated, most of the land within EBLA is private. The trust board is conscious that the degree to which visitors respect private property helps determine the level of local support for the reserve. But the trust board and National Park Service have an obligation to see that visitors are not unreasonably inconvenienced or denied appropriate services. The board, therefore, must both encourage and accommodate visitors and discourage activities that violate the trust of local citizens.

As the population of the Puget Sound area rises, tourism to the reserve increases. State campgrounds in Forts Ebey and Casey, Rhododendron State Park, and on the northern and southern ends of the island are frequently filled to capacity. However, Island County zoning and its limited water supply place a cap on the number of overnight visitors permissible in Island County. With increased visitation but no increase in the number of campsites, some illegal camping does occur within the reserve. On recent occasions, state parks employees have had to remove as many as fifty people a night from Keystone Spit. Some landowners within the reserve have found people camping on their property or sleeping in vehicles along the roadways. Violations have not generally been numerous, but the trust board partners are currently discussing the value of a visitor management plan, and ways of mitigating the illegal camping issue.²⁶

The area in which the trust board has the most direct impact on resource protection is through scenic easement administration.

Scenic Easement Administration

Scenic easement management has been the activity that has most frequently brought the trust board in contact with individual landowners. The trust board considers this its most important role, and has worked tirelessly to establish and maintain lines of communication with residents and land use managers. The chapter on administration discusses the evolution of the trust board's policy on easement administration. The discussion below describes the easements with which the trust board has been most actively involved, and highlights the issues that have surfaced in recent years.

Grasser's Hill

Trust board members cut their teeth on scenic easement management at Grasser's Hill. In negotiating an easement with Penn Cove Associates in 1985, NPS land acquisition specialist Harlan Hobbs, with Rob Harbour's assistance, divided Grasser's Hill

into a series of zones in which development would be restricted. He designed these zones to prevent visibility of structures from Viewpoint X (discussed in Chapter Six). This would keep the broad expanse of Grasser's Hill open and visually undisturbed. Once Penn Cove Associates sold its lots to individuals, however, many of them required clarification of the complex easement language. Appropriate siting of the proposed building, as well as its color, materials and landscaping, are affected by the scenic easements for these parcels. The potential for misunderstanding seemed great. But friendly contact, which has been one of the great strengths of the trust board, has helped ensure mutual cooperation and avoid easement violations. Pat Howell, who lives near Grasser's Hill, takes daily walks there. She has not only gained a detailed knowledge of the terrain, but forged personal ties with several landowners. Board members have also found that, as local citizens became aware of the reserve mission, they began to notify the board of potentially worrisome developments within the reserve.²⁷

Ebey's Prairie

The greatest concern regarding development remains Ebey's Prairie. After the sale of their farm, the Smith family developed a variety of proposals for other lands that they still owned on or west of Ebey's Prairie. Marion Smith submitted the first proposal for development, on a parcel that she still held on the ridge. It was a highly visible spot, but the Park Service had been able only to acquire half of the parcel when it purchased the farm. In May 1981, Bud Wagner, representing Marion Smith, submitted a long plat for condominiums on the site. However, according to Island County law, selling half of the parcel in essence subdivided the land. Legally, therefore, a plat was not possible for another division for five years. The National Park Service protested the long plan, and Wagner withdrew the plan. After the mandatory five-year wait, he resubmitted a short plat for four lots, which the NPS again was able to reduce to two.²⁸

In 1989, Roberta Smith Haeger and Dave Wagner, Bud Wagner's son, submitted a short plat for the parcel once again. This site was adjacent to the historic Jacob Ebey home and blockhouse. Haeger acquired what proved to be erroneous approval from the Island County Planning Department for her plat. The county's mistake was in overlooking its obligation to consider the impact a development project might have on the reserve. (It should be noted that the National Park Service owned no restrictions on Mrs. Haeger's land.) Staff turnover in the planning department was blamed for the mistake; the county platting technician apparently did not realize that the land lay within the historical reserve, or that the Interlocal Agreement among the reserve partners required that the county notify the NPS of such sensitive developments. The county withdrew its approval of the plat and agreed with the EBLA trust board that Haeger and Wagner must prepare an environmental impact statement for the project. This was the

first time that an environmental impact statement was required in Island County solely on the basis of historical and scenic impact. The Island County commissioners subsequently notified the trust board that, unless there was a statutory authorization restricting property owners in how to use their property, the Board had limited ability to impose significant restrictions. However, Mrs. Haeger has not pursued development.²⁹

Although the trust board was overruled in this instance, the premature approval of the Haeger plat illustrated the need for proactive communication between the trust board and local planners. Roberta Smith Haeger's case tested the limits of the trust board's authority to affect developments on lands in the reserve on which the NPS holds no easements. However, another situation arose around the same time which indicated that an easement was no guarantee of scenic preservation. This involved a scenic easement held by a local trust. Although not an NPS easement, the case sent a clear warning signal to the trust board.

Albert Heath Property Easements

As described in the acquisitions chapter, Albert Heath placed restrictions on some of his parcels along the bluffs north of Ebey's Landing prior to their sale in the 1980s. He donated these easements to the Whidbey-Camano Land Trust. One such easement, on property purchased by George Lotzenhiser, stipulated that Lotzenhiser must build his house within certain boundaries on his property. This building "envelope" would prevent the house from being visible to hikers on the Bluff Trail. However, Lotzenhiser cleared land outside of the envelope to install a drain field and house. In 1992, the case went to court, with the Whidbey-Camano Land Trust asking that the drainfield be removed. The trust lost on a technicality: the building site had not been properly surveyed or flagged to show the allowable building zone. Requiring Lotzenhiser to remove the drain field was a greater financial harm to him, Judge Alan Hancock ruled, than the harm done to the public by violation of the easement.

The case was the first legal test of a scenic easement in central Whidbey Island. The ruling cautioned the Whidbey-Camano Island Land Trust and the EBLA trust board that they must take care to inform property owners of the terms and requirements of their easements. Like the misunderstanding regarding the Haeger plat, it reinforced the trust board's determination to monitor easements and communicate with landowners and local agencies.³⁰

Scenic Easement Monitoring Issues Today

In a lengthy monograph on America's national parks prepared for the

Conservation Foundation in 1985, Ronald A. Foresta commented that maintaining scenic easements requires constant policing, and can be a source of irritation to local landowners. Resentment can arise out of the fact that development rights or scenic easements are intangible: it can sometimes be difficult to establish exactly what has been sold.³¹ Some of this is borne out by experience in Ebey's Landing National Historical Reserve. Veteran NPS lands specialists will argue that the more time passes beyond an initial easement acquisition, the harder it is to sustain a high level of commitment to the terms of the easement. Easements tend to be purchased because a watchful and concerned person or group wished to prevent the development of a piece of land.³² Subsequent land managers may not feel the same attachment to this piece of ground, nor understand and interpret the easement in the same way. The more complex and legalistic the language, the more difficult enforcement becomes for lay people responsible for managing the easements. And if the land is re-sold, it is likely that the new owners will be unaware of easements on their lands, even though the NPS has recorded such easements onto deeds, or less willing to abide by the original terms of the easement. Easements are also buried within the arcane and complicated language of a title insurance policy, and may be just one of several easements, such as telephone, cable, and power line restrictions. Few owners read such detailed clauses carefully, realty specialists say, and the real estate agent may neglect to point specifically to a scenic easement.

In addition, personalized relations between trust board members and local landowners can be both an asset and a drawback. Many land or historic home owners prefer to retain their property unchanged and undeveloped, but destruction of natural and cultural resources does occur anyway. For trust board members, it is sometimes hard to maintain emotional distance, especially in a small community. As EBLA coordinator Rob Harbour has pointed out, it is difficult to tell people that they cannot build as they wish, and then run into them at the post office.

National Park Service traditionalists who are skeptical of scenic easements argue further that easements can buy the NPS into a contract dispute. An easement is a contract which must be defended through contract law, and judges tend to favor landowners in such disputes. The courts will often give the benefit of the doubt to new owners if conditions have been imposed from a previous owner, as was the case with the Whidbey-Camano Land Trust lawsuit involving the Lotzenhiser easement. The least complicated easement may be the type of purchase and exchange accomplished in the Smith Farm negotiation. By acquiring the Smith Farm in fee simple, the National Park Service did not have to negotiate for scenic restrictions, but could place them in the deed structure itself before re-selling the land.

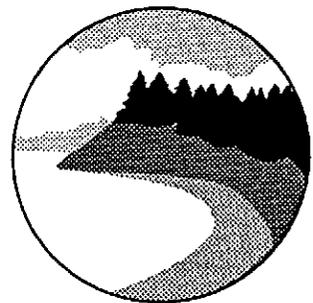
As a result of the Lotzenhiser ruling, trust board coordinator Rob Harbour, who also sits on the board of directors for the Whidbey-Camano Land Trust, recommended to the EBLA trust board that an attorney draw up a set of letters to issue to landowners in order to prevent similar mistakes in the future. Harbour stays informed about local land use planning issues and notifies the trust board of important developments. He monitors permits and development plans for properties encumbered by NPS easements, and offers design assistance to landowners to ensure that the terms of easements are met. As funding and time permits, Harbour continues to prepare an easement administration plan for the trust board.³³

In addition, Island County has agreed to notify the EBLA trust board by sending a postcard to the board when it receives applications for permits on key lands within the reserve. A zoning or platting request triggers an immediate notice. The county still experiences rapid turnover of planning department employees, however, endangering the institutional memory of past practices. The *Whidbey News-Times* recently editorialized about the erroneous Haeger/Wagner plat. "As each veteran planner left," it charged, "with them went the memory and the verbal agreements and understandings. In bringing new employees up to speed, the planning department apparently has chosen to make the reserve a low priority."³⁴ Nonetheless, the trust board is confident that the reserve is taking its rightful place in the consciousness of the local community and its planners.

The legislative language of Ebey's Landing National Historical Reserve commemorates not just one historical period or architectural style, but rather an open-ended range along the historical continuum. It attempts to preserve both the landscape and the agricultural economy of central Whidbey Island, goals which may occasionally become contradictory. Some concerns have been raised that maintaining a viable agricultural economy may require housing for agricultural laborers on Ebey's Prairie, for example. Would such structures then become a part of the "unbroken record" of agricultural life that the NPS and the trust board are bound to protect? The reserve trust board has grown accustomed to ambiguity, and there may be no easy solutions to such questions. In this non-traditional NPS unit, natural and cultural resources are not always distinct categories. EBLA encompasses--and, in effect, philosophically supports--a community and a working landscape. Change can and must occur, but the trust board strives to manage change, by protecting and maintaining old patterns and valued resources while providing for the new. The challenge in resource management remains to balance human activities and a viable community with long-term resource preservation and protection.



CHAPTER TEN





Chapter Ten

CONCLUSION

As a "partnership park" managed by a trust board, Ebey's Landing National Historical Reserve is the first of its kind in the national park system. Given the national trend toward preserving rural and historic landscapes, it will not be the last. In this reserve, the National Park Service was able to preserve a historic rural landscape at relatively low cost through the purchase of scenic easements and in cooperation with local governments. The NPS reduced or eliminated the services normally expected in national parks, such as visitor centers, rangers, and camping facilities, yet provided, along with the state of Washington, Island County, Coupeville, and local non-profit groups and volunteers, a quality experience for visitors.

Relatively little in National Park Service experience prepared NPS staff for the reserve. The Service gradually adapted to working with a local trust board and learned to adjust its system of operations. Reporting requirements, interpretive programs and resource management capabilities had to be tailored to a smaller unit lacking NPS personnel, buildings, or direct land management responsibilities. Habits of mind had to change as well. Until 1992, when EBLA regained its status as an NPS unit, an unspoken attitude lingered among some NPS personnel that EBLA was a lower priority than the traditional park units. This was rarely acknowledged in writing, but off-the-record discussions with NPS employees confirmed that EBLA did not gain immediate acceptance with everyone within the Service. A few managers were reluctant to expend energy and funds on a unit that the NPS did not control, and were uneasy about the political nature of funding and land management at the local level. But others were enthusiastic about the opportunity to preserve cost-effectively a valued cultural landscape, intrigued by the "experiment" of a citizen trust board, and grateful for the local community's commitment to managing EBLA for itself. People inside and outside the NPS also acknowledged that the cultural landscape in central Whidbey Island would not have survived without the National Park Service. Funding that only the federal government could provide for scenic easement acquisition was crucial. In addition, the Service applied its strengths well in EBLA, particularly in its ability to provide planning, and technical and operational advice. As one person said, "nobody does parks like the Park Service."

National Park Service expertise was indeed vital, because the citizens' advisory board and the trust board initially lacked experience in planning and managing a reserve. Trust board members were not always familiar with the intricacies of zoning codes or land and scenic easement management; nor was each person equally experienced in such areas as interpretation, historic architecture, or design review. Of continuing concern to board members is finding the time to perform their duties and accomplish their goals.

The trust board volunteers donate countless hours to the unsung task of administering a complex public entity. They are reserve ambassadors who help keep enthusiasm high within the community. They develop community and visitor services and educational programs, link central Whidbey Island and government professionals and resources, and keep watch over scenic easements and the cultural landscape within the reserve. Without their vigilance, the reserve could lose its integrity, for the trust board is the glue that holds the reserve together. But, like many volunteers, they are involved in other community efforts; all have professional and personal obligations, as well. While trust board members are generally highly committed to the reserve, frustrations occasionally surface regarding the amount of time individual members can commit to the reserve and about the pace at which the board is able to accomplish its goals. This stems in part from how individual members perceive the trust board: as a working board or as a board of directors. Members have become increasingly involved in day-to-day activities and projects because there is too much for the staff to do. The board relies heavily on the energy and planning experience of its coordinator and the administrative skills of its office manager. Like the trust board, neither employee is full-time. Their limited hours often result in delays in important projects. It also means that the trust board office is frequently closed with no staff to greet visitors personally or answer the phone. No one wishes to settle for this situation permanently. The board feels "unprofessional," Chairwoman Pat Howell has remarked, if it cannot meet its goals in a timely manner.

Funding clearly remains a significant issue for managing the reserve. The National Park Service can provide no more than fifty percent of the EBLA budget, as stated in the enabling legislation. Support at the community level must include sufficient cash and in-kind contributions to maintain an adequate level of staff assistance and program funding. A high level of commitment from Coupeville and Island County is therefore vital. The Island County commissioners must especially be willing to support the reserve. The interlocal agreement that established the formal role of the four governmental partners specified no set level of funding from any of them, although Island County has established a precedent of contributing \$10,000 annually. However, this could change; the reserve is not yet a line item in the county's annual budget. Only Island County can provide enough cash to meet EBLA's operational needs. Given frequent changes in county commissioners, support from Island County is a continuing source of anxiety for the trust board and the NPS.

The National Park Service is as concerned as the local citizenry about its ability to complete its scenic easement acquisition program. Without congressional appropriations for purchasing easements, the Service has been unable to accomplish the goals set forth in the EBLA land protection plan. The trust board and other friends of the reserve, such as U. S. Congressman Al Swift, have worked hard to garner

congressional support for the reserve, and the recent defeat of an appropriation was a sharp disappointment. Such losses exacerbate local fears that the National Park Service will not be able to act if another major landowner decides to subdivide his or her land. The development of a few key parcels could still damage the integrity of the reserve. Until the land protection plan is fulfilled, the reserve's supporters will remain uneasy.

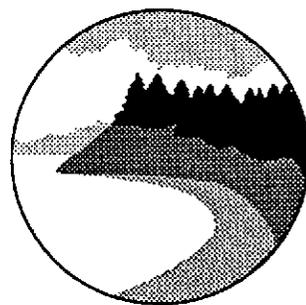
In many parts of the reserve, however, the National Park Service was able to remove the predatory side of economics and preserve a landscape in which agriculture and other land uses could shift and adjust. It found a viable, if underfunded, way to marshal local resources in service to a larger regional and national interest. The community goal to manage development, and the NPS mission to preserve nationally significant natural and cultural assets, are in harmony.

The NPS and the board are deeply sensitive to their ability to influence the future. They know that some citizens fear that too high a profile could jeopardize the lifestyle and the peace of central Whidbey Island. Board members do not generally regard the reserve as a source of economic development. At the same time, they realize that the visibility of the reserve must remain sufficiently high to ensure local support and commitment. The reserve, as some trust board members have noted, is not a preserve. It is a multipurpose concept which can both stimulate public use and provide a tool for environmentalism.

The trust board and the National Park Service recognize that, in the minds of many citizens, the effort to create and sustain the reserve has represented a kind of struggle for the soul of the community. As this report illustrates, central Whidbey Island has been an arena in which the delicate balance of land use and landscape preservation has been debated. It has taken finesse, compromise, and a willingness to cooperate to create the reserve. The experience of Ebey's Landing National Historical Reserve is changing the minds of many people about the way a community can live and grow. So far, the experiment has not failed, but without funding for easement acquisitions and a full-time staff, the reserve will remain in a precarious position. The job is not yet done.



PHOTOGRAPHS







Left: Col. Isaac Neff Ebey

Below: Crockett Blockhouse, 1855, in Crockett Prairie





Above: View of Ebey's Landing, looking north

Below: Ebey's Prairie and Landing, looking south from Bluff Trail





Above: Indian Village on Penn Cove, date unknown

Below: Officers' Quarters, Fort Casey Military Reservation, 1905





Above: Front Street, Coupeville, 1925

Below: Front Street, Coupeville, 1992





Left: Clapp House, 1886, Coupeville

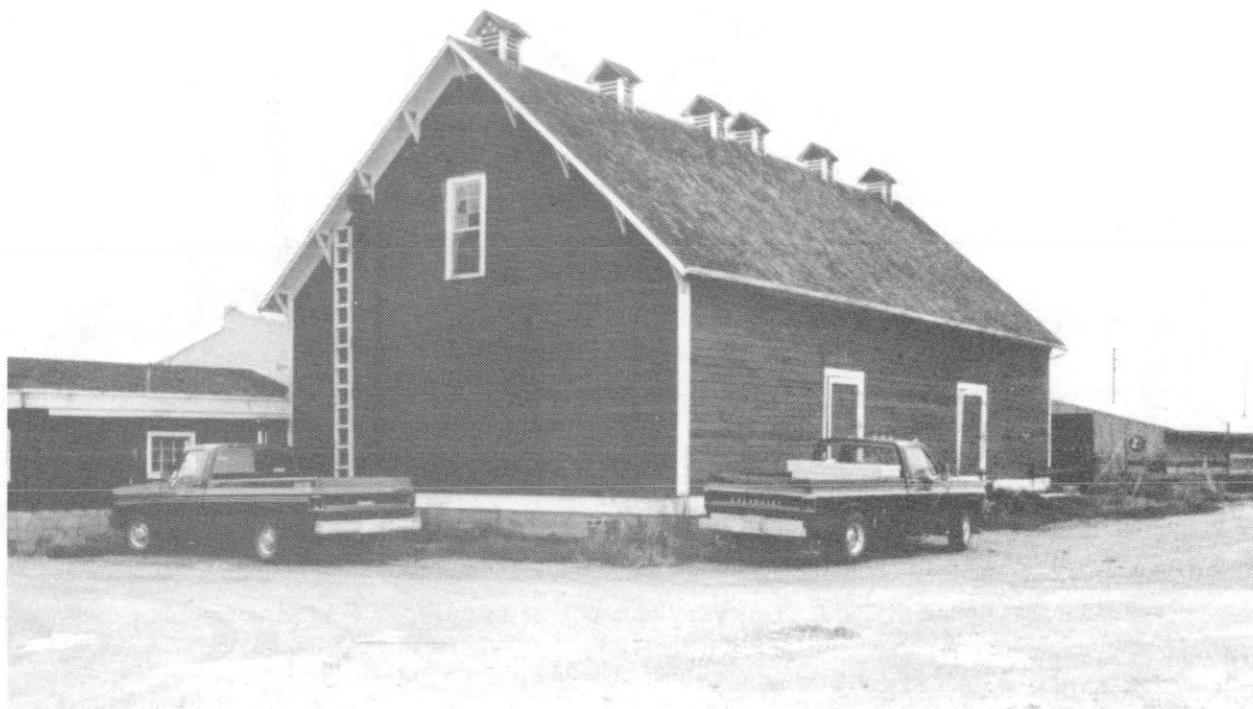
Right: Jenne House, 1889, Coupeville





Historic Falsefront Commercial Buildings on Front Street, Coupeville, c. 1992





Historic Barns in Ebey's Prairie (above) and San de Fuca Uplands (below), c. 1992





Above: Keystone Spit and Crockett Lake, looking west towards Olympic Peninsula

Below: Historic Admiralty Head Lighthouse at Fort Casey State Park





Left: Ebey Family Plot,
Sunnyside Cemetery

Historic Ferry House, c. 1860, Ebey's Prairie





Above: Transfer Ceremony, Smith Farm Sale, 1980. *Left to right:* Marion Smith, Roberta Smith, NPS Regional Director Russell Dickenson, EBLA Project Manager Reed Jarvis.

Below: Crockett Lake Deed Transfer, March 1990. *Left to right:* Iris Engle, *Whidbey News-Times* reporter Mary Kay Doody, NPS Regional Chief of Lands Harlan Hobbs, EBLA Project Manager Cindy Orlando, EBLA Trust Board Chairman George Knapp, and Robert Engle.

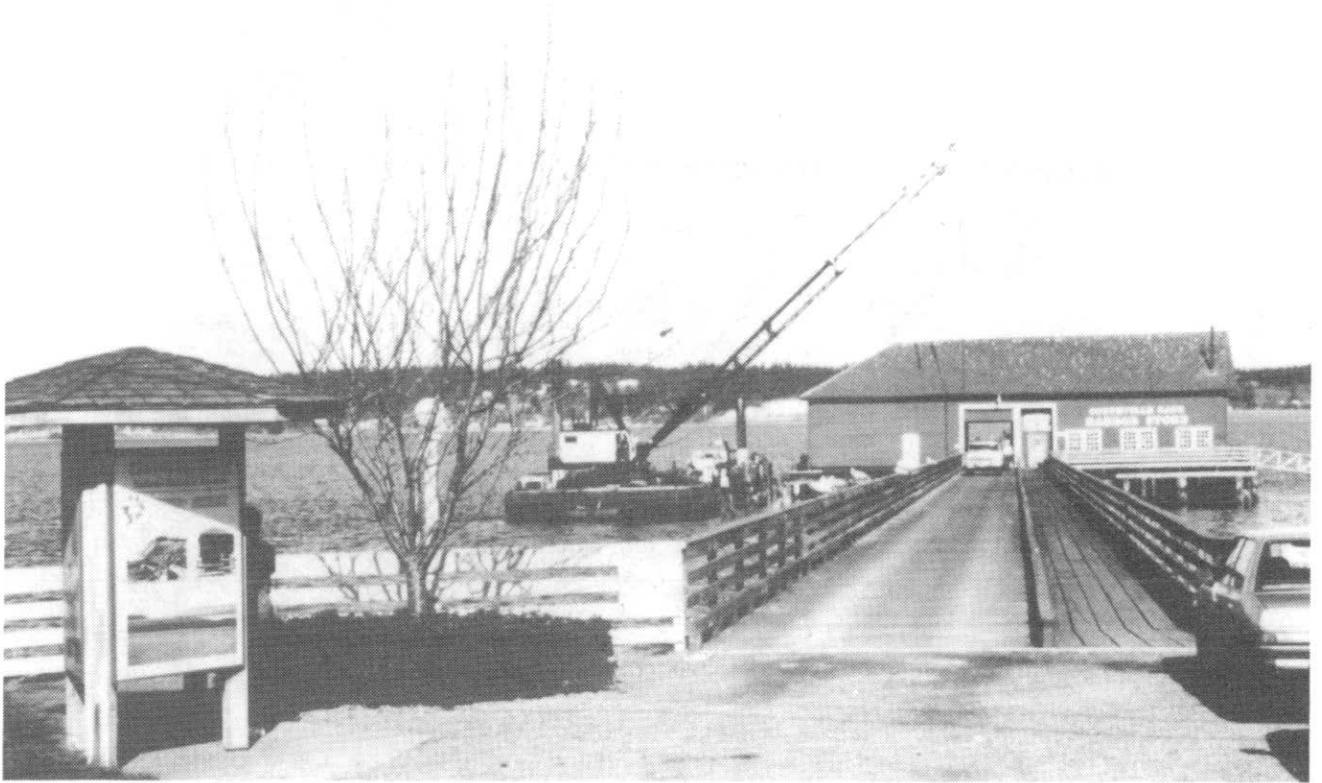




Transfer Ceremony, Keystone Spit, 1988. *Left to right:* Maureen (Mrs. Al) Ryan, Island County Commissioner Dick Caldwell, Washington State Parks Commissioner Moyes Lucas, Washington State Rep. Mary M. Haugen, EBLA Trust Board Chairwoman Vicki Brown, EBLA Project Manager Dick Hoffman, U.S. Rep. Al Swift, NPS Regional Director Charles Odegaard, and Friends of Ebey's Spokesman Ken Pickard, speaking.

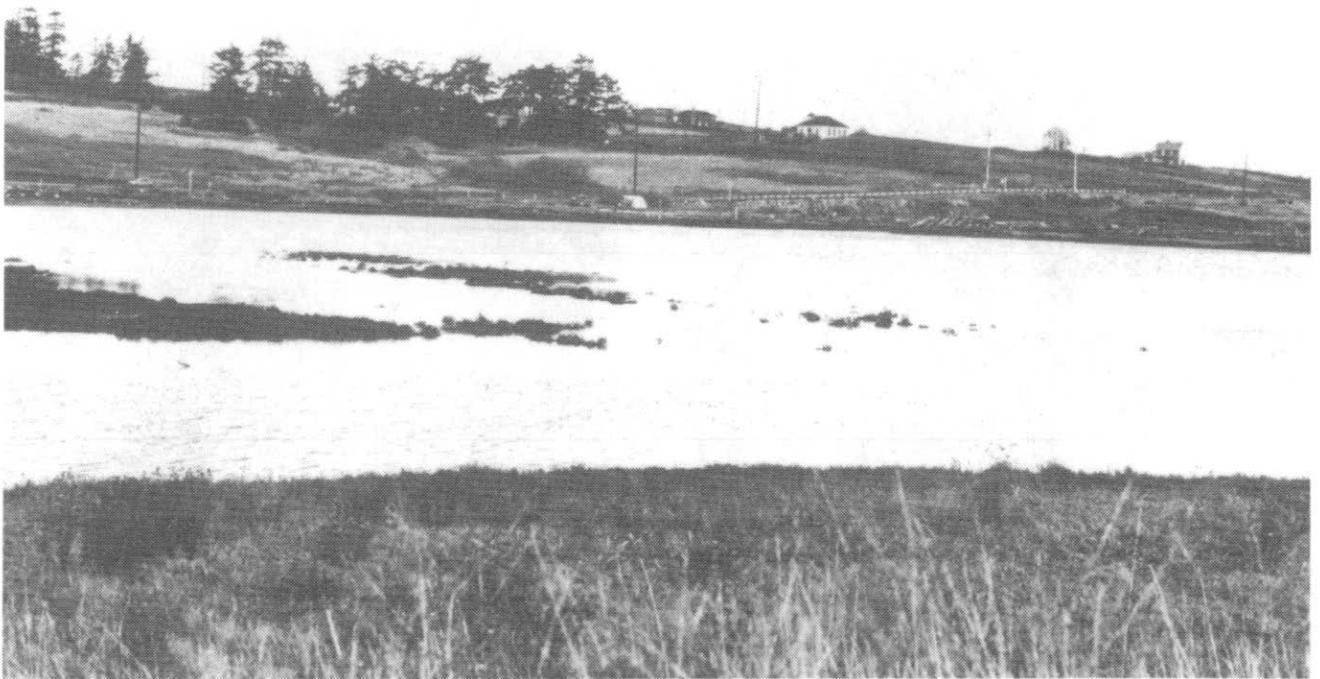
EBLA Trust Board and Staff, 1993. *Left to right:* Rob Harbour, Gretchen Luxenberg, Wilbur Bishop, Herb Pickard, Pat Howell, Mark Gale, Benye Weber, Terry Doran, Ann Fabacher, Valerie Arnold, and Charline Scoby.



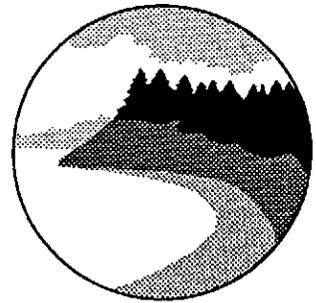


Above: Coupeville Wharf and Interpretive Wayside

Below: Panorama of Grasser's Hill and Lagoon



APPENDICES





APPENDIX ONE: PUBLIC LAW NO. 95-625

EBEY'S LANDING NATIONAL HISTORICAL RESERVE

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

(1) *the first thorough exploration of the Puget Sound area, by Captain George Vancouver, in 1792;*

(2) *settlement by Colonel Isaac Neff Ebey who led the first permanent settlers to Whidbey Island, quickly became an important figure in Washington Territory, and ultimately was killed by Haidahs from the Queen Charlotte Islands during a period of Indian unrest in 1857;*

(3) *early active settlement during the years of the Donation Land Law (1850-1855) and thereafter; and*

(4) *the growth since 1883 of the historic town of Coupeville.*

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

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

(A) *public use and development;*

(B) *historic and natural preservation; and*

(C) *private use subject to appropriate local zoning ordinances designed to protect the historical rural setting.*

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

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

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

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

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

(d) *The Secretary is authorized to acquire such lands and interests as he determines are necessary to accomplish the purposes of this section by donation, purchase with donated funds, or exchange, except that the Secretary may not acquire the fee simple title to any land without the consent of the owner. The Secretary shall, in addition, give prompt and careful consideration to any offer made by an individual owning property within the historic district to sell such property, if such individual notifies the Secretary that the continued ownership of such property is causing, or would result in, undue hardship.*

Lands and interests therein so acquired shall, so long as responsibility for management and administration remains with the United States, be administered by the Secretary subject to the provisions of the Act of August 25, 1916 (39 Stat. 535), as amended and supplemented, and in a manner consistent with the purpose of this section.

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

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

APPENDIX TWO: LAND PROTECTION PLAN PRIORITIES

	<u>TRACT</u>	<u>NAME</u>	<u>ESTIMATED ACREAGE OF AREA TO BE PROTECTED</u>	
<u>PRIORITY I</u>				
Ebey's Prairie	101-01	A. Wagner/Smith, et al	269.63	Scenic Easement
	101-21	A. Karl Smith	20.00	Scenic Easement
	101-69	A. Sherman Farms, Inc.	251.00	Scenic Easement
	101-70	A. Alan R. Hancock	20.10	Scenic Easement
	101-71	A. Robert L. Hancock	19.90	Scenic Easement
	101-73	Robert Y. Pratt	34.40	Scenic Easement
	101-81	Burton C. Engle	80.00	Scenic Easement
	101-87	Robert Y. Pratt	18.00	Scenic Easement
Coastal Strip & Bluff	101-62	Robert Y. Pratt	65.80	Fee
	101-79	A. Albert Heath	18.65	Fee
	101-80	A. Albert Heath	2.33	Scenic Easement
	101-84	Washington State Parks	22.00	Coop. Agreement
	101-85	Robert Y. Pratt	6.00	Fee
	101-86	Washington State Parks	23.00	Coop. Agreement
	101-88	Robert Y. Pratt	4.75	Scenic Easement
	101-91	Washington State Parks	4.00	Coop. Agreement
	101-92	Gary Beppler (estate)	0.20	Fee
	101-93	Washington State Parks	8.00	Coop. Agreement
		102-15	Seattle Pacific University	6.37
Interpretive Sites	101-16	A. Wagner/Smith, et al.	3.56	Fee
	101-26	A. Nancy Mitchell/Island Co. Historical Society	0.36	Scenic Easement
	101-72	Burton Engle	3.71	Fee
	101-82	A. Sherman Farms, Inc.	2.25	Fee
	102-27	Fort Casey Investment Co.	0.45	Fee
	102-29	Island County (Block House)	0.58	Coop. Agreement
	102-31	U.S. Navy	2.50	Coop. Agreement
	103-04	Marjorie R. Grasser, et al.	9.00	Fee
<u>PRIORITY II</u>				
Grasser's Hill	103-01	A. Penn Cove Associates	82.00	Scenic Easement
	103-02	Madeline Darst	6.5	Scenic Easement
Grasser's Lagoon	103-05	Penn Cove Associates	24.00	Scenic Easement

	<u>TRACT</u>	<u>NAME</u>	<u>ESTIMATED ACREAGE OF AREA TO BE PROTECTED</u>	
Crockett	102-01	# Donald Feoco	8.25	Scenic Easement
Lake &	102-02	# Albert D. Bingisser	7.54	Scenic Easement
Uplands	102-03	A Freeman E. Boyer, Jr.	152.45	Scenic Easement
	102-04	# Theodore C. Boyer, et ux	1.40	Scenic Easement
	102-05	# Dale N. Boyer	1.40	Scenic Easement
	102-06	# Richard Murray	1.40	Scenic
	102-07	Robert L. Eggerman	43.50	Scenic Easement
	102-08	# Woodrow P. Ballou	1.40	Scenic Easement
	102-09	# Robert J. Pryal, et al	1.40	Scenic Easement
	102-11	Terence K.H. Wong	10.30	Scenic Easement
	102-13	# Irma C. Armstrong	3.20	Scenic Easement
	102-17	Seattle Pacific Univ.	155.32	Coop. Agreement
	102-26	# Maynard L. Reeser	2.30	Scenic Easement
	102-30	# Frank W. Stone, Jr.	1.30	Scenic Easement
	102-35	# Freeman E. Boyer, Jr.	1.50	Scenic Easement
	102-36	A Irma A. Scholz	164.34	Scenic Easement
	102-37	A Irma Scholz	93.80	Scenic Easement
	102-38	William S. Miner	10.00	Scenic Easement
	102-48	Robert Whitlow	10.00	Scenic Easement

PRIORITY III

Timber	101-83	Burton C. Engle	3.56	Scenic Easement
Interests	101-89	Wilber Bishop, et ux	13.00	Scenic Easement
	101-90	Robert Y. Pratt	20.00	Scenic Easement
Ebey's	101-63	Edwin R. Sherman	50.14	Scenic Easement
Prairie	101-64	Roberta Hager, et al.	12.50	Scenic Easement
Buffer	101-65	Robert A. Engle	26.70	Scenic Easement
	101-67	Burton C. Engle	91.72	Scenic Easement
	101-68	William C. Engle	83.58	Scenic Easement
	101-74	Sherman Farms	24.72	Scenic Easement
	101-76	Robert Engle, Jr.	67.27	Scenic Easement
	101-78	Robert Y. Pratt	80.00	Scenic Easement
	101-94	Robert L. Hancock	46.97	Scenic Easement
	101-98	Edwin R. Sherman	15.22	Scenic Easement
	101-99	A Robert A. Engle, Sr.	92.47	Scenic Easement
Keystone	102-18	# Soundview Realty	134.18	Scenic Easement
Spit	102-19	# Thomas B. Ridley	10.00	Scenic Easement
	102-32	# Island County	10.92	Coop. Agreement
	102-33	A* Scholz/Wagner/St. Parks	266.84	Fee/Coop. Agree.
	102-49	Scholz/Wagner	1.20	Fee

A Acquisition Completed

* Acquired in Fee - Exchanged to State Parks

Redesignated Priority Group IV

APPENDIX THREE: TRUST BOARD MEMBERS AND STAFF

C = Chairperson VC = Vice-Chairperson S = Secretary

TAO = Treasurer/Auditing Officer DAO = Deputy Treasurer/Auditor

ML = Island County Member-at-Large

1985	Vicki Brown	Coupeville	VC
	John Ryan	Coupeville	
	George Knapp	Coupeville	
	Charline Scoby	Island County	
	Wilbur Bishop	Island County	
	Herbert Pickard	Island County	C
	John Wardenaar	Island County	ML
	Kenneth Hageman	State Parks and Recreation	
	Kristin Ravetz	National Park Service	
1986	Vicki Brown	Coupeville	VC
	John Ryan	Coupeville	
	George Knapp	Coupeville	
	Charline Scoby	Island County	
	Wilbur Bishop	Island County	
	Herbert Pickard	Island County	C
	Nancy Arnold	Island County	ML
	Kenneth Hageman	State Parks and Recreation	
	Kristin Ravetz	National Park Service	
1987	Vicki Brown	Coupeville	C
	James Cline	Coupeville	
	George Knapp	Coupeville	VC
	Herbert Pickard	Island County	
	Wilbur Bishop	Island County	
	Charline Scoby	Island County	
	Nancy Arnold	Island County	ML
	Kenneth Hageman	State Parks and Recreation	
	Richard Hoffman	National Park Service	

1988

Vicki Brown	Coupeville	C
James Cline	Coupeville	TAO
George Knapp	Coupeville	VC
Pat Howell	Coupeville	(joined in Sept.)
Herbert Pickard	Island County	
Wilbur Bishop	Island County	
Charline Scoby	Island County	
Nancy Arnold	Island County	ML
Kenneth Hageman	State Parks and Recreation	
Terry Doran	State Parks and Recreation (joined in fall)	
Richard Hoffman	National Park Service (through March)	
Cindy Orlando	National Park Service	

1989

Val Arnold	Coupeville	
James Cline	Coupeville	TAO
George Knapp	Coupeville	C
Herbert Pickard	Island County	
Wilbur Bishop	Island County	VC, DAO
Charline Scoby	Island County	S
Nancy Arnold	Island County	ML, TAO
Kenneth Hageman	State Parks and Recreation	
Cindy Orlando	National Park Service	

1990

Val Arnold	Coupeville	TAO
George Knapp	Coupeville	DAO
Mark Gale	Coupeville (joined in April)	
Pat Howell	Island County	ML, VC
Herbert Pickard	Island County	
Wilbur Bishop	Island County	C
Charline Scoby	Island County	S
Terry Doran	State Parks and Recreation	
Gretchen Luxenberg	National Park Service (joined in Oct.)	
Cindy Orlando	National Park Service (through Sept.)	

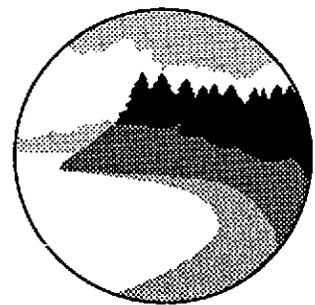
1991	Val Arnold	Coupeville	TAO	
	Mark Gale	Coupeville		
	George Knapp	Coupeville (through March)		
	Pat Howell	Coupeville (took Knapp's seat)		VC
	Charline Scoby	Island County	S	
	Wilbur Bishop	Island County	C	
	Herbert Pickard	Island County		
	Benye Weber	Island County	ML (joined July)	
	Terry Doran	State Parks and Recreation		
	Gretchen Luxenberg	National Park Service		
1992	Val Arnold	Coupeville	VC	
	Mark Gale	Coupeville	TAO	
	Pat Howell	Coupeville	C	
	Benye Weber	Island County	ML, S	
	Wilbur Bishop	Island County	DAO	
	Charline Scoby	Island County		
	Herbert Pickard	Island County		
	Terry Doran	State Parks and Recreation		
	Gretchen Luxenberg	National Park Service		
1993	Val Arnold	Coupeville	VC	
	Mark Gale	Coupeville	TAO	
	Pat Howell	Coupeville	C	
	Benye Weber	Island County	ML, S	
	Wilbur Bishop	Island County	DAO	
	George Lloyd	Island County		
	Herbert Pickard	Island County		
	Terry Doran	State Parks and Recreation		
	Gretchen Luxenberg	National Park Service		

Staff:

Ann Fabacher, Office Manager: September 1990 - August 1992
 Robert Harbour, Reserve Coordinator: October 1987 - Present
 Reed Jarvis, NPS Project Manager: August 1979 - April 1986
 K'lyn Keller, Office Manager: August 1992 - Present



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BIBLIOGRAPHY

When I began this project I copied many of the files in the EBLA office for my own use. I added newspaper files and a variety of articles to this collection, as well as copies of files from various organizations, tape recordings and hand-written notes from telephone and personal interviews. These three or four boxes will remain in the EBLA offices.

The Ebey's Landing administrative history was not organized as a formal oral history project, and tape recordings are rather casual in nature (that is, sound quality varies; I permitted speakers to turn off the machine at will; and I allowed the machine to run during peripheral conversations.) Not all the taped interviewees chose to donate their tapes to this collection.

Time did not permit use of every archive or source available on central Whidbey Island. Researchers interested in further detail should check Western Washington State College, Bellingham, Washington, which houses Island County's planning documents and files. Archives of the town of Coupeville and the state of Washington may provide additional information.

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Henry M. Jackson Papers, Accession Number 3560-5

Lloyd Meeds Papers, Accession Number 2900

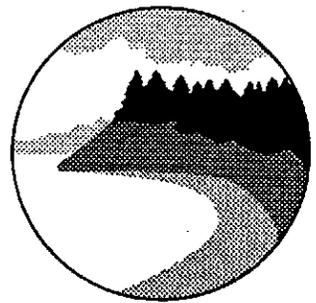
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9White, Land Use, 16, 20, 32.

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17White, Land Use, 38.

18Cook, A Particular Friend, Penn's Cove, 17; Schwantes, The Pacific Northwest, 103.

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21Victor J. Farrar, "The Ebey Diary," 242; Kellogg, A History of Whidbey's Island, 31; Cook, A Particular Friend, 19-22.

22Ibid.

23Isaac Ebey letter to his brother Winfield Scott Ebey, dated April 25, 1851, Ebey Collection, University of Washington,; White, Land Use, 38; House, "The Establishment of the Ebey's Landing National Historical Reserve," 4.

24Calista Kinney Lovejoy Leach, 1854, quoted in Cook, A Particular Friend, 38; White, Land Use, 33, Ch. 6.

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27White, Land Use, 62.

28White, Land Use, 77, 79, 80, 83, 87-89, 95-97, 152.

29White, Land Use, 121.

30Crosswind, Sept. 17, 1982; House, "The Establishment of the Ebey's Landing National Historical Reserve," 10; Ebey's Landing National Recreation Area Comprehensive Plan, Page 27.

31White, Land Use, Ch. 10; Stephen R. Wells, "An Assessment of the Social and Economic Impacts of Ebey's Landing National Historical Reserve" (University of Washington, College of Forest Resources, Nov. 1980); B. J. Williams, "Whither Whidbey?", Pacific Northwest, July/August 1984.

32White, Land Use, 154; House, "The Establishment of the Ebey's Landing National Historical Reserve," 12; Whidbey News-Times (hereafter referred to as WNT), Jan. 1, 1970.

33Island County Planning Department, "Parks and Recreation Study, Island County," Island County Comprehensive Plan, June 1969; White, Land Use, 153-154; Everett Herald, June 17, 1978; Seattle Times, April 22, 1979; "Soil Survey, Island County, Washington," August 1958.

34Bureau of Outdoor Recreation, Islands of America, 1970.

35R. B. Williams, "Whither Whidbey?", 1984; House, "The Establishment of the Ebey's Landing National Historical Reserve," 14.

NOTES TO CHAPTER FOUR

1The Pratts also purchased the claim of Isaac Neff Ebey's father, Jacob, including the old homestead and blockhouse.

2See, for example, William Follis, Jr. appraisal of Albert Heath property on the bluff, 34, copy in National Park Service lands division, PNRO. Island County Commission Minutes, Vol. XIII, Resolution No. 561, June 3, 1968; Ibid, 267, January 19, 1970; Knight Smith obituary, WNT, April 16, 1970; Everett Herald April 29, 1970; interview of Roberta Smith Haeger and Marian Smith by Laura McKinley, September 24, 1991.

3Interview of Albert Heath by Laura McKinley, Aug. 26, 1991; Albert Heath to Charles Odegaard, Jan. 29, 1981, in EBLA general file; William T. Follis, Jr., MAI, Appraisal Report, Albert Heath property, Tracts No. 101-79 and 101-80, Ebey's Prairie Area, prepared for NPS, July 20, 1983.

4Bennett T. Gale and Rodger W. Pegues, National Park Service, Pacific Northwest Regional Office, "Whidbey Island (Washington) National Seashore Proposal," report from trip made June 10-11, 1971; Seattle Times Oct. 16, 1977.

5Leed and the Washington Environmental Council (to which he belonged and which was responsible for the draft initiative) intended the resulting Seacoast Management Act as a tool to retain public access to beaches and to control their development. To Island County, which has the most shoreline of any county in the state, this act had potentially important consequences; see Everett Herald Dec. 11, 1973; WNT, March 26, 1970.

6As late as December 1989, the Whidbey News-Times was commenting on the high turnover of planning department employees. See WNT Dec. 6, 1989.

7Pat and Ned Johnston of Everett, Washington, owned property in Island County. They would also be instrumental in the Northwest National Seashore Alliance and Friends of Ebey's. A number of people from the mainland belonged to these two groups. Interviews of Albert Heath, Aug. 26, 1991, and Pat Johnston by Laura McKinley, Nov. 9, 1991.

8WNT, March 12, April 29, 1970; Roberta Smith Haeger undated essay outlining land negotiations, copy in EBLA Trust Board office, Coupeville.

9Island County Commission Minutes, Resolution No. 752 (March 9, 1970); ibid, (April 20, 1970), 294; interview of Roberta Smith Haeger by Laura McKinley, Sept. 24, 1991.

10Interview of Roberta Smith Haeger by Laura McKinley, Sept. 24, 1991; Roberta Smith Haeger essay.

11Smith v. First Realty et al, Washington State Superior Court, June 10, 1976 [mortgage foreclosure]; Ken House, "The Establishment of the Ebey's Landing National Historical Reserve," 26.

12These included the U. S. Representative from district two, Lloyd Meeds, Senators Henry M. Jackson and Warren Magnuson, and President Nixon. Interviews of Joan McPherson, August 12, 1991, and Jack McPherson, September 25, 1991, by Laura McKinley; WNT, May 18, 1971 and June 10, 1971; House, 18 - 19.

13The state did acknowledge its interest in beaches because of the Shoreline Management Act of 1971. The Washington State department of parks and recreation and the Department of Natural Resources both expressed interest in acquiring the Ebey's Landing tidelands in 1972, but lacked funds. Barbara James to Laura McKinley, Jan. 19, 1993 (James provided a variety of material related to the activities of the Friends of Ebey's and other environmental organizations; see EBLA "Friends of Ebey's" file); John Clark, Resources Development, Washington State Parks and Recreation, June 1, 1970; Governor Evans collection; Bennet T. Gale and Rodger W. Pegues trip report, National Park Service, Pacific Northwest Region, June 10-11, 1970; WNT, Dec. 7, 1972.

14These two national recreation areas provide mass urban recreation primarily for local populations and include a mix of historical sites, beaches and recreational areas, and urban waterfront parks. (Hartzog's reply is unknown, although it may be available in the federal archives in Suitland, Maryland.) U. S. Department of the Interior, The National Parks: Shaping the System, produced by the Division of Publications and the Employee Development Division, 1991, 77 - 78.

15Paul Pedersen, an active local Democrat and a member of Friends of Ebey's, also kept Meeds informed about Ebey's Landing. McPherson letter to Lloyd Meeds, May 24, 1971 and June 7, 1971; Meeds letter to Joan McPherson, May 26, 1971 and June 15, 1971; Lloyd Meeds Collection, University of Washington Manuscripts Collection, Acc. No. 2900-74-184, Box 9; Henry M. Jackson to George B. Hartzog, Jr., Dec. 3, 1971, copy in Jimmie Jean Cook scrapbook.

16The National Park Service had also visited Whidbey Island in 1970 at the request of George Gagnon of Oak Harbor, who had suggested that the NPS acquire naval property at West Beach. Mr. Gagnon was informed that the area was too small to qualify for NPS status. Bennet T. Gale, Acting Regional Director, NPS, PNRO, to Director, NPS, April 3, 1970; Bennett T. Gale and Rodger W. Pegues, NPS, PNRO, "Whidbey Island (Washington) National Seashore Proposal," report from trip made June 10-11, 1971, EBLA trust board files; House, 20; WNT, Dec. 7, 1972.

17The Northwest National Seashore Alliance took interest in "the preservation of endangered seashores and the protection of dwindling coastal areas" in the Northwest. The Alliance and Friends of Ebey's were interwoven. NNSSA brochure, undated, LaConner, files in possession of Ned and Pat Johnston, Everett, Washington (some material available in EBLA Friends of Ebey's file). See also Barbara James information, EBLA Friends of Ebey's file.

18Groups that assisted Friends of Ebey's included the Central Whidbey Chamber of Commerce, Island County Historical Society, Coupeville Lions Club (headed by Ron Van Dyke), the Housing Authority of Island County (Carl Dean), Whidbey Island Environmental Council (Albert Heath), Island County Citizens for Better Planning (Pat Johnston), the Federation of Western Outdoor Clubs, the Washington Wilderness Association (Dr. Fred T. Darvill), the Sierra Club (David Birkner), the Skagit Alpine Club, and Nature Conservancy. See Seattle Times May 3, 1970; Gov. Dan Evans collection, Washington State Archives, Olympia; Jimmie Jean Cook scrapbook, in Don Cook's possession (eventually to be donated to the University of Washington Manuscripts Collection).

19WNT, Oct. 19, 1972.

20Bette E. Meyer, Washington State Office of Archeology and Historic Preservation, memo to Advisory Council on Historic Preservation and County Liaison Officers, March 17, 1972, Jimmie Jean Cook scrapbook; House, 21.

21House, 22.

22Ibid.

23House, 21-22; Jimmie Jean Cook, Foreward, "A Particular Friend"; Jimmie Jean Cook to Lloyd Meeds, Sept. 5, 1973, Jimmie Jean Cook scrapbook.

24Ninety-one structures entered the National Register of Historic Places; nineteen additional structures were eligible but, per the owners' request, were not included. Seattle Times, Jan. 9, 1974; WNT, Sept. 30, Oct. 14, 1981.

25The county HAC adopted a set of procedural guidelines to review developments and advise landowners and county officials, but was constantly frustrated by a lack of decision-making authority. Personal communication with Len Madsen, Feb. 9, 1993.

26Jimmie Jean Cook letter to National Trust, Jan. 11, 1974; National Trust for Historic Preservation report, Feb. 4-5, 1974; letter from Sydney Glover, Island County Planning Director, to Jimmie Jean Cook, Oct. 12, 1973; letter from Charles Odegaard, Executive Director, Washington State Advisory Council on Historic Preservation, Dec. 27, 1973, all in Jimmie Jean Cook scrapbook. House, 24-25.

27WNT, Jan. 25, 1973, May 5, 1982; National Trust for Historic Preservation report, Feb. 4-5, 1974, Jimmie Jean Cook scrapbook; Seattle P-I July 17, 1973; Environmental Impact Assessment, Seabreeze Development, prepared by Island County Planning Director Sydney Glover, May 1974.

28House, 25-26; WNT, June 10, 1971, Sept. 23, 1976; Seattle P-I, July 17, 1973.

29Vanderzicht was also a former director of the Washington State Parks and Recreation Commission (1950 to 1961).

30SWIFT vs. Island County, 87 Wn.2d 348, 552 P.2d 175, July 1976; Everett Herald, Feb. 8, 1973; Seattle Times, Dec. 9, 1973.

31SEPA (Chapter 43.21 C RCW, 1971) required an environmental impact statement for any development or change in land use significantly affecting the environment.

32Sec. 106 of Public Law 89-665. Jimmie Jean Cook to Sydney Glover, Feb. 9, 1974; Jimmie Jean Cook to Roger Leed, Feb. 19, 1974, Jimmie Jean Cook scrapbook.

33Everett Herald, July 31, 1973; Seattle Times, Dec. 9, 1973.

34SWIFT v. Island County (1972).

35WNT, Dec. 28, 1986.

36However, the court acknowledged that he had ceased to be a member of the commission when the final vote was taken. SWIFT v. Island County (1972).

37NNSSA Newsletter February 1974; WNT, Dec. 28, 1986; Skagit Valley Herald, Nov. 11, 1986; House, 28.

38Thirty units would be erected in six separate clusters, five condominiums in each group. The home owners would have a sweeping view of the farm and the waters of the Straits of Juan de Fuca to the west. Parking would be limited to the rear of the buildings, which would be "low profile" and camouflaged with sod roofs. Home buyers would also have the opportunity to live on a real ranch without personal responsibility for its upkeep. The balance of the open space was to remain a "working ranch" in which each condominium owner held a 1/30 interest at a cost of \$50,000 to \$80,000. The plans proposed that a homeowners' association manage the ranch while the Smiths supervised daily operations, selected the year's crops and performed the routine chores "The Ranch at Ebey's Landing," brochure by Naramore Bain Brady & Johanson, in Roberta Smith Haeger's possession (photocopy in EBLA trust board files); Environmental Impact Statement, Smith ranch, Seattle Marine Laboratories and Delta Engineering, Sept. 1973; interview of Smith Haeger by Laura McKinley, Sept. 24, 1991; House, 28.

39Seattle Marine Laboratories draft impact statement prepared for Rocking K-Bar Ranch, Sept. 1973; NNSSA response to impact statement, NNSSA files.

40It would be dead in the water by April 1974, however. In 1992, a movement to create a national marine sanctuary is underway which revives some of the goals of the earlier effort; see discussion in chapter nine.

41House, 29-31; Island County Planning Commission Minutes (October 10, 1973); NNSSA Newsletter April 1974.

42NNSSA Newsletter, February 1974.

43Island County Planning Commission Minutes (March 12, April 17, May 14, 1974); Island County Board of Commissioners Minutes Aug. 5, 1974); NNSSA Newsletter, May 1974; House, 31 - 32.

44Mecklenburg had previously headed the Island County assessor's office.

45Interview of Ken Pickard by Laura McKinley, September 25, 1991; Seattle Weekly, May 15, 1980; Seattle P-I, Nov. 21, 1976; WNT, Mar. 8, 1980.

46Roberta Smith was married to Arne Hem from 1973 to 1978, thus the name change. In 1978 she married Al Haeger, and to the present goes by the name Roberta Smith Haeger.

47WNT, Aug. 10, 1976 [auction notice]; WNT, Sept. 23, 1976; Smith v. First Realty [mortgage foreclosure], Washington State Superior Court, June 10, 1976; Seattle P-, Nov. 21, 1976; Adair to Cusworth, Olympic Bank, Sept. 12, 1977, Marion Smith papers, in her possession.

48The board of directors included northern Whidbey residents and farmers, among them Paul Pedersen, Al Sherman, Robert Engle, Herb Pickard, and Bill (Karl) Smith, the oldest of Roberta Smith-Hem's two sons. See Ebey's Landing Open Space Foundation brochure, Friends of Ebey's files. While it awaited its tax-exempt status, ELOSF received assistance from the Washington Parks Foundation, which agreed to accept donations of conservation easements in the interim without charging the usual service fee.

49Under President Carter, the BOR initiated a Technical Assistance Program, acting as a facilitator to bring state and local agencies and community groups "explore alternatives to traditional approaches of direct public funding." It also provided information and advice on foundations and federal programs.

50All LWCF projects required approval of the Washington State Interagency Committee for Outdoor Recreation (IAC) and matching funds from the state. National Parks for a New Generation: Visions, Realities, Prospects, The Conservation Foundation, Washington D.C., 1985.

51The private organizations BOR recommended included the Satchem Fund of New Haven, Connecticut, Population Dynamics of Seattle, and the Meyer Charity Fund of Yakima, Washington; Lundy to Pickard June 28, 1977. The Ebey's Landing Foundation also contacted The Nature Conservancy, but TNC replied that it was already overextended on other projects. In addition, BOR and the foundation

discussed the possibility of approaching Robert Pratt about purchase or donation of his waterfront property at Ebey's Landing. Pratt owned several parcels, including the Jacob Ebey land claim and the Ebey ferry house on the landing. Mr. Pratt consistently refused to discuss his property with government agents, and stated as early as March 1970 that Ebey's Landing was not "suitable either for platting for building developments or houses, or for a park. The reason is that the housing or platting, and any park area would destroy or alter materially the existing ecology . . ." Robert Y. Pratt to Patricia H. Johnston, March 21, 1970, in EBLA TB files; Sid Malbon, BOR, to Regional Director, BOR, Jan. 21, 1977, Oct. 12, 1977; Malbon, BOR internal memo, Jan. 21, 1977; Maurice Lundy, BOR, to Charles Odegaard, Washington State Parks and Recreation Commission, Jan. 24, 1977.

52Pickard to Senator Henry M. Jackson, Oct. 11, 1977.

53Mrs. Smith-Hem, who had left her county job, became Mr. Wanamaker's secretary for a time after her husband's death. Interview of Floyd Wanamaker by Laura McKinley, May 15, 1992.

54William Bush, Washington State Parks and Recreation Commission, to Ken Pickard, Friends of Ebey's papers, Nov. 17, 1977.

55WNT, Dec. 28, 1978.

56Scholz purchased other nearby lands in 1973 through Robert Hanson. Wagner's permanent residence was in Bothell, Washington. Skagit Valley Herald, Nov. 11, 1976; interview of Clyde Wagner by Laura McKinley, June 16, 1992.

57These included the Island County Planning Commission, Island County Board of Commissioners, the Washington State Parks and Recreation Commission, State Department of Ecology, Washington Interagency Committee for Outdoor Recreation, U. S. Interior Department Fish and Wildlife Service. However, some questioned the application because of the proximity of recreational facilities such as Fort Casey and Rhododendron Park.

58Island County Planning Commission to Ryan, Nov. 15, 1976; Ryan to Washington Interagency Committee for Outdoor Recreation, Nov. 29, 1976; U. S. Dept. of the Interior to Ryan, Nov. 29, 1976; Bureau of Outdoor Recreation to Ryan, Dec. 16, 1976. Skagit Valley Herald Nov. 11, 1976;

59WNT, Jan. 14, 1987.

60Mr. Wagner states that he and Scholz also purchased land from private owners on the spit as well. He says that the amount cited in local newspapers that he and Scholz paid for the spit--\$350,000--is incorrect. Skagit Valley Herald, Nov. 11, 1976.

61WNT, Feb. 16, Aug. 31, Oct. 19, 1978.

62The reduced support was also due in part to changes in the membership of the review team. WNT, Oct. 16, 19, 1978; Seattle P-I, Oct. 1, 1978; WNT, Oct. 7, 1981.

63Later Roberta Smith's sons Bill and Steve, their wives Renee and Sandra, and Bud Wagner's son Dave received title to some of the parcels. Wagner denied that he had subverted the intent of county planning, however: "I said I would buy one-third of the farm," he told the Seattle Post-Intelligencer. "I picked out 20 [five acre parcels], alternating with theirs. I didn't subdivide the farm. How can I circumvent a planning law when all I did was buy some property?" Seattle P-I, April 27, 1980.

64Seattle P-I, Oct. 1, 1978; Con O'Sullivan appraisal, South Island County Realty, undated. O'Sullivan's estimate excluded the beach property condemned by the state.

65Heath sold his beach up to the foot of the bluff, and included a portion of Perego's Lake, for \$34,500. WNT, Sept. 14, 1978 and Dec. 14, 1978; Seattle P-I, Oct. 1, 1978; interviews of Albert Heath, Aug. 26, 1991, and Ken Pickard, Sept. 25, 1991, by Laura McKinley.

66WNT, March 2, 1978; Statement for Management, Ebey's Landing National Recreation Area, 1983.

67Ronald A. Foresta, America's National Parks and Their Keepers (Washington, D. C.: published by Resources for the Future, Inc., 1984), 244 - 251 ; Tony Hiss, The Experience of Place: A New Way of Looking at and Dealing with Our Radically Changing Cities and Countryside (New York: Vintage Books, 1990), 119; Comprehensive Plan, Ebey's Landing National Historical Reserve, 1980.

68Comprehensive Plan, Ebey's Landing National Historical Reserve, May 1980, 1.

69Laura Beatty to Denny Miller, Sen. Henry M. Jackson staff, Sept. 13, 1978; Henry M. Jackson collection, Acc. No. 3560-5, Box 332, Folder 17, University of Washington; Jarvis, "The Application of Strategic Management Theories at Ebey's Landing National Historical Reserve," unpublished, 1; Jarvis, "Ebey's Landing National Historical Reserve: An Alternative to Traditional Federal Land Protection," Northwest Land Use Review, Oct. 1985, 6.

70Ibid.

71Rep. Lagomarsino, U. S. Rep., California, Congressional Record, House of Representatives, June 26, 1978, 18874; The First 75 Years: Preserving Our Past For the Future, Eastern National Park and Monument Association, 1990, 54.

72These included Herb Pickard of Coupeville, owner of Prairie Center Lumber and Mercantile, Wally Funk of the Whidbey News-Times, Island County Commissioners Lou Romeo and Del Anderson, Island County Assistant Planning Director Len Madsen, and Island County Parks Director Bill Priet. McDonald to Meeds, May 1, 1978, Henry M. Jackson collection, Acc. No. 3560-5, Box 332, Folder 17, University of Washington.

73McDonald to Meeds, May 1, 1978, Henry M. Jackson collection, Acc. No. 3560-5, Box 332, Folder 17; WNT, May 18, 1978.

74Records at the Office of Legislative Counsel are protected under client-counsel privacy laws.

75Kathy Erickson, Lloyd Meeds aide, in WNT, May 18, 1978.

76In a subsequent version of the bill, H. R. 12550, Meeds briefly considered designating the area a national park, but dropped this idea when he discovered that such a designation prohibited local control. See Swift to Irene Wanamaker, Sept. 19, 1979, EBLA 1979 Correspondence file. Lloyd Meeds to Denny Miller, Henry M. Jackson Collection, Acc. No. 3560-5, Box 332, Folder 17, University of Washington.

77Former NPS director William Whalen has suggested an alternative view, which was that Phillip Burton needed political chips to get the parks bill through, and this meant giving something to as many states as possible. Personal communication with William J. Whalen, Oct. 25, 1991.

78Personal communication with Kathryn L. Erickson Jarvis [not related to Reed Jarvis, future project manager at Ebey's Landing N. H. R.], March 20, 1992.

79Charles Odegaard, director of Washington State parks and recreation, suggested that "local government" be added to wording so that the state not ruled out. Odegaard to Jackson, Sept. 14, 1978, Henry M. Jackson Collection, Acc. No. 3560-5, Box 332, folder 17, University of Washington.

80Laura Beatty to Denny Miller, Sept. 13, 1978, Henry M. Jackson Collection, Acc. No. 3560-5, Box 332, Folder 17.

81Personal communication with William J. Whalen, Oct. 25, 1991.

82James ("Mike") Lambe of that office assisted with the wording of the bill with Senator Henry Jackson's staff assistant Laura Beatty for the Senate Committee on Energy and Natural Resources. He worked on the basis of what Whidbey Island people asked for: money, association with the National Park Service, but also independence. Tony Bevenuto, minority staff person on the same committee, also worked on the draft. Personal communications with Mike Lambe, Aug. 28, 1991,

William Whalen, Oct. 25, 1991, and Russell Dickenson, Dec. 16, 1991; Foresta, 249; The National Parks: Shaping the System, U.S. Dept. of the Interior, 1991.

83 Legislative History of the National Parks and Recreation Act of 1978 (Public Law 95-625), compiled by the Subcommittee on National Parks and Insular Affairs of the Committee on Interior and Insular Affairs, U. S. House of Representatives, Ninety-Fifth Congress, Second Session, Dec. 1978, 628; Foresta, 196.

84 Personal communication with Russell Dickenson, Dec. 16, 1991; Russell Dickenson, Regional Director, PNRO, L3815, to Mike Lambe, Office of Legislation, WASO, July 18, 1978; WNT, Oct. 29, 1980.

85 Although NPS was unable to complete an inventory of cultural resources until 1983, Regional Chief Scientist James Blaisdell agreed to provide an inventory of natural resources by September. Kurtz to NPS Assoc. Dir., Admin, Nov. 13, 1978; both in Folder D18, 1/79 - 12/80, Pacific Northwest Regional Federal Archive, Seattle.

86 Although eliminated from the final wording of the legislation, Congress originally specified that \$.5 million was to be used to cover developmental costs. In subsequent planning, the NPS operated according to the legislative history. See, for example, the revised Basic Operations Plan, Dec. 28, 1981.

87 See, for example, Life Magazine's issue commemorating the 75th anniversary of the National Park Service in 1991. The Act of August 18, 1970, which defined the National Park System, excluded "miscellaneous areas administered in connection therewith," meaning those properties neither federally owned nor directly administered by the NPS. Memo from acting regional director Briggie to director, NPS, A6415, Feb. 17, 1987; The National Parks: Index 1989, U.S. Department of the Interior, 1989.

88 Laura Beatty to Denny Miller, undated, Henry M. Jackson file; Foresta, 256; Everett Herald, June 17, 1978; WNT, Aug. 10, 1978; Leed and Kinnunen, "Planning for the Ebey's Landing National Historical Reserve: Considerations and Requirements," Jan. 19, 1979, copy in EBLA Trust Board files.

NOTES TO CHAPTER FIVE

1 In 1979, for example, NPS solicitors informed the Smiths' attorney that P. L. 95-625 authorized condemnation of some lands. This misstatement made its way into the local newspaper and prompted hasty denials from the NPS planning team. Reed Jarvis to Regional Director, Dec. 3, 1979, in EBLA 1979 correspondence file; Kurtz to NPS Assoc. Dir., Admin, Nov. 13, 1978, D18 folder, 1/79-12/80, Pacific Northwest Regional Federal Archive, Seattle; Everett Herald, Oct. 14, 1978.

2Primary participants from state and local agencies included Sydney Glover and Leonard Madsen, Island County planning department; Thomas Roehl, Island County planning commission; Jack McPherson, mayor of Coupeville; Delmont N. Bennett, Coupeville planning commission; Carol Delahanty, Coupeville town planner, the Central Whidbey Historical Advisory Committee and the EBLA Citizens Planning Commission. NOAA, U. S. Department of Commerce, provided some funding for the project out of its coastal zone planning budget, administered by the state department of ecology. Task Directive, February 1979, Folder D18, 1/79 - 12/80, Pacific Northwest Regional Federal Archive, Seattle; Len Madsen to Laura McKinley, Feb. 9, 1993; WNT, Dec. 7, 1978, Jan. 25, 1979; Skagit Valley Herald, Nov. 14, 1978.

3They were team captain Richard H. Sims; Charles J. Gebler, Chief, Office of Interpretation; Laurin C. Huffman, Regional Historical Architect; Vernon C. Tancil, Regional Historian; and Reed Jarvis. Caren Burke, of the Western Field Office, Office of the Secretary of the Interior, completed the core group. Task Directive, February 1979, Record Group 79, 86-0006-12, Box 18, Folder D18, 1/79 - 12/80, Pacific Northwest Regional Federal Archive and Record Center, Seattle, Washington.

4 Funding for the comprehensive plan came from the accounts of the departments of each respective team member. Task Directive, February 1979; Central Whidbey Island Historical Preservation District: An Environmental Study, Huxley College of Environmental Studies, Environmental Planning Class of 1975-1976 (Prof. Gil Peterson), Western Washington State College, 1976.

5This was the former Navy commander who had been interested in protecting Ebey's Landing in the early 1970s.

6Pickard is the father of attorney Ken Pickard. Interview of Herb Pickard by Laura McKinley, May 15, 1992.

7Jarvis, "Application of Strategic Management Theories at Ebey's Landing National Historical Reserve;" Citizens Advisory Board minutes, May 22, 1979; Leonard Madsen interview, July 14, 1992; Comprehensive Plan, Ebey's Landing National Historical Reserve, 1980.

8Citizens Advisory Board minutes, May 1979; Jarvis, "Application of Strategic Management Theories at ELNHR;" interview of Reed Jarvis by Laura McKinley, Feb. 8, 1992.

9Interview of Len Engle by Laura McKinley, June 26, 1992; Ebey's Landing National Historical Reserve Land Protection Plan, February 1984.

10Engle to committee members, May 4, 1979, EBLA 1979 Correspondence file. Ebey's Landing Planning Committee minutes, May 29, 1979.

11Priority list, EBLA "Work File," undated.

12Citizens Advisory Committee minutes, June 5, 1979; interviews of Citizens Advisory Committee members by Laura McKinley; NPS Record Group 79, 86-0006-12, Box 18, File D18 1979-1980, Jarvis to Delahanty, Jan. 23, 1980 (this contains a lengthy discussion of the impact of the reserve on Coupeville), Pacific Northwest Regional Federal Archives and Record Center, Seattle, Washington.

13WNT, Jan. 22, 1992.

14Interview of Len Madsen by Laura McKinley, July 14, 1992.

15Chief, Division of Resource Management and Visitor Protection, PNRO, to Management Analyst, PNRO, L1425, May 12, 1988.

16Reed Jarvis to Dr. Charles H. W. Foster, Feb. 27, 1985.

17No legislation was needed to make the boundary change because none had been specified in the legislation. Jarvis to Stanwood, Dec. 13, 1979; Neely to Regional Director, NPS, Aug. 18, 1981, Trust Board files.

18Robert Eggerman, Freeman Boyer, in WNT, Nov. 14, 1979.

19WNT Oct. 18, 1979.

20EBLA Comprehensive Plan, 4; Jarvis, "Application of Strategic Management Theories."

21The U. S. Navy would keep the trust board informed on its activities in the outlying field (OLF) at Smith Prairie, and assist with interpretation of its activities. The office of archeology and historic preservation would monitor relevant activities. The parks and recreation department control of Fort Ebey and Fort Casey State Parks would continue with minimal change. The Interagency Committee for Outdoor Recreation was to be consulted to assure compliance with outdoor recreation policies. The department of natural resources owned recreational property adjacent to Fort Ebey State Park, and this possibly required a cooperative agreement to retain the parcel's forests and the DNR's portion of the coast hiking trail. The plan encouraged the state game department to acquire control of Crockett Lake. Finally, the EBLA trust board should cooperate with the state transportation department on installation of highway waysides.

22Leonard D. Madsen to Laura McKinley, Feb. 9, 1993; EBLA Comprehensive Plan.

23Madsen to McKinley, Feb. 9, 1993.

24 Land Use Analysis: Ebey's Landing National Historical Reserve, Rob Harbour, L1424, December 1986.

25 Montgomery County, Maryland, provided the legislative model for TDRs.

26 Land Use Analysis: Ebey's Landing National Historical Reserve, prepared by Rob Harbour, L1424, December 1986; Len Madsen to Laura McKinley, Feb. 9, 1993.

27 In addition, a hearing examiner was required to hold at least one hearing, after which he forwarded his recommendations to the Board of County Commissioners. They considered his recommendations in a public hearing and could accept, alter, or reject the subdivision plans. Submittal requirements were relatively complex and required the assistance of a professional engineer.

28 A short plat could be proposed for any area except subdivisions or parcels short platted in the past five years. The preliminary stages of a short plat were often handled by the landowners themselves.

NOTES TO CHAPTER SIX

1 Seattle Weekly, May 15, 1980; Particular Friend: The Friends of Ebey's Landing National Historical Reserve Newsletter, Fall 1992.

2 Everett Herald, Feb. 18, 1980.

3 Interview of Clyde Wagner by Laura McKinley, June 16, 1992.

4 The county planning department short plat law was to exempt from review divisions of land into five acres or more. Yet a county ordinance stated that only divisions of parcels of ten or more acres of land to be used for agricultural purposes could be exempt from review. The planning department had interpreted the ordinance differently for years. By dividing the Smith farm into five-acre tracts, Bud Wagner could apply the short plat ordinance to redivide the parcels into four or fewer tracts each (the process called "five-four"). Short plats required only the consent of the Planning Director and were not reviewed by the planning commission. The director's decision could be appealed directly to the Island County commissioners. Short-platting in such a manner had been an issue since at least 1970; see, for example, WNT, Sept. 17, 1970; House, "The Establishment of the Ebey's Landing National Historical Reserve," Spring 1986, graduate seminar paper, copy at EBLA, 43 - 44.

5 WNT, Aug. 3, Sept. 19, 1978.

6 Albert Heath, SWIFT, Al Ryan, and landowner Gary Beppler joined the suit. Congressman Meeds filed an affidavit in their support. At the request of the Island County Prosecutor, they removed Crockett Lake/Keystone Spit from the suit because

the County was preparing its own suit against the subdivision, which it filed in January 1979; Seattle P-I, Oct. 1, 1978 (hereafter referred to as Seattle P-I); Skagit Valley Herald, Sept. 19, 1978, WNT, Aug. 3, Sept. 7, 1978, Oct. 21, 1981; House, "The Establishment of the Ebey's Landing National Historical Reserve," 44-46.

7Friends of Ebey's et al v. Board of County Commissioners et al, No. 10655, Sept. 1978, in Fayette Krause collection; Moore in Seattle P-I, Oct. 1, 1978.

8WNT, June 7, 1979; Everett Herald, July 18, 1979.

9See article and letter to editor, WNT, Sept. 20, 1979; see also WNT, Sept. 22 and Oct. 11, 1979; interview of Clyde Wagner by Laura McKinley, June 16, 1992.

10Emergency Motion for Injunction Pending Appeal, Washington State Supreme Court, Friends of Ebey's et al, appellants, Island County Board of Commissioners et al, respondents, Sept. 20, 1979; Seattle Weekly, May 15, 1980; interview of Clyde Wagner by Laura McKinley, June 16, 1992.

11The court ruled that the road building had not done irreparable damage to the floor of the prairie. WNT, Oct. 11, 1979; Everett Herald, Oct. 6, 1979.

12At around this time Roberta Smith Hem reverted to Smith.

13The commissioners considered and rejected a special use permit. This would have required a public hearing that might have generated further controversy. WNT, Nov. 7, Nov. 13, Nov. 28, 1979.

14In this scenario, Bud Wagner envisioned "well over one hundred units" in all. Whidbey Island Record, Dec. 4, 1979; Seattle Weekly, May 15, 1980.

15Seattle Weekly, May 15, 1980; WNT, Nov. 28, Dec. 12, 1979; WNT, Feb. 18, March 8, 1980.

16Interview of Reed Jarvis by Laura McKinley Feb. 8, 1992; WNT, March 8, 1980.

17WNT, Feb. 13, 1980; personal communication with Stanley Newell, Feb. 29, 1992 and Ralph Heritage, March 20, 1992 by Laura McKinley; interview of Reed Jarvis, Feb. 8, 1992, by Laura McKinley.

18WNT, Feb. 12, Feb. 13, 1980; Everett Herald, June 13, 1980; House, "The Establishment of the Ebey's Landing National Historical Reserve," 56.

19Whidbey News Tribune, March 12, 1980.

20See Leeds in Seattle P-I, Oct. 1980; May 29, 1980 letter Jarvis to Representative Norm Dicks; NPS PNRO staff meeting notes, A4027, April 10, 1980, Records Group

79, 86-0006, Box 10, 23699, Federal Records Center, Seattle, Washington.

21Reed Jarvis also sent a short slide program on EBLA created by David Streatfield's class at the University of Washington School of Landscape Architect. Memo from Deputy Regional Director Odegaard to Regional Director Tobin, NPS, PNRO, Sept. 18, 1980; Seattle Times, April 23, 1980, June 12, 1980; personal communication with Edward W. Sheets by Laura McKinley, Dec. 17, 1991.

22Seattle Times, Aug. 5, 1980; Everett Herald, Aug. 5, 1980.

23This seeming conclusion to the story was not without some tension. At the ceremony, the NPS made no mention of the work performed by the Friends of Ebey's, to the consternation of many present. With a residue of bitterness, the Smith sisters-in-law and Bud Wagner had insisted upon this before they would agree to participate in a public ceremony. The Friends of Ebey's and the Smith family continued to disagree regarding platting the few acres that the Smith sisters-in-law owned on the ridge, but without the tension that characterized the earlier confrontation. (The NPS, as is discussed in Chapter Nine, entered this debate.) And some locals still professed discomfort at the NPS presence. On Sept. 10, 1980, Tom Roehl, running for county commissioner, placed an ad in the Whidbey News-Times that stated: "If Tom Roehl had been County Commissioner during the past four years . . . National Park Service bureaucrats would not be dictating county policy for 13,000 acres of Central Whidbey." See also Doug Marsh (Friends of Ebey's) to Syd Glover, Island County planner, December 17, 1981.

24WNT, Oct. 29, 1980; Reed Jarvis to Russell Dickenson, Nov. 12, 1980.

25The formal transfer of the Smith farm took place in March 1984. WNT, Nov. 5, 1980.

26The original appraisal of Marion Smith's parcel stated that the highest and best use of the property would be to develop four lots. The NPS acquired half of this property in the sale of the farm. Marion Smith and Bud Wagner soon submitted a plat for condominiums on the site (in May 1981). However, the National Park Service protested, citing its original appraisal. After the five year wait mandated by county regulations, Bud Wagner then submitted a short plat for four lots, which the NPS scaled back to two (again citing the original appraisal). Marion Smith has not chosen to build on the site as of 1992. Jarvis to David Wagner, L1425(EBLA)PM, May 10, 1982; personal communication, Harlan Hobbs, Sept. 21, 1992.

27Ebey's Landing Land Protection Plan, 1984, Page 4; Dept. of Revenue letter to Reed Jarvis dated Sept. 21, 1981. NPS PNRO Lands Division, Smith Farm, Special Use Permit file.

28Interview of Leonard Engle by Laura McKinley, June 26, 1992.

29See report by Susan F. Angevin and Jane P. Ellison, Western Regional Office, Trust for Public Lands, undated, on their Jan. 16 - 18, 1985 field trip to the Reserve. See Chapter Four, Footnote No. 50, for discussion of Robert Pratt. Personal communication with Harlan Hobbs, July 17, 1992 by Laura McKinley; interviews with Len Engle, June 26, 1992, and Rob Harbour, July 30, 1992, by Laura McKinley.

30During the three years that Bill and Renee Smith farmed the land, the NPS paid "in lieu taxes" to Island County.

31Personal communications with Harlan Hobbs, July 17, 1992, and Al Sherman, July 28, 1992, by Laura McKinley.

32The Ebey's Landing LPP also lists the major laws and ordinances that govern land management policies and decisions in the Reserve. Ebey's Landing National Historical Reserve, Washington: Land Protection Plan, February 1984; EBLA Trust Board minutes, Jan. 21, 1986.

33Jarvis and Hobbs also investigated the possibility of establishing a land bank fund through the U. S. Department of Agriculture. In this arrangement, farmers could donate land and receive funds from the USDA in return. However, they concluded that such a fund would be inappropriate at EBLA because the farmers would not be able to use their land in the traditional manner. Interview of Reed Jarvis by Laura McKinley, Feb. 8, 1992.

34Interview of Rob Harbour by Laura McKinley, July 30, 1992.

35WNT, Dec. 28, 1983.

36Susan F. Angevin of the National Trust for Historic Preservation noted that "Clearly, people have high expectations for what the Park Service can do, and some developers are quickly learning how to take advantage of this." Susan F. Angevin and Jane P. Ellison, Western Regional Office, the National Trust for Historic Preservation, undated, report on their Jan. 16 - 18, 1985 field trip to the Reserve; B. J. Williams, "Whither Whidbey?," Pacific Northwest, July/August 1984.

37Then again, commented Reed Jarvis, condemnation would have given tax advantages that NPS could not offer, and no doubt would have speeded up the acquisition process. WNT, Feb. 20, 1985; interview of Reed Jarvis by Laura McKinley, Feb. 8, 1992.

38The background line was to the west section line of Section 3, which separates Sections 3 and 4. Jarvis to K. Pickard, May 5, 1981, EBLA files.

39This was reorganized out of the Ebey's Landing Open Space Foundation. Board members included Herb and Ken Pickard, Rob Harbour, Jim Davis, Dwain Colby, Carl Winge, Bill Black, Tom Punch, and Dan Beardslee. WNT, July 16, 1986.

40WNT, Sept. 3, 19, 1985.

41The Historical Society already owned a lot by the library, but considered it too out-of-the-way for the museum. Personal communications with Harlan Hobbs, Aug. 21, 1991, and Bud Merriman, July 23, 1991, by Laura McKinley.

42Cooperative Agreement between National Park Service and Island County Historical Society.

43Harlan Hobbs offered Penn Cove Associates \$50,000 for the lagoon, but they rejected this amount. WNT, March 28, 1986.

44WNT, June 6, 1984.

45Viewpoint X is located on Madrona Way at the turnout by Grasser's Lagoon, just south of the intersection of Route 20.

46Seven zones were established, allowing development ranging from virtually none to high density. The height of a structure could not exceed a line drawn from Viewpoint X to a point six feet above the highest point of the slope. In addition, hard edges around structures must be "softened" with trees within ten years, and building color would be limited to earth tones. No lighting would be permitted on the road cut into the hillside.

47WNT, June 6, 1984; July 17, Dec. 25, 1985; March 28, 1986; interview of Reed Jarvis by Laura McKinley, Feb. 8, 1992.

48WNT, May 2, 1992.

49WNT, Aug. 2, 1989; interview of Reed Jarvis by Laura McKinley, Feb. 8, 1992; Management Information System Docket, 1992, EBLA 9290, Lands Division, NPS, PNR. .

50WNT, Dec. 11, 1985.

51Harlan Hobbs to Edward Beeksma, Law Offices of Zylstra, Beeksma, Waller and Skinner, L1425, June 17, 1988.

52The year of Congressman Swift's visit is uncertain; recollections place it in either 1983 or 1984.

53Interview of Reed Jarvis by Laura McKinley, Feb. 8, 1992.

54In retrospect, Hobbs believes that NPS should have made the spit a high priority and then just waited until it could buy the land. Interview with Reed Jarvis, Feb. 8, 1992 by Laura McKinley; personal communication with Harlan Hobbs, July 17, 1992,

by Laura McKinley; Jarvis to Asst Reg Solicitor, L14(EBLA)PM, Jan. 5, 1981.

55Personal communication with Harlan Hobbs by Laura McKinley, July 8, 1992.

56Sunday (Snohomish/Island County) Herald, Dec. 28, 1986; WNT, Dec. 31, 1986; Jan. 14, Dec. 9, 1987.

57Seattle P-I, Feb. 22, 1987.

58These included the Audubon Society, the NPS, the Whidbey Island Board of Realtors, the Coupeville Town Council, the Friends of Ebey's, and the Island County Commissioners. Skagit Valley Herald, Jan 30, 1987; Seattle P-I, Feb. 18, 1987; WNT, Dec. 9, 1987.

59P. L. 99-635 expanded the boundary of Olympic National Park. Harlan Hobbs felt that, since Keystone Spit was immediately adjacent to Ft. Casey State Park, it could be added on to that park. Personal communication with Harlan Hobbs by Laura McKinley, Aug. 21, 1991.

60The Washington State Legislature adopted Chapter 274, Laws of 1987 (SHB 1098) to authorize the land trade. NPS assumed jurisdiction over the Olympic beach on July 1, 1987. Jan Tveten, Director, Washington State Parks and Recreation Commission, to the Commission, Jan. 29, 1988; WNT, Dec. 9, 1987.

61The inholding encompassed around twelve acres, in a total of nine ownerships, and contained several houses. Five of the ownerships were north of Route 20, on Crockett Lake, including the restaurant across from the Washington State Ferry. Some of the holdings on this side of the highway are still undeveloped, and the owners occasionally camp there in their trailers. Jan Tveten, Director, Washington State Parks and Recreation Commission, to the Washington State Parks and Recreation Commission, Jan. 29, 1988.

62WNT, Dec. 9, 1987.

63At this ceremony the National Park Service also gave the Friends of Ebey's a certificate of appreciation for their work for protection of the spit. WNT, March 23, 1988.

64WNT, May 25, 1988.

65Citizens asked that the park department cluster parking, signs, and restrooms near the ferry landing on the west end of the spit. At present, the state plans eventually to provide parking and toilet facilities, as well as a central public access point to the beach; some area residents are opposed to additional development here. Many also asked that the gravel piles left by the old gravel mining operation on the east end of the spit be left alone. WNT, Sept. 19, 1990; interview of Clyde Wagner by Laura

McKinley, June 16, 1992; personal communication with Terry Doran, October 21, 1992, and Messrs. Ellis and Staab, Washington State, Feb. 9, 1993.

66Interviews of Syd Glover, June 26, 1992, and Floyd Wanamaker, May 15, 1992.

67WNT, Aug. 19, 1992.

NOTES TO CHAPTER SEVEN

1Jarvis also wanted research, preservation and management plans for all resources in place. Basic Operations Plan, Dec. 28, 1981; interview of Reed Jarvis by Laura McKinley, Feb. 8, 1992.

2The Oregon Trail Centennial project was also occupying some of his time, although he asked to be removed from it to attend to the needs of the reserve.

3Interviews of Reed Jarvis, Feb. 8, 1992, and Kristin Ravetz, July 30, 1992, by Laura McKinley.

4Jarvis to RD, D22, Nov. 5, 1982; EBLA trust board minutes (Oct. 22, 1985).

5For example, Susan F. Angevin and Jane P. Ellison of the National Trust for Historic Preservation, visited the reserve in January 16 - 18, 1985. They noted that several people in the area were concerned that the NPS was not being open enough with the locals and that there should be more local involvement in developing a management plan for the reserve. Part of the problem, the two stated, was that a trust board had not been set up. Susan F. Angevin and Jane P. Ellison, the National Trust for Historic Preservation, Western Regional Office, undated report on their Jan. 16 - 18, 1985 field trip to the reserve. See also Len Madsen, Assistant Planning Director, Island County, to Island County Board of Commissioners et al, March 16, 1983; Jarvis, Draft Federal Advisory Committee request; Jarvis, Nov. 19, 1984 Situation Paper for Fiscal Year 1985.

6Quote from Reed Jarvis. The trust board learned, among other things, about cultural landscapes, NPS policies and procedures, trust board procedures, resource management, EBLA history, and the easements that NPS had acquired. WNT, July 17, 1985; draft charter, Federal Advisory Committee, conveyed to Director, NPS, under cover letter from Acting RD, A18 PNR-RP, Nov. 2, 1987; letter to all trust board members from Reed Jarvis, NPS, PNR-EBLA, Feb. 1, 1985; Richard E. Hoffman, Project Manager, EBLA, to Regional Director, PRO, NPS, A1619, Sept. 16, 1987; interview of Reed Jarvis by Laura McKinley, Feb. 8, 1992.

7"Management Guidelines for the Reserve," undated, in manual of the trust board, Ebey's Landing National Historical Reserve.

8In addition to preparing management guidelines, a subcommittee on policy development has been preparing a series of Standard Operating Procedures (SOPs) for specific situations. These SOPs define the authority of trust board members in particular situations and outline rules of procedure for such things as use of office space, slide collections, and so on. SOPs aid continuity from board to board. EBLA Trust Board minutes (Sept. 10, 1985); interview of Rob Harbour by Laura McKinley, Sept. 4, 1992.

9EBLA trust board minutes (Nov. 26, 1985; Jan. 1, Jan. 21, 1986).

10Draft charter, Federal Advisory Committee, conveyed to Director, NPS, under cover letter from Acting RD, A18 PNR-RP, Nov. 2, 1987; Richard E. Hoffman, Project Manager, EBLA, to Regional Director, PRO, NPS, A1619, Sept. 16, 1987, WNT, Sept. 16, 1985.

11Interviews of Richard Hoffman, Aug. 26, 1991, and Rob Harbour, Sept. 4, 1992, by Laura McKinley.

12EBLA trust board minutes (Sept. 10, 1985).

13Minutes of Island County/Coupeville/National Park Service meeting, Sept. 16, 1985; Jarvis to Regional Director, PNR, Feb. 21, 1985; Reed Jarvis to Dr. Charles H. W. Foster, Feb. 27, 1985; WNT, Oct. 9, 1985; personal communication with Richard Neeley, Feb. 1993.

14One of county planning director Len Madsen's concerns was that jurisdictions within the reserve should be carefully defined. There was a need, he asserted, to develop an agreement with Coupeville on zones of influence and the effects of the actions of the town council on the Reserve. Management guidelines that the trust board was drafting must be consistent with the county review process. Madsen and others were also not yet certain that the county was the appropriate local authority to establish the trust board. Madsen's underlying concern was that the NPS would relinquish responsibility for the reserve without fully implementing the comprehensive plan. EBLA trust board minutes (Aug. 27, 1985); WNT, June 22, 1988; interview of Rob Harbour by Laura McKinley, Sept. 4, 1992; Madsen to McKinley, Feb. 9, 1993.

15WNT, Sept. 18, Oct. 16, Oct. 23, 1985.

16He was uncertain whether the new county zoning code and its key feature, the transfer of development rights, fulfilled the requirements of PL 95-625 that local government would enact zoning ordinances to "protect and preserve the historic and natural features of the area in accordance with the comprehensive plan." County commissioner Dunlop believed that the new zoning code would suffice. TDRs, planned residential development, and rural resource zoning concepts, were fully designed to complement the county's historic preservation ordinance and guidelines in

place for the Reserve, he said. EBLA Fiscal Year 1986 Budget Briefing Statement, Feb. 21, 1985; Dunlop to Jarvis, March 6, 1985; interview of Reed Jarvis by Laura McKinley, Feb. 8, 1992..

17Ken Pickard expressed concerned that the land use controls enacted by the county were inadequate to protect the area, and that NPS was not sufficiently interested in the area to ensure success of the project. He felt that the board was not ready, and that the county zoning was still insufficient protection, particularly in the area of wetlands, noise zones, and watershed management. Undated WNT article, 1985, in EBLA files; trust board minutes (March 9, 1985); interview of Reed Jarvis by Laura McKinley, Feb. 8, 1992.

18Members of the trust board often expressed frustration over the board's lack of status and inability to act. EBLA trust board minutes (May 27, 1986); WNT, Sept. 18, 1985.

19Interview of Herb Pickard by Laura McKinley, May 15, 1992.

20Reed Jarvis' expression. Jarvis to EBLA Trust Board, June 6, 1986.

21Interview of Richard Hoffman by Laura McKinley, Aug.26, 1991.

22Ibid.

23EBLA trust board minutes (Sept. 22, Sept. 29, Oct. 27, 1987); interview of Vicki Brown, Aug. 25, 1992, by Laura McKinley.

24Interview of Rob Harbour, Sept. 4, 1992, by Laura McKinley.

25These included the Coupeville City Council, Planning Board, and Parks and Recreation Commission.

26Interview of Vicki Brown by Laura McKinley, Aug. 25, 1992.

27The Island County auditor would manage the fund, but spending discretion would reside with the Trust Board. It was designated a junior taxing district by the Island County treasury. EBLA trust board minutes (Aug. 23, Oct. 26, 1988); interviews of Vicki Brown, Aug. 25, and Rob Harbour, July 30, 1992, by Laura McKinley.

28Interview of Richard Hoffman by Laura McKinley, Aug. 26, 1991; Management Analyst Ivan Miller to Regional Director, NPS, PNR, F30 (PNR-MA), Dec. 11, 1987.

29Personal communications with Richard Caldwell, Sept. 10, 1992, and David Jamieson, Sept. 15, 1992.

30Ibid. This figure became a set annual contribution from the county's general fund. Roles and responsibilities were defined using the EBLA enabling legislation and Comprehensive Plan, the Organic Act, and the Revised Code of Washington, Interlocal Cooperation Act, (RCW 39.34). As NPS VIPs (Volunteers-In-the-Parks), liability of individual Trust Board members was covered by the NPS.

31Representatives from all levels of government attended, including State representative Haugen and U. S. representative Swift. The actual signing of the interlocal agreement occurred on July 28, 1988.

32Interview of Rob Harbour by Laura McKinley, Sept. 4, 1992.

33EBLA trust board Workshop minutes (Sept. 29, 1987); WNT, Aug. 26, 1987; Skagit Valley Herald, Dec. 3, 1988.

34According to Cynthia Orlando, Linda Hugie of the NPS designed the logo. For evidence regarding reduced funding, see Management Analyst Ivan Miller to Regional Director, NPS, PNR, F30 (PNR-MA), Dec. 11, 1987; Acting Director, NPS, to Regional Director, NPS PNR, July 2, 1988; Acting Regional Director NPS, PNR, to Director, NPS, A6415, Feb. 17, 1987; Summary of Ebey's Landing Wayside Sites, Oct. 20, 1988, and FY 1989 EBLA Wayside Planning Schedule, approved by William Briggie, Oct. 28, 1988.

35Local teacher Mark Gale, who joined the trust board in 1990, was instrumental in getting this program underway.

36EBLA trust board minutes (Oct. 27, 1987); Acting Regional Director Richard Winters to Brown, Trust Board, A44(PNR-RL), Aug. 12, 1988; EBLA Trust Board Rules of Procedure.

37Hoffman to Brown, Aug. 15 and 26, 1988.

38WNT, March 28, 1986.

39Richard Hoffman suggested that EBLA use the income from its agricultural leases to fund the scenic easement administrative plan. The draft scenic easement administrative plan stipulated that the trust board would maintain contact with landowners, town and county offices, relators, et al. A windshield survey for compliance with the terms of the easements would be conducted on a quarterly basis. Annually, each easement would be inspected and reviewed more thoroughly, including taking photographs from key photo points identified in the baseline data file. If the inspector found violations, he or she would document them and notify the landowner. The trust board and the landowner would meet to discuss the problem, and, if necessary, the board would apply increasingly severe enforcement actions if the landowner failed to cooperate. The reserve should also have on file an abbreviated

background file for each unprotected tract identified on the land protection plan. Hoffman to Vicki Brown, Aug. 15, 1988; Hoffman, Superintendent, SAJH, to Regional Director, NPS PNR, Aug. 17, 1988.

40Interview of Reed Jarvis by Laura McKinley, Feb. 8, 1992.

41On the other hand, says Harlan Hobbs, there were some locals who preferred dealing with the National Park Service rather than a local board with a possible "ax to grind." Personal communication with Harlan Hobbs, Aug. 21, 1991.

42Interview of Vicki Brown by Laura McKinley, Aug. 25, 1992.

43It is still in preparation. The NPS pays for this on a non-matching basis, out of income from agricultural leases. Interview of Rob Harbour, Sept. 4, 1992, by Laura McKinley; personal communication with George Knapp, Sept. 4, 1992.

44Interview of Vicki Brown, Aug. 25, 1992, by Laura McKinley; personal communication with George Knapp, Sept. 4, 1992.

45EBLA annual narrative report for 1989, A2621, Feb. 27, 1990; "Working Outside a Traditional Park Setting," Cynthia Orlando, National Park Service Courier, August 1990.

46Interview of Wilbur Bishop by Laura McKinley, Sept. 4, 1992.

47Orlando to McKinley, undated (October 1992).

48NPS PNR news release, Oct. 16, 1990; EBLA annual narrative report, 1990. Interviews of Pat Howell, Aug. 25, 1992, and Wilbur Bishop, Sept. 4, 1992, by Laura McKinley.

49The self-evaluation team consisted of Wilbur Bishop, Benye Weber, Val Arnold, Mark Gale, Gretchen Luxenberg, and Rob Harbour. EBLA Trust Board Chairman, to Deputy Regional Director, NPS, PNR (A6420), Oct. 11, 1991.

50Interview of Pat Howell by Laura McKinley, Aug. 25, 1992.

51The director agreed with Regional Director Odegaard in 1992 that the NPS did in fact own land and assign personnel to EBLA, in keeping with traditional definitions of national park units, and that EBLA should not be down-graded because it was considered non-traditional. The National Park Foundation is an example of an outside organization that expressed interest in considering EBLA for funding once its status was raised. Regional Director, NPS, PNR, to Director, NPS, no file code, Oct. 1, 1992, and draft response from Director, NPS, L58 (180), undated; personal communication with Mike Tollefson, Associate Regional Director, Operations, NPS, PNR, Oct. 15, 1992; National Park Foundation to Regional Public Affairs Office, NPS, PNRO, Nov.

16, 1992.

52Gretchen Luxenberg recently reduced paperwork by persuading the NPS regional office to cut back on reporting requirements. The only recurring NPS reports that appear pertinent to EBLA are the quarterly energy reports and the annual resource management plan report. EBLA Quarterly Report, Gretchen Luxenberg, Feb. 11, 1991; interviews of Pat Howell, Aug. 25, 1992, and Rob Harbour, Sept. 4, 1992, by Laura McKinley.

53WNT, Aug. 12, 1992.

NOTES TO CHAPTER EIGHT

1David A. Pugh, Chief of Interpretation, PNR, NPS, Trip Report, K2623, Dec. 3, 1986.

2Tillman was team captain. The team included Reed Jarvis, Ebey's Landing Project Manager, James Albert Richardson, Chief, Division of Interpretation, PNR, NPS, as well as additional members from the NPS Harpers Ferry Center: Ray Baker, Editor/Writer, Division of Publications, Chief, Division of Wayside Exhibits, and Brian C. Jones, Audiovisual Specialist. Ebey's Landing National Historical Reserve Interpretive Prospectus, National Park Service, Harpers Ferry Center, October 1981.

3WNT, April 1, 1981.

4These themes were: Original Inhabitants, European Exploration and Settlement, Major American Wars, Political and Military Affairs, Westward Expansion, America at Work, and Society and Conscience. EBLA Comprehensive Plan, 17 -18; Jarvis to Ravetz, Oct. 16, 1979, handwritten note in EBLA Interpretive Prospectus file, EBLA.

5EBLA Interpretive Prospectus; Acting Regional Director William Briggles, NPS, PNR, to Manager, Harpers Ferry Center, NPS, D6215(PNR-DD-I), Jan. 27, 1987.

6Hinsdale believes that the two sides of the brochure are somewhat redundant, and would like the next generation of brochures to have a different layout. Jarvis to Regional Director, NPS, PNR, A3415, April 19, 1983; personal communication with Glen Hinsdale, Sept. 25, 1992.

7Personal communication with Charline Scoby, Sept. 30, 1992; interview of Reed Jarvis by Laura McKinley, Feb. 8, 1992.

8WNT, Oct.14, 1981.

9Reed Jarvis, "The Challenge of Cultural Landscape Interpretation," presented to the Pacific Northwest Association of Interpretive Naturalists Conference, Seattle, Washington, Oct. 16, 1981.

10The kiosk was installed by 1985; the Port of Coupeville maintains the site.

11"Draft Background Information for Discussion of Signing Needs," Rob Harbour, Jan. 9, 1991.

12In 1988, for example, the NPS regional office placed the Fiscal Year 1988 wayside schedule on hold due to "changes in Regional priorities." Summary of Ebey's Landing Wayside Sites, Oct. 20, 1988, and FY 1989 EBLA Wayside Planning Schedule, approved by William Briggie, Oct. 28, 1988.

13Deputy Regional Director to Supt., SAJU, NPS, PNR, L6017 (PNR-DD), April 22, 1988.

14In 1989 the Trust Board marked the trail with two EBLA logos, and in 1990 a YCC crew out of North Cascades National Parks installed the sign.

15Cindy Orlando called the sign to the attention of Regional Archeologist Jim Thomson, who requested a review by local anthropologist Dr. Astrida R. Blukis Onat. Part of the problem was that some of the drawings depicted Haida customs and material culture, rather than local Salish practices. Such themes might both insult the Skagits, historically the principal Native American inhabitants of the area, and confuse two distinct cultures in the reader's mind. Thomson commissioned Onat to survey the site for possible archeological deposits and to provide a better theme for the wayside. Working with the Culture Committee of the Swinomish Tribal Committee, she provided extensive comments for the panel. Orlando to Associate Regional Director, Operations, NPS, PNR (D62-EBLA), June 22, 1990; Dr. Astrida R. Blukis Onat to Cindy Orlando, June 6, 1990.

16The trust board has expressed interest in buying the wetland to the west. Annual Narrative Report, EBLA, 1990; EBLA Trust Board minutes (Oct. 23, 1990, Jan. 26 and March 26, 1991); "Reasons: Changed priorities, placement and possible exclusion, Interpretive Exhibits: EBLA," dated Nov. 8, 1986, attached to Gretchen Luxenberg's copy of the 1985 EBLA wayside exhibit plan; personal communication with Jim Thomson, Sept. 29, 1992.

17Personal communication with Reed Jarvis, Sept. 22, 1992; memo dated May 7, 1986 from Harlan Hobbs, Chief of Lands, NPS, PNR, to Chief, Interpretation and Visitor Services, NPS, PNR with hand-written comments from Hobbs labelled "April 25, 1989 update;" "Reasons: Changed priorities, placement and possible exclusion, Interpretive Exhibits: EBLA," dated Nov. 8, 1986, attached to Gretchen Luxenberg's copy of the 1985 EBLA Wayside Exhibit Plan.

18EBLA trust board minutes (Sept. 25, 1990); EBLA land protection plan (1990).

19Chief, Div. of Lands, PNR, NPS, to Chief, Interpretation and Visitor Services, PNR, NPS, L1425 (PNR-RL), May 7, 1986.

20EBLA trust board minutes of workshop, Jan. 18, 1988; EBLA trust board minutes (Jan. 26, 1988, July 25, 1989).

21Hand-written notes, undated, in filed labelled "EBLA Work File," from late 1970s; interview of Reed Jarvis by Laura McKinley, Feb. 8, 1992.

22Interview of Reed Jarvis by Laura McKinley, Feb. 8, 1992; EBLA trust board minutes (Oct. 27, 1987 and Nov. 22, 1988); EBLA trust board Workshop minutes, Jan. 18, 1988; note to files regarding communication from NAS regarding budget problems, unsigned, Aug. 15, 1988.

23EBLA trust board minutes (Oct. 27, 1987); personal communication with Harlan Hobbs, February 1993; interview of Wilbur Bishop by Laura McKinley, Sept. 4, 1992.

24EBLA trust board minutes (May 22, Sept. 25 and Oct. 23, 1990); Management Information System Docket, 1992, EBLA 9290, Lands Division, NPS, PNS; interview of Rob Harbour by Laura McKinley, Sept. 4, 1992.

25EBLA trust board minutes (Feb. 25 and March 24, 1992).

26Personal communication with George Knapp, Sept. 4, 1992.

27In 1989, public outreach included a Centennial commemoration; hosting the Vladimir Chorus from Russia; representing EBLA at the Economic Summit for the Town of Coupeville; hosting an orientation tour for the Chamber of Commerce and the Visitors Council, and hosting an NPS Regional Interpreters Workshop. EBLA Annual Narrative Report for 1989, A2621, Feb. 27, 1990; WNT Sept. 23, 1992.

28EBLA Annual Narrative Report for 1989, A2621, Feb. 27, 1990.

29Deputy Regional Director to Supt., SAJH, NPS, PNR, L6017 (PNR-DD), April 22, 1988.

30Wilbur Bishop, to Mary Argent, A3450, March 30, 1990; EBLA trust board Minutes (June 23, 1992); Shepherd to Harbour, July 21, 1989.

31Interview of Reed Jarvis by Laura McKinley, Feb. 8, 1992.

32The "right-to-roam" in England is viewed as a "common" property, much like the right to graze animals or gather firewood. It conveys a right of access to the country's landscapes. It is distributed among the citizens of the country and remains theirs even when properties change hands. Landowners' privacy and property are guarded, however, by partnership agreements. Hiss, The Experience of Place: A New Way of

Looking at and Dealing with Our Radically Changing Cities and Countryside (1990), 119.

33Roger Sherman to Richard Hoffman, Jan. 10, 1987; WNT, May 21, 1986, Feb. 4, Aug. 26, 1987; interview of Wilbur Bishop by Laura McKinley, Sept. 4, 1992.

34Roberta Smith married Al Haeger, thus the name change. Mrs. Haeger does not own the road, but holds an easement to use it. Her permission was not legally required; however, the trust board felt that she should be consulted. EBLA trust board minutes (April 26 and June 23, 1986).

35EBLA Trust Board minutes (Dec. 19, 1989, Jan. 23, 1990); interview of Wilbur Bishop by Laura McKinley, Sept. 4, 1992.

NOTES TO CHAPTER NINE

1Stephanie Toothman, NPS, HSO (PNR-RC), Aug. 9, 1985.

2The broad language of P. L. 95-625 and the recommendations of the EBLA Comprehensive Plan, concluded the NPS Associate Director for National Register Programs, suggested that Congress intended all aspects of the area's historic development be evaluated and that significant themes and structures from all historic periods be recognized and preserved. Chief, Cultural Resources, NPS, PNR, to Project Manager, EBLA (PNR-RC), Oct. 13, 1982; Jarvis, EBLA, to Regional Director, NPS PNR, D22, Nov. 5, 1982; Associate Director for National Register Programs, NPS, to Regional Director, NPS, PNR, Feb. 25, 1983.

3Surveying every acre of the Reserve, the team used the information to explore the relationship between the built and natural environment which formed the underlying fabric of the cultural landscape. Gilbert categorized each block of land by use (agricultural or residential, for example), land-use activity (such as type of cropland or commercial use), and boundary demarcations (road, vegetative, water, and so on). She also included a verbal description, maps and sketches. It took from two to three hours to evaluate and describe each half-section. Gilbert, Luxenberg and Comp, The Land, The People, The Place: An Introduction to the Inventory, 1984, Introduction to Sample Building and Landscape Inventory; see also Project Summary for same; WNT, Aug. 8, 1983.

4Design Considerations for Historic Properties, 1985, by Beth McGreevy, Architectural Technician, and Hank Florence, Historical Architect; Visual Compatibility Guidelines, Ebey's Landing National Historical Reserve, Fall 1987, by Linda Hugie and Terri Taylor.

5Luxenberg and Gilbert are currently working on a revision to the National Register nomination.

6Interview of Leonard Madsen by Laura McKinley, July 14, 1992.

7Personal communication with Charline Scoby by Laura McKinley, Oct. 15, 1992.

8WNT, Dec. 6, 1989.

9EBLA Trust Board minutes (Sept. 26, 1989).

10Another recent controversy focused community attention on the need for historic design review within the Reserve. In 1990 the pastor of Coupeville's St. Mary's Catholic Church, a century-old structure listed on the National Register, made plans to refinish the church with vinyl siding. However, he had not notified Coupeville's HAC, as required by ordinance. Many considered vinyl inappropriate for St. Mary's; it looked out of place, they felt, and it could accelerate decay of the wooden frame. NPS regional historic architect Laurin Huffman prepared a report, suggesting more historically compatible building materials. Press coverage drew attention to the project, and offers of free paint and labor came from local painting contractors and community members. The pastor allowed the vinyl siding project to begin. Initially, the Town used Huffman's report to require that the vinyl be removed. However, a recent State Supreme Court decision permitting a similar project in Seattle to proceed, raised the spectre of a lawsuit. The Seattle case was First Covenant Church vs. City of Seattle (1990). The State Supreme Court cited the separation of church and state powers as its primary reason for its decision. The Town of Coupeville rescinded its stop order. Although the siding remained, the event further heightened community awareness of the need for historic preservation and persuaded local preservationists to work toward stronger land use controls. The U. S. Supreme Court upheld the Washington State Supreme Court decision in 1992. Annual Narrative Report, EBLA, 1990, prepared by Rob Harbour; WNT, Sept. 5, Nov. 20, 1990, March 6, 1991; Seattle Times, Nov. 21, 1992.

11EBLA Trust Board minutes (May 22, 1990); Annual Narrative Report, EBLA, 1990; WNT, Aug. 15, 1990.

12The EBLA Trust Board will develop its own set of review guidelines, similar to those of Island County and Coupeville, for those projects important enough to warrant its comments. These guidelines may require changes to ordinances regarding the processing of development permit applications. The geographical scope of Trust Board reviews may include historic sites and adjacent areas, areas contributing to the historical landscape, areas along scenic corridors, and areas outside the reserve that contribute to its value. Determining the scale of project requiring Trust Board review will take work. Reserve Coordinator to Resource Protection Committee, Oct. 18, 1989.

13Until anthropologist Fred York, Ph.D., joined the regional Cultural Resources Division, much of the anthropological investigation conducted for NPS in Island

County was performed by Dr. Gary Wessen of Wessen and Associates and Dr. Astrida R. Blukis Onat of BOAS, Inc., both of Seattle, and administered by NPS Regional Archeologist Jim Thomson of the Cultural Resources Division. (In 1988, Wessen also prepared a report for the State of Washington Office of Archeology and Historic Preservation entitled Prehistoric Cultural Resources of Island County, Washington.) In addition to preparing general studies of Native Americans in Island County and the Puget Sound, these anthropologists have inspected several sites within the Reserve. The only development that has raised concern to date has been the proposed wayside at Monroe's Landing, discussed in Chapter Eight. WNT, Oct. 19, 1983.

14 Available documentation included Dr. Vincent F. Gallucci's "Report on Marine Areas of Ebey's Landing," October 26, 1980; a quick botanical study of the Reserve conducted by Roger del Morel in 1980, which analyzed five critical areas. Another was a report by David Manuwal, Wildlife Science Group, University of Washington, entitled "An Evaluation of Bird and Mammal Populations in Ebey's Landing National Historical Reserve" (1980). Like most reports, this one recommended more thorough studies. But Manuwal compromised his credibility in his discussion of common species in the area, according to an analysis in the EBLA Resources Management Plan file, by including porcupines and skunks, which Reserve residents knew did not exist on the island.

For comments on fisheries on Penn Cove, see May 15, 1979 letter (in EBLA 1979 Correspondence File) to Citizens Advisory Commission from the State Department of Fisheries, part of a series of comments solicited from agencies during early planning phase for EBLA. In addition, Don Field and Darryll Johnson of the NPS Science Division in Washington, D. C. travelled to EBLA in 1980 to assess the need for an expanded biological inventory within the Reserve. See staff meeting notes, NPS, PNR, A4027, June 19, 1980, Records Group 79, Federal Records Center and Archives, Pacific Northwest Region, Seattle.

More recently, Coupeville resident Tom Stribling completed an inventory of plants on Keystone Spit in 1990. See EBLA Trust Board minutes (April 24, 1990, Sept. 25, 1990). Ed Schreiner of Olympic National Park conducted a plant survey of the Golden Paintbrush in June 1984. See Associate Regional Director, NPS, PNR, to Superintendent, Olympic National Park, N1433, June 14, 1984. Gloria Wahlin of the Island County Weed Board has coordinated plant surveys within the county.

15 Some plant protection measures in Island County are voluntary; the county has ordinances to safeguard protected species and to control of certain noxious weeds. EBLA Trust Board minutes (July 23, 1991); personal communications with Ken Stahlnecker, Crater Lake National Park, Joyce Ryan, Island County Planning and Community Development, and Gloria Wahlin, Island County Weed Board, Oct. 29, 1992.

16 Linda Maxson of NOAA's Sanctuaries and Reserves Division is currently preparing a discussion paper regarding the sanctuary. In April 1993 the undersecretary for the

National Oceanic and Atmospheric Administration forwarded the environmental impact statement to the White House; the sanctuary is expected to be approved. WNT, Nov. 22, 1989; Seattle Times, April 20, 1993.

17The Trust Board has chosen not to become involved in the mussel raft issue. In April 1990, the Island County Historical Society, distressed over the appearance of mussel rafts in Penn Cove, proposed that the Trust Board acquire the rights to aquaculture development. Noting its limited funding, the Board urged the Society to pursue scenic protections through the county's land use permit process instead. Del Bennett, Island County Historical Society (ICHS), to Wilbur Bishop, EBLA, April 19, 1990; Wilbur Bishop, EBLA, to Del Bennett, ICHS, May 15, 1990.

18According to Gloria Wahlin, the native iris of greatest concern is Iris missourienses. The Golden Paintbrush (Castilleja levisecta) was and still is a candidate for the federal endangered species list. Although the state of Washington has no endangered species act which applies to plants, the state's natural heritage program has placed the Golden Paintbrush at the top of its list of endangered plants. Ed Schreiner, Olympic National Park, inventoried the plant in 1984. WNT, June 25, 1983, July 20, 1988; Associate Regional Director, NPS, PNR, to Superintendent, Olympic National Park, N1433, June 14, 1984; personal communication with John Gamon, Natural Heritage Program, Department of Natural Resources, Washington State, Oct. 28, 1992, Ed Schreiner, Olympic National Park, Oct. 29, 1992, and Gloria Wahlin, Island County Weed Board, Oct. 29, 1992.

19Although a landowner in Central Whidbey Island, Wagner lived in Bothell, Washington, near Seattle.

20Wagner had developed Admirals Cove, next to Telaker Shores. Gallucci found the lake marine environment to be unusually unproductive, contradicting reports and observations of the Audubon Society and the Fish and Wildlife Service, which characterized the lake as a waterfowl feeding area. Dr. Vincent F. Gallucci, "Report on Marine Areas of Ebey's Landing," October 26, 1980; WNT, May 26, June 15, 1982; Sept. 5, 28 1984; personal communication with Bud Wagner, February 4, 1993; interview of Leonard Madsen by Laura McKinley, July 14, 1992.

21WNT, Aug. 29, 1984.

22In September 1990, controversy returned to Crockett Lake in the form of clouds of mosquitoes. Another drop in water levels was blamed for a mosquito infestation that, as some claimed, kept local residents prisoners in their homes. Although the Island County Commissioners held a public meeting, no agency had the authority to act on the issue unless the insects become a health hazard. WNT, Sept. 1, Sept. 8, 1990; "Environmental Checklist/assessment Regarding Options for Management of Water Levels in the Crockett Lake Drainage Basin, Whidbey Island, Island County, Washington," by Tom Roehl, 1986; NPS Regional Director Charles H. Odegaard to

Commissioners, Island County Drainage District No. 6, L1425(PNR-RL), undated (drafted July 10, 1987).

23A question lingers regarding future oil spill cleanup plans in the northern Puget Sound; see Seattle Times, Aug. 18, 1991. State of the Parks report, EBLA Project Manager Jarvis to Regional Director, Nov. 23, 1979; "Before the State of Washington Energy Facility Site Evaluation Council, Prefiled Testimony of Joan McPherson for Island County," forwarded to EBLA by the Island County Deputy Prosecuting Attorney, copy in EBLA Northern Tier file. Similar statements prepared by Reed Jarvis, EBLA, and Robert C. Clark, Jr. of the State Department of Fisheries. See Northern Tier Oil Pipeline file, Jan. 1, 1979 to Dec. 31, 1980, N3615, National Park Service records group 79, Accession No. 86-0006, Box 5, Federal Records Center and Archive, Pacific Northwest Region, Seattle.

24Seattle Times, Jan. 31, Feb. 17, 1991; personal communication with Shirley Clark, NPS, PNR, Nov. 13, 1992.

25WNT, Dec. 28, 1983, March 12, 1986, April 20, 1988.

26EBLA Trust Board minutes (Aug. 24, 1992).

27Interviews of Kris Ravetz, July 30, 1992, Pat Howell, Aug. 25, 1992, and Rob Harbour, Sept. 4, 1992, by Laura McKinley.

28The original appraisal of Marion Smith's parcel stated that the highest and best use of the property would be to divide the land into four lots. By agreeing to sell half of this parcel at a price that was based on this estimate, Marion Smith limited any future division of her remaining land to two lots. Reed Jarvis to David Wagner, L1425(EBLA)PM, May 10, 1982; personal communication with Harlan Hobbs, Sept. 21, 1992.

29The County issued a mitigated determination of non-significance on the project in January 1990. WNT, Dec. 6, 1989; EBLA Trust Board minutes (Sept. 26, 1989, Feb. 27, July 24, 1990); Annual Narrative Report, EBLA, 1990.

30EBLA Trust Board minutes (Aug. 27, 1991).

31Ronald A. Foresta, America's National Parks and Their Keepers (1984), 243.

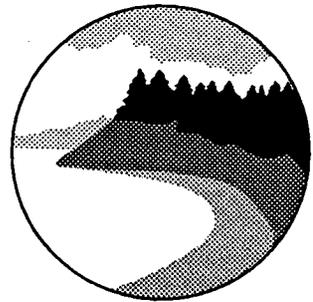
32In addition, scenic easements cost as much as land purchased in fee-simple. The cost of an appraisal for a scenic easement is higher than for fair market value because the appraiser must perform a more complicated before-easement and after-easement valuation of the property.

33Ebey's Landing NHR Quarterly Report, Feb. 11, 1991; EBLA Trust Board minutes (March 27, 1990).

34 WNT editorial, Dec. 6, 1989.



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