



Alternatives

The planning team, comprised of National Park Service, Reserve staff, and the Trust Board, developed management alternatives for Ebey's Landing National Historical Reserve, incorporating public responses to newsletters and public meetings. National Environmental Policy Act regulations and NPS planning regulations require the formulation of a reasonable range of alternatives that address identified planning issues and management concerns. Each alternative was evaluated to ensure consistency with the Reserve's purpose and significance, the desired future conditions, and current laws, regulations, and policies.

In addition, the development of the alternatives for the future of the National Historical Reserve recognizes that the Reserve is about the protection of heritage resources within the context of a contemporary rural community. Therefore, strategies about the preservation and use of the Reserve's resources are advanced within this context of a living landscape - one that continues to evolve and change, and is not "frozen in time." This plan is developed in that spirit.

Three alternatives are described in this plan and are characterized as follows: Alternative A is the "No Action Alternative" which means continuation of the present course of action or maintenance of the status quo of existing policies and programs. Alternative B is the "Preferred Alternative." It emphasizes both the preservation of resources and the enhancement of visitor opportunities for the Reserve while providing for administrative and maintenance facilities. Alternative C is an additional alternative that builds upon elements included in Alternative B, but also provides additional actions that address the Reserve's management structure.

It is intended that all the alternatives presented in this GMP meet both the spirit and the intent of the law establishing Ebey's Landing National Historical Reserve. In doing so, this interdisciplinary planning team has developed a range of alternatives that provide for the long-term protection of reserve resources and the public enjoyment of those resources in a way which is cognizant and respectful of private property rights. (For a comparison of the three alternatives, see "Summary of Actions for Each Alternative" chart at the end of this chapter.)

Please note that "Reserve staff" is defined as staff working for the Trust Board and NPS staff currently assigned to the Reserve.

Actions Common to All Alternatives

Regardless of the alternative ultimately selected by the Trust Board and the National Park Service as the Preferred Alternative, the following actions would be common to each of the alternatives:

Reserve Management and Operations

- It would be recommended that the appointing level of government, either Island County and/or the town of Coupeville, designate a representative of the agricultural community for at least one of the trust board positions. This Trust Board member would be encouraged to be either an active or a retired farmer from central Whidbey Island.
- To help coordinate and guide future land use decisions within the Reserve, it is recommended that all Reserve Partners adopt this GMP as part of their own comprehensive planning as was done for the 1980 Ebey's Landing National Historical Reserve Comprehensive Plan. This includes adoption of the GMP by the town of Coupeville and Island County as companion measures to their respective comprehensive land use plans.

Natural Resources

- The NPS and Reserve staff would advocate for an integrated pest management program in cooperation with Reserve landowners and other partners.

Agricultural Resources

- The Trust Board and Reserve staff, recognizing that the continued presence of successful agriculture is essential to the integrity of the Reserve, would actively work with Island County, the Natural Resources Conservation Service and other partners to promote a viable farming economy in the Reserve.

Visitor Experience

- The Reserve staff would expand interpretation and include those cultures that lived on the land and helped to shape the cultural landscape seen today. This includes Native Americans, early Euro-American settlers, Chinese immigrants, and other peoples.



Alternative A—No Action Alternative

General Description

The No Action Alternative, Alternative A, is required by the National Environmental Policy Act and provides the baseline from which to compare the other alternatives. Under this alternative, current management practices would continue as funding allows. Emphasis would be upon protecting the values of the Reserve largely through partnerships with others without substantially increasing staff, programs, funding support or facilities.

It would be assumed under this alternative that the principal support for the Reserve would continue to come from the leadership of the predominantly volunteer Trust Board. A small staff consisting of the Reserve Manager and part-time administrative assistant would continue to serve the Reserve, along with a NPS part-time natural resource position and the combined NPS Cultural Resource Specialist/Trust Board appointee. From time to time, staff would be augmented by assistance from the Pacific West Region Seattle Office, North Cascades National Park Service Complex and other NPS park units in the Region as time and funding permit.

Land protection efforts would continue to rely upon availability of federal funds secured through the Land and Water Conservation Fund (LWCF) by NPS staff, largely to acquire conservation easements from willing sellers on the high priority lands within the Reserve. However, the principal reliance of the Trust Board for protecting Reserve values would continue to be upon local land use controls from the town of Coupeville and Island County. No expansion of facilities, staff, programs, or services would be anticipated under this alternative. There would be no adjustment to the Reserve boundary under this alternative.

Management Zones

There is presently no NPS management zoning that meets current NPS management zoning standards. According to the 1980 *Ebey's Landing National Historical Reserve Comprehensive Plan*, in

keeping with the concept for the Reserve which revolved around citizens' desire to maintain a viable working community, urban growth needed to be guided to avoid encroachment on the scenic, historic, and natural areas. In order to achieve this goal, three special areas of consideration were identified and defined to help set objectives for the plan. These areas were defined as Public Use and Development, Natural and Historic Preservation, and Private Uses (subject to local zoning controls to protect the historic rural setting). These areas were applied over the entire Reserve boundary regardless of ownership. A definition of these areas from the Reserve's 1980 Comprehensive Plan follows. (Objectives for these areas are stated on pages 59-62 of the *Ebey's Landing National Historical Reserve Comprehensive Plan*.)

Public Use and Development

Public use areas are those areas within the Reserve that the general public may have access to, whether privately or publicly owned. Sites designated "public use" have historic and natural values. They have potential as primary recreational areas because of this combination of assets.

Historic and Natural Preservation

Historic areas are defined as specific sites or locations with significant events or people associated with the history of the area. Natural areas are defined as having unique physical features, which remain relatively untouched by human activity.

Private Use Areas

Private use areas are privately owned properties subject to local land use and design controls to which there is no physical public access. (See Figure II, Management Zoning: Alternative A.)

Reserve Management

Policy and Oversight

Setting the policies and general actions for the Reserve would continue to be the responsibility of the Trust Board within the framework of the Reserve's legislation, the GMP, and relevant NPS policies and guidelines. Each year, the NPS would conduct an appraisal of the management and op-

eration of the Reserve under the requirements of Paragraph (e), Section 508 of Public Law 95-625 and the Cooperative Agreement between the NPS and the Trust Board. The Trust Board would continue to be evaluated by the Deputy Regional Director in Seattle for the Pacific West Region.

The Trust Board would continue to have general policy and oversight of the Reserve partnership and oversee general management and protection of lands with conservation interests acquired using federal money. For all of the Reserve, the Trust Board would continue to pursue the protection of land and resources, provide administration of programs and technical support, participate in the local land use-review process, and be an advocate for and support the concept of the Reserve. (Refer to “Background of the Park” chapter, “Ebey’s Landing National Historical Reserve Trust Board” section for specific information on Trust Board composition and responsibilities.)

Management

The Reserve Manager and support staff would continue to provide day-to-day administration and operational support and develop and implement public use, interpretative, and educational programs for the Reserve. Under Alternative A, the Reserve Manager would continue to report directly to, and be supervised by, the Trust Board.

The Cooperative Agreement between the NPS and the Trust Board would be revised to clarify the evolving roles and responsibilities of each party.

Under this Alternative, the NPS would continue to support the part-time NPS Cultural Resource Specialist/Trust Board member. The NPS Cultural Resource Specialist, acting in a liaison capacity with the Trust Board, would continue to seek funding from NPS sources for resource management, interpretation, and maintenance, and undertake long-range strategic planning in concert with the Government Performance Results Act (GPRA) on behalf of the Reserve. (Staff composition for Alternative A is detailed in the “Staffing” section of this alternative.)

The NPS staff in the Reserve would respond to all NPS reporting requirements with the exception of

the annual Volunteers in the Park (VIP) report and the service-wide interpretation report, which the Trust Board staff would prepare.

The Trust Board would be responsible for reviewing comments by Reserve staff on land use actions by the town and county and submitting recommendations to these government entities concerning whether actions will have an effect on the protection of the Reserve resources.

Cultural Resource Management

The following ongoing actions in the area of cultural resource management would be expected to continue under Alternative A.

Cultural Landscape

The Trust Board would continue to participate in the town and county design review boards to further protection of the cultural landscape.

The prehistoric and historic resources within the Reserve would continue to be documented and evaluated, and research on special topics would be pursued, such as ethnographic consultation with modern day-traditionally associated people to gain knowledge of important structures and landscapes within the Reserve. The Reserve staff would continue to promote awareness of the significance of the cultural landscape and its associated features.

Historic Buildings and Structures

As buildings and structures reach 50 years of age within the Reserve, they would be documented and evaluated to ascertain their contribution to Reserve history and added to the National Register of Historic Places as appropriate.

National Park Service staff would conduct research necessary to preserve and protect NPS-owned historic properties, which include some of the more significant structures of the Reserve. Funding permitting, the NPS would stabilize and potentially utilize NPS-owned historic structures in accordance with the Secretary of the Interior’s Standards. These include the Ferry House and associated buildings (shed and outhouse); the Jacob Ebey House (the Block house has already been

stabilized) at the West Ridge property; the Rockwell House at Farm I; and the historic structures at the Reuble Farmstead at Farm II.

The NPS and Trust Board would work cooperatively with individuals and organizations in the Reserve to provide assistance that would include the following:

- Information on historic structure preservation.
- Continue to enhance the Trust Board reference library.
- Conduct seminars and training in historic preservation, including buildings, landscapes, design review among other relevant topics.
- Offer special events and outreach programs to residents and visitors related to the cultural landscape and historic preservation.

Additionally, the NPS and Trust Board would work with the town and county to revise historic preservation guidelines that have been formulated to protect the Reserve's historic properties and natural features.

Collections Management

The Reserve would continue to work with North Cascades National Park Service Complex to conserve and store the artifacts that resulted from work on the Ferry House foundation, the Jacob Ebey Blockhouse, and other buildings and areas due to NPS activities.

Archaeology

Archaeology work within the Reserve has been limited since the majority of land is in private ownership. Thirty-five sites have been documented and the possibility of finding additional sites remains high. Additional reconnaissance and subsurface testing would likely increase the number of recorded sites. The NPS staff would continue established resource protection measures for the identification and treatment of archaeological resources as required by NPS management policies, working only on NPS-owned lands, unless otherwise authorized.

Compliance Activities

The NPS in collaboration with the Reserve staff would continue required federal compliance with

the National Historic Preservation Act for activities within the Reserve to ensure compliance with Section 106 and 110 to support historic preservation goals. The Reserve staff would strive for enhanced consultation and relationships with affiliated tribes.

Natural Resource Management

The following ongoing actions in the area of natural resource management would continue under Alternative A.

Natural Processes

The Reserve staff would continue to promote and encourage natural processes and disturbance regimes for all natural management zones. This includes recognizing and understanding the significance that the protection of biological diversity on central Whidbey Island and the coastal environment plays in the overall ecological health of the Reserve. The Reserve staff would be advocates for natural processes throughout the Reserve (not just on NPS-owned lands or those that are NPS zoned as Natural).

Geology, Soils, and Air Resources

The Reserve staff would continue to encourage Island County to recognize and support the preservation of prime and unique farmland soils in the Reserve. (The NPS is required to analyze "prime and unique farmlands" in the preparation and review of EISs. This includes the identification of farmlands or soils that are of statewide and local importance. This document also includes the analysis of important state soils.) These soils are most valued for farming and are a declining resource. Once developed for other uses, such as residential, these soils are lost for future agricultural uses.

The NPS would continue to incorporate night sky preservation provisions in easement language.

Water Resources

The Reserve management and staff would continue to advocate for the protection of wetlands, impoundments, riparian areas, and aquifer recharge areas through application of local, state,

and federal laws and regulations. The NPS would provide the protection where the federal land interests allow direct land management and resource protection. The Trust Board would continue to support and encourage existing water quality programs for the littoral and aquifer recharge areas of the Reserve.

Vegetation

Vegetation management would be coordinated with the Reserve's fire management plan, currently underway. The Trust Board would continue to monitor the Reserve's woodlands where already protected by NPS fee ownership or by conservation partners.

The Trust Board and Reserve staff would continue to be advocates for native plant community preservation. The Reserve staff would identify areas where the reestablishment of prairie species has a high probability of success. Native prairie plant communities would be reestablished at selected sites. NPS staff would continue to pursue project funding for protection and recovery of the threatened golden paintbrush and work with partners to ensure its viability within the Reserve.

To help encourage the establishment and role of native plants, Reserve staff would continue to be an advocate for the retention and establishment of hedgerows. Hedgerows help define cultural land use patterns dating to mid-1800s settlement and depict some of the first Donation Land Claim boundaries. The "Ebey's Landing Hedgerows" brochure would be updated, reprinted, and distributed, informing the public about the history of hedgerows and their value to wildlife.

Through wide use of partnerships, the Trust Board and Reserve staff would work together to continue the removal and eradication of exotic species on a site-by-site basis. A compatible roadside vegetation program would be encouraged through coordination with Island County, landowners, and other partners. Reserve staff would continue to inventory vascular plants throughout the Reserve and seek funding for implementing the *Recovery Plan for the Golden Paintbrush* (USFWS, 2000). The NPS and Reserve staff would

continue to strive to gain additional baseline knowledge of various species through surveys, volunteer projects, plant restoration projects, and others, such as a multi-taxa, "bio-blitz", inventory (an intensive, 24-hour natural resource inventory involving dozens of specialists from many disciplines).

Depending upon funding, research and monitoring needs as identified and prioritized in the 2001 NPS Vital Signs Workshop would be implemented by the NPS with assistance from the North Coast and Cascades Network or NCCN (the cluster of eight NPS parks in Washington and northern Oregon having similar natural characteristics that are grouped together for many logistical reasons). (See Appendix D, Vital Signs Workshop List.)

Wildlife

The direct management of NPS-owned lands and support for other lands within the Reserve would help provide for the protection of threatened and endangered species under applicable federal and state laws. Cooperating parks within the NCCN would continue to assist in species inventories and finding funding to implement research and monitoring efforts as prioritized in the 2001 NPS Vital Signs Workshop.

Compliance Activities

The NPS in collaboration with the Reserve staff would continue required federal compliance with the National Environmental Policy Act for all federal actions affecting the environment. This requirement also would include compliance with Section 7 under the Endangered Species Act, and all other relevant environmental laws.

Agricultural Resources

Protection of Reserve Agricultural Lands

The protection of agricultural lands within the Reserve and the retention of historical patterns of agricultural land uses in the Reserve would continue to be achieved through the purchase of easements and development rights on key parcels. These would be obtained from willing sellers using congressionally appropriated funds from the

Land and Water Conservation Fund (LWCF). Where a fee interest in land is obtained, NPS Lands Division staff in conjunction with the Trust Board would continue to explore a wide variety of protection options that could involve the saleback, leaseback, exchange or retention of these agricultural parcels. The identification of key agricultural parcels for additional protection would be linked to the Reserve's Land Protection Plan.

The extent of change allowed on key agricultural parcels would be defined in conservation easements prepared jointly by the NPS and Trust Board. Easement language would include defining various types of crops and agricultural uses that help maintain the historic landscape and preserve the landscape character. The NPS recognizes that some flexibility would be needed to allow for changing agricultural practices. The NPS would work with the Reserve staff to develop a conservation easement administration plan.

The NPS would track integrated pest management practices (IPM) on NPS-owned farmlands as required by Executive Order 13112 (Invasive Species) and directors Order 77-7.

Prime and Unique Soils

The Reserve staff would continue to encourage and support the preservation of prime and unique farmland, and farmlands of state and local importance, coordinating with Island County, the Natural Resource Conservation Service (NRCS) and other partners. These soils are most valued for farming and are a diminishing resource. Once developed for other uses, such as residential, these soils are lost for future agricultural use.

Technical Assistance and Public Awareness

Reserve staff and partners would continue, upon request, to provide information on where to find technical assistance for private landowners regarding sustainable farming, as well as the preservation of historic structures and landscape features such as hedgerows, orchard remnants, archaeological sites, and small-scale features important to the integrity of the cultural landscape.

The Reserve staff would continue to promote public awareness of the Reserve's rich agricultural and archaeological heritage and the importance of the agricultural community to the economy, way of life, and overall character of central Whidbey Island.

NPS-Owned Farms

Farm I and Farm II

In 2000, the National Park Service became fee title owners of two dairy farm properties within the Reserve. These are known as the former Engle Farm properties, referred to as Farm I, which includes the historic Rockwell House, and Farm II which includes the historic Reuble Farmstead.

Though the NPS originally sought a partial interest (conservation easement) in the former Engle farm properties, circumstances required that the NPS acquire a full fee title interest. These properties have historically been used principally for dairy farming. The NPS has neither the expertise nor the desire to be long-term fee title owners of these two farm properties. In keeping with the mission of the Reserve, the best use of the land would be to continue agricultural use while protecting the historic and scenic resources. As such, the NPS would promote the continued agricultural use of these lands in a manner in which the farm properties would retain their open space, scenic, and cultural landscape values while contributing positively to the agricultural economy of central Whidbey Island.

To achieve these goals in Alternative A, the NPS proposes to dispose of both Farm I and Farm II, preferably through a land exchange for other priority property interests in accordance with 36 CFR, Part 18. Until a suitable land exchange can be identified, the NPS could consider other strategies, such as a historic property lease (36 CFR, Part 17), a cooperative agreement, or a special use permit, to promote appropriate use of the farm. The NPS would continue to rehabilitate historic structures at the Reuble Farmstead and the Rockwell House to the extent possible until the properties are exchanged. If no exchange opportunity exists, then rehabilitation work would continue while special use permits, cooperative agree-

ments, and/or historic leasing would be sought. A NPS Special Use management zone would need to be created to allow for disposition of federal property.

West Ridge Property

The property consists of leased farmland and several structures: the Jacob Ebey House and Blockhouse, the Cottage, a sheep barn and a machine shed. Two of the structures are listed on the National Register of Historic Places: the Jacob Ebey House and Blockhouse. The West Ridge property was purchased from The Nature Conservancy in 2002.

The Jacob Ebey House and Blockhouse were originally constructed in the 1850s as part of the Jacob Ebey donation land claim on the upper bench above Ebey's Prairie adjacent to dense woodlands. The Blockhouse is one of four remaining in the Reserve and originally was built to provide safety for early settlers from the threat of Indian attack. Both structures would continue to function as (unsigned) outdoor exhibits for public viewing.

The Cottage was built in the 1940s as a house and later altered with the addition of an attached garage. It would continue to be used as the administrative headquarters by the Trust Board of Ebey's Landing National Historical Reserve.

The 60-acre tract of agricultural fields would continue to be leased and actively farmed. It would be retained in federal ownership and zoned a Special Use Zone in NPS management zoning. When considered for future disposition, as an exchange, or outright auction and sale, the disposition would be in accordance with 36 CFR, parts 17 and 18.

Recreational Resource Management

The following actions would continue under the No Action alternative in regards to recreation and public use activities within the Reserve.

Trails and Walks

The Reserve staff would continue to work with partners to maintain and expand the existing hik-

ing, biking, and horse trails into an integrated network within the Reserve. The Reserve would continue to publish the existing driving and bicycling tour brochure and Coupeville walking tour brochure, and work with partners to promote the tours. As part of a comprehensive sign system, in the long-term, the Reserve would implement a trail sign plan in conjunction with partners for unobtrusive trail signage within the Reserve.

Appropriate Uses

The Trust Board would strongly encourage appropriate recreational watercraft use within Penn Cove to maintain quiet for both people and fauna. The Reserve staff would provide information to visitors about water-based recreational opportunities, such as fishing, boating, and diving. In conjunction with Washington State Parks, The Nature Conservancy, and other partners, the Reserve would develop standards and appropriate locations for paragliding, model airplane flying, and other recreational uses within the Reserve. The Trust Board would continue to support opportunities for passive and leisure activities in the Reserve including photography, bird watching, antique shopping, painting, history tours, and other pursuits.

Scenic Resource Management

As part of ongoing efforts, the Trust Board would endeavor to protect scenery and historic views. Scenic views from existing waysides and pullouts would be maintained. In addition, the Trust Board would continue to help influence the placement of new structures on the landscape to minimize visual impact.

Through use of Land and Water Conservation Funds appropriated by Congress and managed by the National Park Service, and assisted by private conservation efforts, the Reserve would endeavor to protect valued open space and the scenic beauty of the Reserve. Property interests would be conveyed to the NPS through opportunity purchases from willing sellers. These purchases would emphasize the acquisition of scenic or conservation easements, coupled with some modest amount of fee title purchases, and donations and bargain sales of an easement or other interest in

property. Acquisition priorities would be based upon the amended land protection plan subsequent to this GMP.

Interpretation and Education

Exhibits and Interpretive Media

Current wayside exhibits in the Reserve would be maintained to NPS standards. New additions would slowly be made to the existing network of wayside exhibits and pullouts through new and expanded partnerships.

In addition, a new Long Range Interpretive Plan would be produced for the Reserve in conjunction with the NPS Pacific West Region and the Harpers Ferry Center staff.

The Reserve staff would continue to support the traveler information station (TIS) at 1610 AM that provides radio information to travelers and motorists driving to and through the Reserve. National Park Service staff would continue to upgrade the webpage as requested by the Trust Board. This website could link the Reserve's electronic site to other related websites within the National Park System. Reserve staff would continue to distribute "Reserve orientation" videos and brochures to museums, the Central Whidbey Chamber of Commerce, and other contact points as appropriate.

Public information literature would continue to provide information about camping within the Reserve, along with information about wildlife viewing opportunities through the Internet, brochures, and partners such as Au Sable Institute and Whidbey Audubon. Finally, the Trust Board would endeavor to find suitable locations within the Reserve for the NPS Passport Stamp in addition to the Island County Historical Museum.

The Ferry House, and Jacob Ebey House and Blockhouse, would continue to be available to the public for outdoor viewing as exterior exhibits.

Visitor Center/Contact Station

The Island County Historical Museum would continue to serve as the *de facto* Reserve visitor center under this alternative. Central Whidbey and Reserve history is included along with other island

history at the museum. Reserve maps and interpretive materials would be available to visitors at the museum. A Reserve exhibit within the museum would be maintained and revised as necessary. The Trust Board staff would continue to provide training to museum docents as requested.

Partnership Programs

The Trust Board would continue to collaborate with non-governmental organizations (NGO) and nonprofit entities engaged in public education, conservation, historic preservation, and resource stewardship to a limited degree. Limited interpretive programs for residents, school groups, and others would continue.

Interpretive Guided Tours

Private operators would continue to provide limited guided tours of the area under this alternative.

Reserve Facilities

Visitor Facilities

The Island County Historical Museum would continue to serve as the *de facto* Reserve visitor center under this alternative.

Administrative Facilities

Under this alternative, the Reserve staff would continue to occupy offices in the Cottage (former residence) near the Sunnyside Cemetery near the edge of Ebey's Prairie. In addition, the resources office in a small building at Farm I would continue to be used as a natural resources management office until the farm is exchanged or sold.

Maintenance Facilities

In the short-term, until Farm II is sold or exchanged, the NPS would continue to use the Reuble Farmstead cluster at Farm II for maintenance facilities for the Reserve. Maintenance support would continue to be provided by staff at North Cascades National Park Service Complex subject largely to the availability of special project funds. Hand and power tools, and machines for mowing and brushing would continue to be stored at Farm II. Historic preservation craftsmen from North Cascades National Park Service Complex

would continue to use the woodworking shop at Farm II for restoration projects such as the Ferry House windows and doors, subject to available funds.

The Trust Board would continue to hire a seasonal summer employee to perform minor maintenance, including mowing, litter removal, weeding, and sign/interpretive panel maintenance. Special project assistance, such as trail development and brush clearing from waysides, would be provided by North Cascades National Park Service Complex maintenance staff or other NPS park staff as funding and staffing allowed. A small volunteer maintenance program would augment Reserve maintenance. There would continue to be limited support from North Cascades National Park Service Complex for a long-term maintenance planning program or to maintain NPS-owned structures and property. There would continue to be a need for on-site management of the NPS maintenance management system (MAXIMO). The NPS staff would continue to work with North Cascades National Park Service Complex to seek maintenance funding through a variety of internal NPS sources.

Once the Reuble Farmstead is exchanged or sold, the maintenance facilities would need to be relocated to a site elsewhere within the Reserve. The NPS and Trust Board would explore various partnering opportunities for long-term maintenance needs with units of local and state government (potentially as part of the in-kind service requirement for the Reserve), non-profits, and individuals.

Reserve Operations

Staffing

This alternative assumes current staffing levels in support of the Reserve, including both NPS and Trust Board positions. The Reserve currently has four staff positions, three of which are part-time. Administrative support (such as purchasing and payroll) for the NPS staff is provided by North Cascades National Park Service Complex and the Pacific West Region. The NPS Cultural Resource Specialist/Trust Board member would remain a combined position served by one NPS employee.

Staffing includes the following positions:

- Reserve Manager (Trust Board employee).
- Part-time Administrative Assistant (Trust Board contractor employee).
- Resource Management Specialist (NPS employee supervised by North Cascades National Park Service Complex).
- NPS Cultural Resource Specialist/Trust Board member (NPS employee supervised by Pacific West Region—Seattle Office).

Current Operating Base

Total federal allocations for the Reserve in 2005 are \$282,000.

Fees

There are no fees for entering the Reserve. The Island County Historical Museum located in Coupeville charges an entrance fee. This museum currently serves as the Reserve’s visitor center, and visitors may receive information without paying a museum admittance fee. None of the fees collected by partners goes toward the Reserve’s operating costs.

Table 16: Staffing under Alternative A

	Administrative	Maintenance	Interpretation/ Education	Resource Management	Total Staff	Total FTE
Trust Board Staff	1 full-time 1 part-time	0	0		2	1.5
NPS Staff	0	0	0	2 part-time	2	1.25
Total Staff	2	0	0	2	4	2.75

Hours of Operation

Since the Reserve is primarily private land, there are no standard “park” hours. However, the Reserve’s administrative offices are generally open on weekdays from 9:00 am to 5:00 pm. The Island County Historical Museum is open year-round on the weekends and has varying seasonal weekday hours. Most of the town shops and restaurants are open from 10:00 am until 5:00 pm daily. State Park hours are generally dawn to dusk.

Transportation, Access, and Circulation

The most significant change in the Reserve’s circulation in the last two decades has been the addition of roads. Many of these roads serve as connections between residential properties and major roads. Two significant changes include the addition of a road through the western woodland and along Keystone Spit. Almost all pre-1950 roads still exist. Madrona Way served as the highway before a new highway was built inland in the 1970s to handle increasing traffic. Since all the major historic roads still exist today, the pre-1950 circulation has retained its integrity (Rottle 2003).

State Route 20 serves as the main access through the Reserve. It follows the historic roadbed in the majority of the corridor. The Reserve staff would continue to work with Washington State Department of Transportation (WSDOT) regarding any road improvements within the Reserve. The role of the Reserve staff would be to assist WSDOT in better understanding NPS road design standards and visitor use of roads through national park system units. In addition, Reserve staff would review proposals affecting road realignments or road closures within the Reserve.

Additional access within the Reserve is provided by town streets, primary and secondary county roads, and non-motorized trails. The public is discouraged from entering private roads and the Trust Board asks visitors to respect private property.

Island County Transit bus service would continue to provide free service in central Whidbey along the State Route 20 corridor through Coupeville.

Reserve staff would work with Island Transit to increase the advertising of this service to all visitors to the Reserve.

The Reserve would continue to encourage pedestrian/bicycling use of town and county trails as commuter routes into the Town of Coupeville.

Carrying Capacity

Carrying Capacity is defined as the type and level of visitor use that can be accommodated while sustaining the desired resource and social conditions that complement the purposes of the Reserve and its desired future conditions. There are three factors that arise in most discussions of carrying capacity: physical capacity (such as parking spaces, facility space, road capacity); visitor experience (such as ability to move freely or opportunities for solitude on trails); and resources (including natural and cultural resources). Managers of NPS areas address carrying capacity by setting standards that specify when the type and level of visitor use have exceeded physical capacity, unacceptably detract from visitor experiences, or damage park resources. If those standards are not met, management action is necessary and various measures are employed.

Since the Reserve is not a traditional park that is NPS-owned and managed, carrying capacity is difficult to define, and therefore manage, by traditional NPS methods. Within the Reserve, Washington State Parks manage their facilities and visitor use including wayside areas on state-owned land. Washington State Ferries manages its facilities and visitor use. The same is true for Island County and the Town of Coupeville for managing their parks and visitors. Furthermore, there are additional private organizations and attractions within the Reserve offering many visitor opportunities that must deal with visitation on a daily basis.

Parking is currently provided at the state, county, and town parks, Keystone Ferry landing, in town and at private organizations. In addition, limited parking is provided at the county and state owned waysides within the Reserve. The NPS owns and maintains two waysides. The Prairie Overlook has parking for eight vehicles and the Prairie Wayside

has parking for five vehicles and RVs. These waysides are rarely full, though at certain times in the summer, the Prairie Overlook by the Sunnyside Cemetery can reach capacity.

The bluffs, trails, and beach at Ebey's Landing are well visited throughout the year. On summer weekends, the parking lot is usually full by late morning. When this occurs, visitors park along a wide berm on the county road. After this area is full (summer afternoons), visitors park illegally along Hill Road (where no berm exists).

According to the 1995 visitor survey, most visitors arrive by private vehicle (88 percent) which means that the public will continue to need parking areas. The places within the Reserve with the highest number of visitors were the Town of Coupeville, followed by Fort Casey State Park, Fort Ebey State Park, the lighthouse, and Camp Casey. These places have ample parking and are not owned or managed by the NPS. The least visited places (also having limited parking) were Crockett Lake, Sunnyside Cemetery, Prairie Wayside, and the Ridge Trail (Pergola, Johnson, Paschel, and Vande Kamp, 1997). Island County bus service—Island Transit—is free on the island, but does not access all the areas within the Reserve.

At Ebey's Landing, the Bluff Trail is occasionally congested and heavily used, with numerous social trails and violations such as having dogs off-leash, and non-permitted uses (mountain bikers and horses on trails not designated for these uses, and hang gliders in areas not permitted). These activities lead to increased vegetative trampling, trail widening, erosion, real or potential damage to sensitive native species such as the brittle prickly pear (*Opuntia fragilis*), and conflicts with law-abiding hikers. The NPS owns approximately one-third of the Bluff Trail and The Nature Conservancy (TNC) owns the remainder. The NPS is currently addressing these issues with TNC. In addition, in 2002, the North Cascades National Park Service Complex Trail Crew Staff conducted a trail assessment and provided recommendations on how to mitigate the damage to the trail. It is the intent of the NPS, in collaboration with the Trust Board, State Parks, and TNC to fully implement these recommendations.

Reserve Boundary

The boundary of the Reserve would be retained in its present configuration as referenced in legislation. The current Reserve boundary is the same boundary as the Central Whidbey Island Historic District established in 1973, which was based on the historic donation land claims of the 1850s.

Land Protection

Land Protection Methods

In the enabling legislation for the Reserve, the Secretary of the Interior was instructed by Congress to transfer management and administration to the state or appropriate units of local government when it was certain that adequate land use regulations were in place to protect the rural landscape. Under the No Action Alternative, the protection of land and associated open space, cultural landscapes, and scenic values would continue to be largely influenced by county and municipal government regulations. These regulations would include land use controls such as subdivision regulations, zoning, minimum lot sizes, and design review.

The Island County zoning district affecting most of the land within the Reserve, the Rural Zoning District, allows the development of one house per five acres. This zoning district constitutes approximately 60 percent of Island County, but 47 percent of the land within the Reserve. Depending upon future build-out of this density, this type of development pattern would significantly alter the existing visual character of the Reserve, which the enabling legislation for the park seeks to protect. An update of the Reserve's Land Protection Plan will occur after adoption of the GMP. During that update process, a more detailed analysis of the effect of county zoning on potential future build-out will occur.

Figure 12, Build-out Scenario, shows an existing site within the Reserve (top photo) along State Route 20, which is zoned Rural and allows for five-acre single-family development. Using the existing zoning allowances for maximum lot coverage, maximum building height, and accessory buildings, the lower photograph visually depicts

the potential scale of development. The total parcel size is 45 acres, which allows for the development of nine lots. (This parcel is currently owned and protected by NPS and is used for demonstrative purposes in this photo.)

The trend of securing a variety of less-than-fee interests, such as conservation easements on key parcels from willing sellers would continue. The NPS would acquire specialized easements utilizing appropriations secured by Congress from the Land and Water Conservation Fund. As funds are made available, the acquisition of conservation easements would continue. The acquisition of these interests would result in the protection of important cultural landscapes, scenic vistas, and significant natural features, and help to augment any land use protection measures of local government. In the past, there has been some limited, fee title purchase of land from willing sellers who did not desire to convey an easement interest. This alternative would anticipate that some additional, limited, fee title purchases would occur in the future in similar circumstances. Fee title purchase may also be needed in order to secure public use and access, where the seller desires to transfer full ownership of a property, or for use in a land exchange.

Under this alternative, The Trust Board would continue to oversee management of NPS conservation easements. Nonprofit land trusts and other programs would continue to assist NPS efforts in land protection. This could include support from the Whidbey Camano Land Trust, Island County's Conservation Futures program (supported by the county portion of the real estate excise tax), The Nature Conservancy, Trust for Public Land, and other entities.

Continued private stewardship of Reserve lands would be expected to continue with some potential donation of lands or interest in lands to the NPS or other land preservation entity.

Land Protection Priorities

Under this alternative, the priority for the protection of land within the Reserve would be based on the subsequent Land Protection Plan as funding and opportunities arise.

Land Use Measures

Under the No Action Alternative, the following factors help determine land use management and land protection.

Local Land Use Regulations and Guidelines

The Trust Board would continue to rely on existing Island County and Town of Coupeville zoning and land use regulations. The Trust Board would continue to rely on the town's historic overlay zone within portions of the Town of Coupeville to assist in the protection of the Reserve's historic and natural values.

Trust Board and Reserve staff would continue to inform county and town elected officials when a proposed land use change or action within their respective jurisdictions is contrary with the values, resources, and public use and enjoyment of the Reserve. The Trust Board would provide specific recommendations to decision-makers to either suggest modifying a proposal or recommend disapproval of a land use change or action.

Design Review and Design Guidelines

The Trust Board would continue to comment on various land use and development proposals so that county government could evaluate the potential affect of the project on the significant historical, agricultural, scenic, and natural resources of the Reserve and to better inform the county land use decision-making process.

In addition, the Trust Board would continue to support the Coupeville Design Review Board and the Island County Historical Review Committee, whose role is to inform officials concerning the siting of new structures within the unincorporated portion of the Reserve, and review proposals for alternatives and additions on existing structures. Guidelines for both entities would be modified as needed with the Trust Board being an advocate for those proposed changes.

Funding for Land Protection

Under Alternative A, the LWCF would remain the primary source of land acquisition funds for the Reserve. This could be augmented by the efforts of nonprofit land trusts and individual citizens.

Action Items

Implementation of Alternative A would call for the following actions to occur:

- Initiate prairie restoration.
- Revise historic preservation guidelines for Coupeville.
- Develop comprehensive sign plan (including trails).
- Develop recreational plan with partners (standards and appropriate locations for activities).
- Participate in Washington State Parks comprehensive planning process.
- Continue to purchase conservation easements, as funding allows.
- Monitor conservation easements.
- Complete conservation easement administrative plan.
- Track IPM practices on federally-owned farmlands.
- Develop Long Range Interpretive Plan.
- Update land protection plan.
- Revise cooperative agreements between Trust Board, NPS and partners.
- Assure NEPA/NHPA compliance on all federal actions (as required by law).



Alternative B—Preferred Alternative

General Description

This alternative constitutes the Preferred Alternative for Ebey's Landing National Historical Reserve. The Trust Board and the National Park Service would respond to new operational and land management realities by enhancing programs, resources, and administrative and visitor facilities. This alternative would focus on promoting agriculture, protecting resources, and providing for greater opportunities for public education and enjoyment.

The NPS would seek increased budget appropriations from the National Park Service operating base to enlarge staff presence at the Reserve. The profile of the Reserve staff would expand from four to nine positions comprised of both Trust Board and NPS employees. Staff composition would expand the limited maintenance and resource capabilities and allow for education and interpretive positions.

The Trust Board would adopt a new land protection plan subsequent to publication of this GMP that would better articulate the long-range land protection needs by prioritizing highly valued landscapes that help preserve the Reserve's history. Emphasis would continue to be upon the purchase of conservation easements from willing sellers, augmented by land use protection measures by local government and nonprofits. The NPS and Trust Board would support any measures taken to strengthen design, zoning, and permitting authorities by Island County and the Town of Coupeville.

The Reserve staff would expand its role in natural resource protection within the Reserve by partnering with other organizations and agencies, when appropriate, on such issues as prairie restoration; roadside vegetation; preservation of old-growth trees at sites identified within this plan; protection of prime and unique agricultural soils; air and water quality; elimination of noxious invasive exotics; and protection of night sky/natural quiet.

Facility improvements would include new information kiosks at three gateway areas into the Reserve and a visitor center/contact station in an historic building in either the town of Coupeville or in the historic district to inform the public about the Reserve. This building could also serve as the Reserve's administrative headquarters. This alternative would promote partnerships with others to achieve education and visitor goals.

To promote agriculture within the Reserve, the NPS would seek to exchange NPS-owned farms, Farm I and Farm II, to private owners for additional protection on other properties within the Reserve. The NPS-owned historic buildings would be stabilized and the Jacob Ebey House and Ferry House rehabilitated in accordance with the Secretary of the Interior's Standards. The NPS would retain protective easements on the Rockwell House and Reuble Farmstead, as well as on the adjoining farmlands, before they are exchanged.

As in Alternative A, once the Reuble Farm is exchanged, the Reserve's maintenance facility would need to move. A new maintenance building would be constructed adjacent to the existing Sheep Barn at the West Ridge Property by a private owner as part of an exchange for Farm II.

Congressional legislation would also be sought to provide for a modest boundary expansion of the Reserve to incorporate additional prairie and wetlands. These would include the remainder of Crockett Lake and the additional portions of Smith Prairie not currently within the Reserve, comprising the Naval Air Station-Whidbey Outlying Landing Field. Any boundary changes proposed would be fully coordinated with willing property owners and managers.

The Trust Board would work with the public, the Island County Marine Resources Committee, and other agencies to protect the coastal waters adjacent to the Reserve. In addition, the Reserve would encourage the development of a marine science center by other organizations.

Three development concept plans have been included at the end of this alternative showing detailed treatment of the South Gateway, the Ferry House, and a portion of the West Ridge property.

Management Zones

Four NPS management zones were developed to guide future management actions within the Reserve. (See Figure 13, Management Zoning: Alternative B.) They include a Cultural and Natural Preservation Zone, Visitor Use and Development Zone, Administrative Zone, and Special Use Zone. Management zones vary according to the kind of resource conditions that exist within the Reserve, the type of visitor experiences that would occur, and how these areas would be managed.

Unlike most national park units that are entirely owned and managed by the NPS, most of the land within the Reserve is in private ownership where local government zoning and regulations prevail. The planning team discussed whether to place management zones on land owned in fee by the NPS and on lands with conservation easements held by NPS. For those lands with NPS easements, it is possible that private owners would object to being in a management zone that addresses public visitation. However, to promote protection of resources on private land, the planning team decided to include the private land within the Reserve as part of the Cultural and Natural Preservation Zone. On private lands there would be no public visitation or activities or facilities. There is also land within the Reserve owned by other public local and state agencies. These other public lands may experience public visitation and could develop facilities within the Reserve, unlike the private lands. These private and other public lands are shown separately on the zoning map with cross-hatching. Private owners, and other public land managers, would be expected to be

stewards on their own lands with NPS and Trust Board assistance. Private owners would be eligible for incentives that would be established and available.

Cultural and Natural Preservation Zone

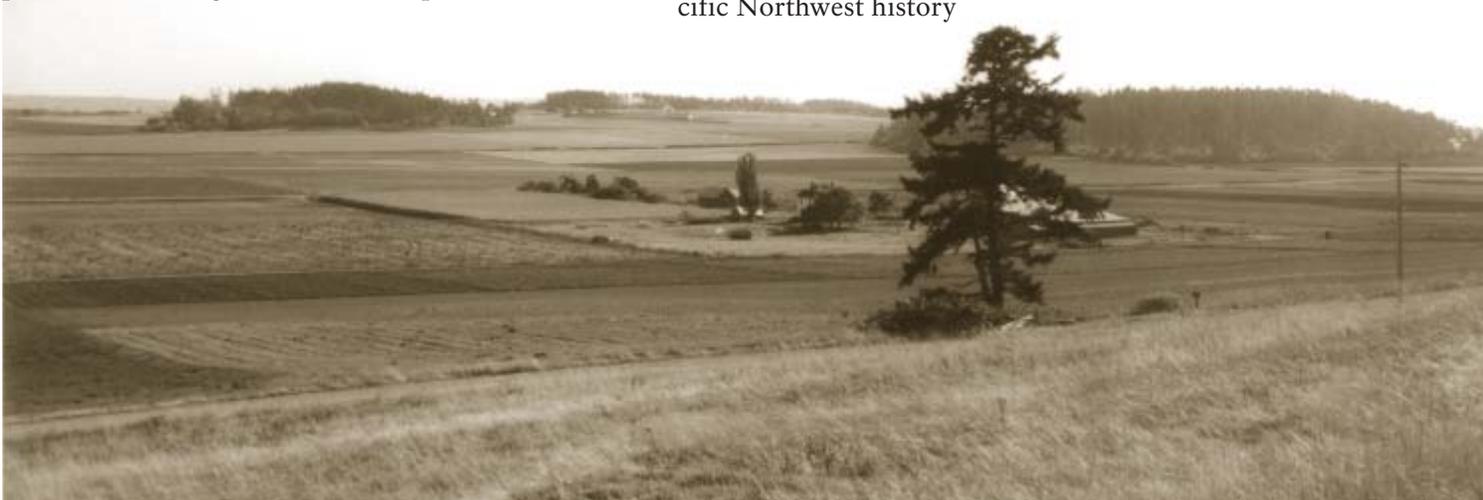
Resource Condition or Character

The management focus of this zone would be on maintaining and protecting the cultural and natural resources, such as the resources and experiences related to pre-history, the first permanent settlement on Whidbey Island by Isaac Ebey, the Donation Land Claim settlements and subsequent settlements, and the development of the Town of Coupeville. Resources and experiences would include those cultural landscape features that contribute to the preservation of the rural community such as agricultural fields and associated outbuildings. Resources and experiences related to coastal, woodland, upland, prairie, and wetland ecosystems and communities would be accommodated. Archaeological resources would be part of this zone.

The setting in this zone would be historic and natural, keeping resources at a high level of integrity. The historic buildings and landscape would be managed to protect the Reserve and to maintain the rural landscape character. The landscape would be managed to support visitor use and enjoyment of Reserve resources to the extent that the Reserve's resources would remain protected.

Visitor Experience

Visitors would be immersed in an outdoor, cultural and natural environment that is rich in Pacific Northwest history



and scenic rural quality. Interpretive and educational opportunities would be available in this zone and opportunities would exist for visitors to experience both natural and cultural resources. Visitor activities would occur primarily in unstructured ways (self-guided tours), though some formal guided tours would be available. The possibility of encountering people would be low to moderate, depending upon the area of the Reserve visited.

At all times, visitors would be encouraged to act in a manner that respects adjacent private landowners and private property. Visitors should expect some minor intrusions to the natural soundscape and viewed by traffic, overflights, and other visitors.

Appropriate Types of Activities or Facilities

Appropriate visitor activities would include learning about the Reserve's natural and cultural resources, its ecological and historical relevance. This zone would offer low impact and non-motorized recreational opportunities, such as walking, hiking, bicycling, picnicking, jogging, bird watching, wildlife viewing, and art and photography.

Examples of this zone would include the Ferry Forest, Ebey's Landing Bluff Trail, Jacob Ebey House and Blockhouse, Ferry House, and other historic buildings. Some aspects of the natural and cultural landscape could be modified to accommodate visitor use such as trail construction and providing for landscaping and exhibits.

Visitor Use and Development Zone

Resource Condition or Character

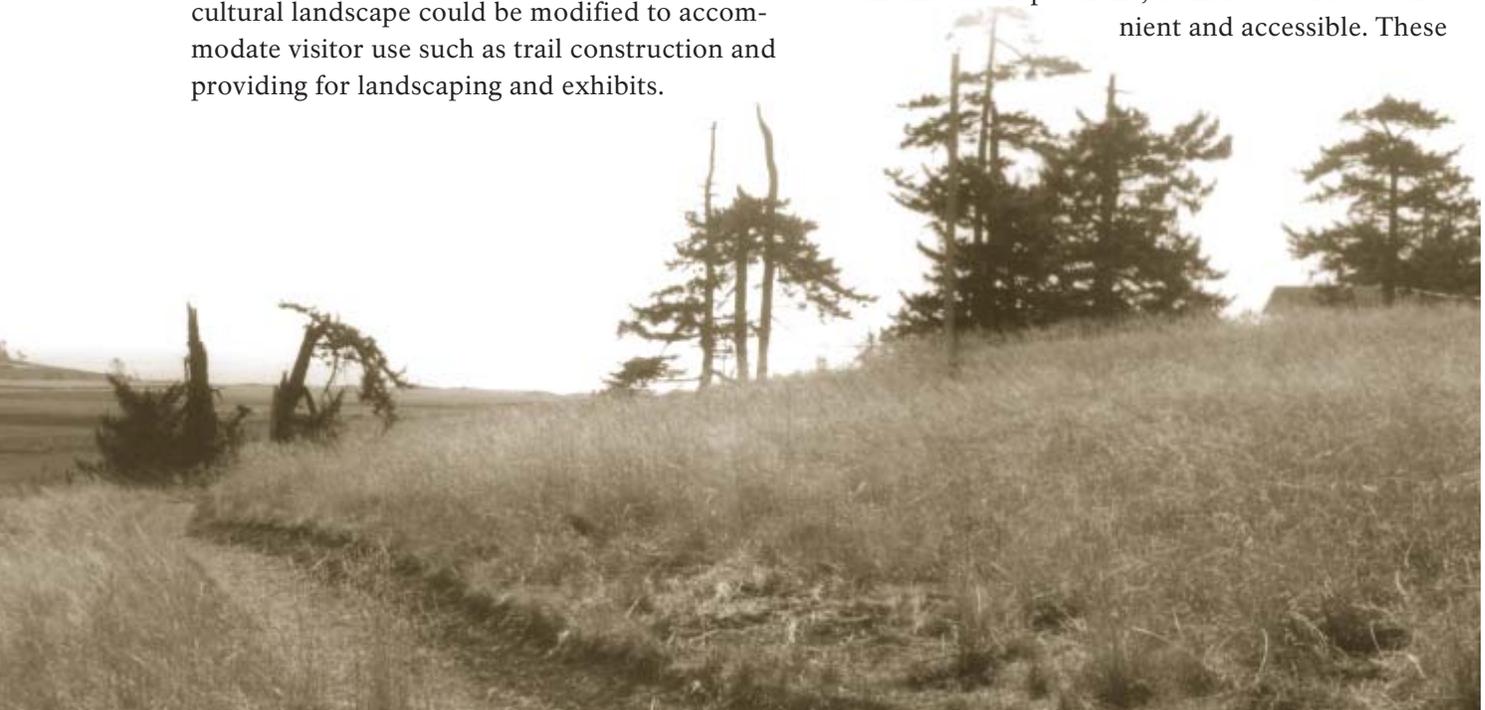
The management focus of this zone would be on interpretation and visitor use opportunities. Resources would be modified for essential visitor and Reserve operational needs. Education and interpretive facilities and services would be provided for visitor use. This zone would serve as a primary entry into other zones within the Reserve.

Tolerance for resource degradation in this zone would be low. Visitors and facilities would be moderately managed in this zone for resource interpretation, visitor safety, and visitor needs. Although buildings, structures, and other signs of human activity would be obvious, there would be natural elements present in a "park-like" setting or in a "small town" environment. The zone would not be located near sensitive natural or cultural resources if such resources could not be adequately protected. Some elements of this zone (for example, waysides or parking) may be located on private property or property owned by Reserve partners through various cooperative agreements.

Efforts would be made to minimize development impacts, and mitigation would minimize landscape and visual impacts, if any exist.

Visitor Experience

In this developed zone, facilities would be convenient and accessible. These



areas would provide many social experiences, and the probability of encountering other visitors or Reserve staff would be expected. At all times, visitors would be encouraged to act in a manner that respects private landowners and private property. Visitors should expect some minor intrusions to the natural soundscape and viewshed by traffic, overflights, and other visitors.

Appropriate Types of Activities or Facilities

Types of activities would include learning about the Reserve's natural and cultural resources and its ecological, agricultural, and historical relevance. A range of interpretive, educational, and orientation programs would be provided, with the majority of orientation and interpretation of resources taking place onsite. Additional educational and recreational opportunities would be available to visitors in other venues within the Reserve, such as at Washington State parks, and the Island County Historical Museum.

Examples of this zone would be the proposed visitor center/contact station and proposed gateway kiosks, such as the South Gateway site at Au Sable, the Prairie Overlook, and the Prairie Wayside.

Administrative Zone

Resource Condition or Character

A variety of facilities and functions that support Reserve operations would be accommodated in this zone. All facilities would be sited and designed to minimize disturbance. Facilities may be modified to harmonize with the Reserve's setting. They would be located in areas of low impact to sensitive natural resources. Green-design, native landscaping, screening for views and noise would be incorporated. Examples would be administrative offices and maintenance facilities. Historic structures may be adapted for administrative use when appropriate.

Visitor Experience

There would be limited opportunities for visitors. An exception would be visitors needing to contact Reserve staff at administrative offices.

Appropriate Types of Activities or Facilities

Appropriate activities would include administrative functions and research. The type of facilities

would include the following for Reserve operations: administrative offices, supply and storage, conference/meeting space; Reserve partner offices and storage; maintenance offices, workshop space and equipment storage; curatorial space; library; administrative space for volunteers, researchers, VIPs; and associated parking and utilities.

Special Use Zone

Resource Condition or Character

The focus of this zone would be on NPS-owned fee-title properties (including structures) that have the potential to be exchanged, leased, or sold with conservation easements such as Farm I, Farm II, and the West Ridge property. In accordance with 36CFR part 17.3, no lease or freehold conveyance can be made except for lands which the GMP has designated as a Special Use Zone for the uses that are permitted by the freehold or leasehold conveyance.

Properties that would be placed into this management zone would be for eventual disposal to the private sector and not kept in fee ownership by the federal government. Less than fee ownership, such as conservation easements, would be retained by the NPS. This would allow the land to retain its scenic and agricultural qualities in keeping with the enabling legislation of the Reserve and those qualities which give the Reserve its national significance and status as a unit of the National Park System.

Visitor Experience

The visitor experience would be limited. In most cases, the public would not be encouraged to visit these farms, since no interpretation opportunities currently exist and none are anticipated in this zone. Visitors would be able to view the farms as they traverse the Reserve and the agricultural operations would continue to contribute to the sustainability of historic patterns of land use and the rural landscape. In some cases hiking trail corridors would traverse through this zone to link other visitor use areas.

Appropriate Types of Activities or Facilities

Appropriate activities would include various agricultural operations in keeping with the scale and character of the Reserve. Appropriate facilities

would be those that sustain the agricultural operations, such as Farm I, Farm II, or the West Ridge property.

Reserve Management

Policy and Oversight

Under this alternative, the responsibility for setting the policies and general actions for the Reserve would continue to be the responsibility of the Trust Board within the framework of the Reserve's legislation, the GMP, and relevant NPS policies and guidelines. Each year, the NPS Pacific West Deputy Regional Director in Seattle or an appointee would hold an annual policy level review with the Trust Board. The NPS would continue to conduct an appraisal of the management and operation of the Reserve under the requirements of Paragraph (e), Section 508 of Public Law 95-625.

As in Alternative A, the Trust Board would continue to have general policy and oversight of the Reserve partnership and oversee general management and protection of lands with conservation interests acquired using federal money. The Trust Board would continue to pursue the protection of land, provide administration of programs and technical support, participate in the local land use-review process, and be an advocate for and support the concept of the Reserve.

In the Preferred Alternative, the current NPS Cultural Resource Specialist/Trust Board appointee would be separated into two distinct positions. The NPS Deputy Regional Director in Seattle would appoint a representative from the Pacific West Region with the appropriate senior management or professional background to serve as the NPS Trust Board member.

It is further recommended that two of the seven Trust Board appointments from local governments include representatives from the town and county planning commissions or planning staff. It is proposed that the state parks appointee would be at the district or regional park staff level having direct communication with and reporting to the Director of the Washington State Parks and Recreation Commission.

The Trust Board would develop position descriptions and performance standards for members in order to recruit and maintain high quality participants.

Operations and Management

The Reserve Manager continues to have day-to-day operational responsibilities for the Reserve. The description of the Reserve Manager position would be revised to reflect the work responsibilities, and the Reserve Manager would remain a Trust Board employee under this alternative. The Reserve Manager would report directly to the Trust Board and the Trust Board would hold annual performance and operational reviews with the Reserve Manager.

The Trust Board would set priorities, prepare an annual Trust Board budget, and joint workplan for the board in conjunction with NPS staff and submit these materials annually to the Deputy Regional Director in Seattle. The Trust Board would also be responsible for review and management of NPS conservation easements. NPS staff would meet all NPS requirements for performance evaluations. The Trust Board would provide the NPS Deputy Regional Director in Seattle with an annual performance review of the Reserve Manager, in conjunction with the Board's annual appraisal by NPS.

Cultural Resources

Cultural Resource Management would continue in the same manner as in the No Action Alternative with the following additions.

Cultural Landscape

The Trust Board and NPS would develop a system for tracking, evaluating, and monitoring changes to the cultural landscape within the Reserve. This system would help provide baseline information used to take future actions to diminish impacts and losses to cultural landscape features such as fences, hedgerows, farm clusters, and vegetation. The system should identify the impact on the Reserve from such actions as conversion of agricultural lands to residential and other uses, changes in forest practices and transportation networks.

The NPS and Trust Board would provide a stronger advocacy role in historic preservation throughout the Reserve, working closely with and through other partners, including traditionally associated tribes, to achieve greater protection of historic and ethnographic resources. This expanded advocacy role would include the greater Reserve community, to gain its support for the Reserve operation.

The Reserve staff would expand the technical library and archives related to Reserve history, historic preservation techniques and practices, and natural resource management information. Staff would assist in facilitating historical research, publishing research findings on various topics, and disseminating information to the academic and historical communities, as well as to the Reserve community.

There would be an expanded role for Reserve staff in interpretation, special events, and outreach programs that are intended to heighten public awareness of the unique qualities that define the rural character of the Reserve and its national significance.

Historic Buildings and Structures

Trust Board staff would continue to support the Town of Coupeville and Island County to update and strengthen design guidelines, zoning, and permitting authorities to enhance existing historic preservation efforts and to promote compatible new construction and infill development in the Reserve.

Strong design review guidelines are a critical element of a successful cultural landscape protection program. The NPS and Trust Board would continue to work with the town and county to provide technical assistance to property owners on historic preservation. This would be accomplished through lectures, seminars, publications and other means to help property owners understand the local design review processes currently in place, the Secretary of the Interior's Standards for the treatment of historic properties and the treatment of cultural landscapes, and other recognized and accepted standards as a basis for decisions involving

new construction or alterations. Colors, materials, and architectural and landscape design techniques are some of the considerations property owners have in developing their land in the Reserve. The current guidelines are important in minimizing the impact, both physical and visual, of new construction. The NPS and Trust Board would support enhancing existing information and creating new opportunities for property owners to learn why the preservation of the Reserve's resources is important, as this effort would encourage property owners to become stewards of this nationally significant landscape.

The National Register nomination form would be updated as necessary to ensure recognition of all significant properties over 50 years of age.

The NPS would stabilize and potentially utilize NPS-owned historic structures in accordance with the Secretary of the Interior's Standards and NPS management policies. These structures include the Ferry House and associated buildings (shed and outhouse) and the Jacob Ebey House and Blockhouse at the West Ridge property. Actions specific to Alternative B are as follows:

Ferry House

The Ferry House would be stabilized, and the building brought up to a level of preservation maintenance, including the shed and outhouse behind the house, and restored to its historic appearance, including reconstructing the front porch and rebuilding a chimney. Due to its historic configuration and limitations with regard to accessibility, limited tours may be offered at the Ferry House. The building would be equipped with site security appropriate to its historic setting and fabric. (See Ferry House Development Concept Plan for detailed treatment of the site at the end of Alternative B.)

Jacob Ebey House and Blockhouse

The Jacob Ebey Blockhouse would be preserved and interpreted as an exterior exhibit. The Jacob Ebey House would be rehabilitated as a seasonal contact station for visitor use. (See Jacob Ebey House and Blockhouse Development Concept Plan for detailed treatment of the site at the end of Alternative B.)

Rockwell House and Reuble Farmstead

The NPS would continue to spend limited funds on the stabilization and preservation of the historic properties at Farm I and Farm II until an exchange could occur. The NPS would retain protective easements while seeking a private owner to acquire the historic buildings and farmlands as part of an overall exchange of the farm properties for developments rights elsewhere within the Reserve. A NPS Special Use management zone would need to be created to allow for disposition of federal property. If no exchange opportunity exists for the Rockwell House, then rehabilitation work would continue while special use permits, cooperative agreements, and/or historic leasing opportunities would be sought.

Collections Management

Treatment for collections would be the same as in Alternative A. In addition, the NPS would develop a museum management plan that would allow for collections storage within the local museum. The plan would outline NPS requirements for storage.

Archaeology

The treatment for archaeology would be the same as in Alternative A.

Compliance Activities

Compliance activities would be the same as in Alternative A and as required by federal law.

Natural Resources

The treatment for natural resources would be the same as in Alternative A with the following additions or changes.

Geology, Soils, and Air Resources

The Reserve staff would encourage activities and programs that promote natural quiet and retain the quality of the night sky within the Reserve. The Trust Board and NPS would actively support the Island County Dark Sky ordinance and seek funding to shield fugitive light from fixtures within key night viewsheds, such as the prairies. Additionally, the Reserve would join existing air quality networks within state and federal agencies includ-

ing the Washington Department of Ecology, the U.S. Forest Service, the Northwest Air Pollution Authority and others, to gather baseline data on air quality sampling and establish a monitoring program for the Reserve, addressing key monitoring subjects such as meteorology and climate, air pollution, nitrate/sulfur deposition and ozone, and lightscape.

Using a variety of land protection measures, including the purchase of conservation, scenic and development easements, fee purchase, and land swaps, the Reserve staff would work with partners to prevent the loss of prime and regionally important agricultural soils through their conversion to development or other incompatible uses, and to preserve economically viable farm units and open space. In order to assist farmers in minimizing adverse wind erosion during severe storms, technical support from the Natural Resources Conservation Service would be sought. Funding would be solicited for soils monitoring, including soil fertility, shoreline bluff stability, and prairie soil erosion.

The NPS staff would seek NPS resource management funding for the Reserve to address important research topics such as sea spray influences, effects of the pulp plant in Port Townsend, tropospheric ozone and airborne toxins. In addition, funding would be sought to study land use change within the Reserve, soil quality and its relationship to land use, delineation of prairies, and soil erosion and compaction in relationship to agricultural practices and recreation.

Water Resources

The Reserve staff would work in partnership with others to protect and restore wetlands, and advocate for mitigating for loss and damage where it occurs. Reserve management and staff would pursue partnership opportunities to protect the shoreline environment within central Whidbey Island. Staff would also pursue partnership opportunities with others to enhance natural habitats and corridors.

The Trust Board would encourage area farmers, Island County staff and officials, and others to help protect aquifer and surface waters within the Reserve and strive to minimize the application of

pesticides and associated runoff contamination of surface and groundwater resources.

In addition to actions identified in Alternative A, the Reserve staff would also encourage and seek funding for conducting hydrologic assessments of significant landscape features, including Crockett Prairie/Lake, Ebey's Prairie, and Smith Prairie aquifer recharge area. A proper functioning condition assessment of Crockett Lake would be a basic tool necessary for restoring the ecosystem health of this important wildlife resource.

The Reserve staff, in conjunction with Island County, would encourage the development and implementation of a Penn Cove water quality plan. The intent of this plan would be to encourage the mapping of degradation sources and implement strategies in conjunction with others to reduce impacts that affect the water quality of the Cove. Funding would be sought to address monitoring topics defined in the *Ebey's Landing National Historical Reserve Resources Management Plan* related to the adjacent lands and waters of Penn Cove.

Vegetation

The Reserve staff would use partnerships to encourage the expansion, protection, and wise-use of woodlands and prairie plant communities within the Reserve. These partnerships would include working with Washington State University Extension Office, the University of Washington's College of Forest Resources, state and private foresters, Au Sable Institute, The Nature Conservancy, Whidbey Camano Land Trust, and others. Reserve staff would encourage the voluntary involvement of private property owners in these efforts.

Reserve staff with the National Park Service would design and implement a prairie restoration plan in partnership with landowners and other stakeholders in appropriate locations. Active prairie restoration partnerships with other national parks and agencies in the Puget Sound Trough would be established, and joint funding efforts would be initiated.

The Reserve would encourage planning and use of landscaping strategies promoting the propagation

and wide use of drought-tolerant native wildflowers, ground cover, and hedgerow species, important to maintaining native wildlife as required by NPS management policies. This strategy also could be applied to roadsides.

The Reserve would encourage an active noxious weed listing program with Island County Noxious Weed Board, identifying new invasives as they occur, and designating them for control under the Washington noxious weed statutes.

Reserve staff would encourage partners to control exotic invasive plant species such as poison hemlock. Funding would be sought for revegetation with native plants, upon removal of targeted exotic species.

The NPS would seek funding to address monitoring issues such as state and federally listed plant status and trends, exotic plant status and trends, status of plant communities and native forests, and impacts on native vegetation from recreation.

In addition, funding would also be used to research issues developed in the Resources Management Plan on wetlands, hedgerows, golden paintbrush management, fire as a management tool, and other specific topics related to the health of the central Whidbey Island ecosystem.

Wildlife

Under this alternative, there would be an increase in the Reserve's natural resources baseline information through research and field inquiry. In turn, this baseline would be used to update the 1995 resources management plan and project management information system (PMIS) funding requests. Staff would produce and distribute interpretive materials for the public on various natural resource management issues and concerns. In order to educate the Reserve community about wildlife and other natural features in the Reserve, various outreach programs would be conducted along with special events relating to natural resource issues.

The NPS would seek funding to address monitoring questions related to the status and trends of species composition for amphibians, birds, and mammals and other relevant topics. In addition,

funding would be sought to address research on topics such as status and trends of species composition, bird assemblages and annual migration, diurnal raptor nesting, and other topics.

Staff would encourage and participate in scheduled inventories by NPS or partners as resources permit.

Agricultural Resources

Protection of Reserve Agricultural Lands

The overall protection of the Reserve's agricultural lands would be the same as in the No Action Alternative.

Prime and Unique Soils

Staff would encourage partners to prevent the loss of prime and locally important agricultural soils and to preserve economically viable farm units and open space. The Trust Board would establish a "friends group" as a means to assist farm preservation efforts and support viable agriculture within the Reserve.

Technical Assistance and Public Awareness

The Reserve would partner with federal, state, and local entities to provide technical assistance for property owners regarding grant programs, tax incentives, and other measures to support the preservation of historic farm structures and landscapes.

The Reserve would be an advocate for sustainable agriculture.

In keeping with the historic character, the Reserve would encourage innovative agricultural product development, such as niche agriculture development and grass-based dairies within the Reserve. The Reserve would explore a variety of creative approaches to farming large parcels within the Reserve, such as "condominium" farming, whereby smaller scale specialty farmers can jointly own larger parcels of farmland.

In order to interest investors and others in farm operations within the Reserve, the Reserve staff

would cooperate with existing established farm organizations to provide information to interested individuals on the community agricultural resources and history of the area.

The Reserve would support partnerships with the Washington State Cooperative Extension Office, Natural Resources Conservation Service, the Whidbey Island Conservation District and others to advance research on the area's agricultural history, crop management, farm operations, and other topics that support private, sustained, and viable agriculture within the Reserve. Some of the concepts that could be promoted would include community-supported agriculture (CSAs), branded marketing, licensed products, cooperative processing, marketing and sales, and expanding the Coupeville Farmer's Market.

NPS-Owned Farms

Farm I and Farm II

The treatment of Farms I and II would be the same as in Alternative A. In addition, before exchanging Farm I, one-acre of land would be retained by the Reserve for the development of a trailhead including a kiosk and visitor parking to access the Reserve's trail network. The Reserve would retain a trail corridor through the property. Both the trailhead and trail corridor would be sited in a location that would not conflict with private agricultural operations.

West Ridge Property

As in Farm I and Farm II, the West Ridge property would continue in agricultural use while protecting the historic and scenic resources. In Alternative B, the 60-acre agricultural fields would continue to be leased in the short-term. In the long-term, the NPS would retain ownership of the West Ridge property. The Sheep Barn would be rehabilitated using preservation funds. A new maintenance building designed to NPS standards would be constructed adjacent to the Sheep Barn by the new owner of Farm II, as part of an exchange for Farm II. The fields could continue to be leased to a local farmer. In addition, opportunities exist for other NPS network needs that support the NPS North Coast and Cascades Network. In the event that the exchange does not occur, the maintenance facility would remain at Farm II.

A sufficient land area would be retained in public use to include trails and to protect the historic setting and historic structures—the Jacob Ebey House and Blockhouse. The Blockhouse would be used as an outdoor exhibit with appropriate interpretive signing. The Jacob Ebey House would be rehabilitated as a seasonal contact station for public use. The Reserve would retain the Cottage for administrative offices. Maintaining ownership of the West Ridge property would allow for flexibility in further interpreting the historic buildings and associated cultural landscape. (See West Ridge Property Development Concept Plan at the end of this alternative for detailed treatment of the property.)

Public Awareness of Reserve's Agricultural Heritage

Reserve staff would work with farmers, Chamber of Commerce, and other partners, to provide and promote agricultural tourism opportunities including farm tours, the sale of local products, and overnight farm stays.

Recreational Resource Management

Trails and Walks

Reserve staff would work closely with various public and private partners to complete and expand the network of hiking, bicycle, and horse trails throughout the Reserve to link existing and proposed waysides and activity areas, including other Whidbey Island trails, as possible. It is intended that public non-motorized use of the Reserve would encourage the public to experience a variety of Reserve landscapes and features in a more intimate way. The development of additional trails could help reduce the pressure on currently used popular trails by dispersing users.

Cooperation would be sought with other partners such as Seattle Pacific University (Camp Casey), Au Sable Institute, Washington State Parks, The Nature Conservancy, and others to develop public self-guided nature trails.

A trailhead would be developed at Farm I to serve visitors using the trail network within the Reserve.

Reserve staff would work with partners including Island County to coordinate and develop a water trail along the Reserve's shoreline linking to existing Whidbey Island, Puget Sound and Washington State marine trails.

The existing driving/bicycling tour route would be expanded in the northern portion of the Reserve and the brochure would be updated by adding additional points of interest for the traveling public.

Appropriate Uses

The Reserve would develop a system with partners for monitoring increased recreational use and work with partners to develop measures to mitigate adverse effects on visitor experience, safety, environmental quality, and community character.

Recreational Information Systems, Sites, and Programs

Reserve staff would help to provide or facilitate interpretive training for volunteers and private tour operators about the recreational, historical, cultural, and natural resources of the Reserve.

Economic Benefit of Recreation Expenditures

It is recommended that Reserve staff update the Reserve's socioeconomic study to determine how much money people spend in the Reserve and on what activities. This study could include using the NPS Money Generation Model within the Reserve and may require staff applying for grants from outside sources.

Scenic Resource Management

Management for scenic resources would be the same as in Alternative A, the No Action Alternative. In addition, the following actions would be taken:

In cooperation with Island County and Town of Coupeville planning staff, area real estate offices and others, Reserve staff would develop a handbook for property owners in the Reserve. This new handbook would provide voluntary building design ideas on how new structures can best be sited on property, and how careful planning and

selection of appropriate building materials and harmonious colors can help to minimize the visual impact of new development in the Reserve.

Reserve staff would endeavor to partner with Town of Coupeville, Island County, and Washington State Department of Transportation to maintain and enhance the quality and scenic beauty of the roadside areas within the Reserve. Roadside enhancement could include a native wildflower-seeding program, use of native low-maintenance ground cover (which minimizes mowing along road shoulders) and the careful design and placement of signs that do not detract from scenic views.

Reserve policies and staff would encourage clustering of new developments within the town and county to maximize the amount of common open space that is preserved.

State Route 20 is part of the Cascades Loop State Scenic Highway and designation is pending for National Scenic Byway status. The Trust Board would continue to work with partners for scenic designation on key roads through the Reserve.

The development of additional scenic roadside pullouts, overlooks, and waysides would be encouraged as appropriate. These could include gateway or entry locations, marine trail stops, shoreline access and viewpoints, and links to interpretive sites, trailheads, or nature viewing areas.

In addition, the Reserve staff would work with town staff and officials to define the viewshed from the Town of Coupeville across Penn Cove and assist in its protection by promoting the acquisition or donation of conservation or scenic easements on key properties from willing sellers.

The Reserve would work with partners like Island County and Whidbey Camano Land Trust for the protection of scenic lands.

Interpretation and Education

Exhibits and Interpretive Media

The treatment for exhibits and interpretive media would be the same as in Alternative A. In addition, the following actions would occur:

Collections and photos relating to the Reserve would be interpreted at the local museum.

As an outgrowth of the Long Range Interpretive Plan, the wayside exhibit plan would be revised and potential new waysides identified and sited within the Reserve. The Trust Board would have a key role in interpretive wayside planning. The wayside at the Port Townsend Ferry Landing would be improved to better acquaint visitors to Whidbey Island about the Reserve prior to their arrival on Whidbey Island.

The Ferry House and Blockhouse would be signed and interpreted as outdoor exhibits. The Ferry House may be open for limited tours. The Jacob Ebey House would be rehabilitated for visitor use as a seasonal contact station and would include interior exhibits. Signage would be placed in sensitive locations so as not to detract from scenic and historic views.

Oral histories, historic documents and photographs would be placed on the Reserve's Internet homepage to allow a "virtual" Reserve visit for those planning a visit or those unable to travel to the area. The Trust Board would work with partners to enhance their websites with accurate Reserve information and provide links to the NPS site as appropriate.

Visitor Center/Contact Station

The Trust Board would seek a suitable location for an Ebey's Landing National Historical Reserve visitor center/contact station and could partner with others such as the town, museum, or Chamber of Commerce in operating this facility. This visitor center/contact station would preferably be in an existing historic facility centrally located, preferably in Coupeville, or in the historic district, in keeping with Executive Order 13006 (requiring federal government to seek administrative space in historic downtowns or districts). The facility would have interpretive exhibits related to the various primary interpretive themes of the Reserve. Reserve administrative offices could be located here.

Within the new visitor center, or a smaller visitor contact station, space could be available to other compatible groups to convey information about

area lodging, food, and other activities of interest to the public. The facility should also include a multi-purpose space with audio-visual equipment for orientation and interpretive functions for Reserve visitors, and could serve as classroom space for students, Elderhostel, and others. The Reserve would support opportunities for development of a marine science center managed by other organizations and not the NPS or Trust Board. The Reserve would embrace collaborative stewardship of the unique ecology and marine environment of the Pacific Northwest inland waters.

Partnership Programs

A docent/volunteer program would be initiated within the Reserve and coordinated through a Reserve staff volunteer coordinator and education specialist function that is part of the proposed staffing plan under this alternative.

With the assistance of the Trust Board and a Reserve volunteer coordinator, a Reserve “friends group” would be established to assist Reserve outreach, activities, and programs.

To promote public education about the Reserve, the Reserve staff would hold workshops or special events in conjunction with partners about the historic and natural resources of the Reserve. This education campaign could be done through a variety of methods such as a speakers’ bureau, guest lectures, site bulletins, posters, a Reserve newsletter, and the Internet.

Reserve interpretive and education staff would participate in the NPS “Parks as Classrooms” program to acquaint large audiences with the history and ecology of the Reserve.

Reserve staff would work with partners such as Seattle Pacific University, Au Sable Institute, Audubon Society, The Nature Conservancy and others to hold field schools and other educational and interpretive programs relating to the history and ecology of the Reserve.

Reserve staff would participate with other partners to develop interpretive exhibits relating to Reserve ecology at places such as the Coupeville Wharf, Camp Casey, or Captain Coupe Park with an emphasis on shoreline and aquatic resources.

Gateway Contact Facilities

Three small “gateway” contact facilities would be developed to aid visitors at the three main entry points into the Reserve—a southern gateway along State Route 20 in the Smith Prairie area, the Washington State Ferry landing at Keystone and/or Port Townsend, and a northern gateway along State Route 20. The facilities would be high quality, professionally designed, interpretive kiosks that are intended to be modest in size, user-friendly, and would not require staff. As funding and staffing is available, the design could incorporate a small desk space for a Reserve seasonal interpreter or volunteer to greet the public seasonally during peak hours. Use of volunteers for these sites would be encouraged. These gateway contact facilities would provide general information about and orientation to the Reserve, including maps.

Interpretive Guided Tours

The Reserve staff would conduct interpretive guided tours within the Reserve and not contract out these services. The NPS staff would provide training for personal services for interpretation to NPS standards.

In addition, the NPS would provide training and oversight to ensure interpretive standards are met by private operators and partners.

Scenic Auto Tour Routes

To maximize the public’s exposure to scenic resources and open space of the Reserve, additional public auto tour routes with directional and informational signing would be encouraged. This effort would be coordinated with partners to ensure integration with a future Long Range Interpretive Plan and sign plan.

Educational Outreach to Reserve Residents

In cooperation with local real estate companies, Reserve staff would develop a new brochure about living in Ebey’s Landing National Historical Reserve. This brochure would encourage new residents to reflect upon opportunities for private stewardship and provide information about farming practices, easement information, sensitive construction, and other useful items.

Reserve Facilities

Visitor Facilities

The Trust Board would seek a suitable location for an Ebey's Landing National Historical Reserve visitor center/contact station and partner with others such as the town, museum, or Chamber of Commerce. This visitor center/contact station would be in an existing historic facility centrally located, preferably in Coupeville, or elsewhere in the historic district, in keeping with Executive Order 13006.

The Reserve would encourage a partner (such as Au Sable Institute, Seattle Pacific University's Camp Casey, or the Lighthouse Environmental Programs) to develop a marine science center at a suitable location, such as the Coupeville Wharf. The partner would manage and operate the center and develop educational curricula and programming. The Reserve would embrace collaborative stewardship of the unique ecology and marine environment of the Pacific Northwest inland waters.

Administrative Facilities

In the short term, the Reserve's administrative staff would continue to occupy the Cottage at the Sunnyside Cemetery near the edge of Ebey's Prairie. In the long-term a new administrative site would be located in an historic building in Coupeville or within the historic district, possibly in conjunction with the visitor center/contact station. The Cottage would be retained for use as resource offices.

Maintenance Facilities

Under Alternative B, an NPS maintenance foreman would be hired and assigned to provide for the long term care and maintenance of NPS-owned structures (both historic and non-historic) and property using NPS contract and volunteer services. The maintenance foreman would be trained on the NPS MAXIMO system, and would oversee long-range maintenance planning and complete minor maintenance work. For those maintenance operations requiring a minimum of two people to work safely in accordance with Occupational Safety and Health Administration and Labor and Industry safe work standards (work in-

cluding ladder use, roof access, moving equipment, and other tasks involving hazards), the Reserve could use seasonals, volunteers, employees from cooperating network parks, or other partners.

North Cascades National Park Service Complex maintenance staff may continue to provide special project assistance such as historic structure preservation and trail development and brush clearing from waysides, subject largely to the availability of special project funds.

The maintenance facilities now located at the Reuble Farmstead would need to be relocated to a site elsewhere within the Reserve once Farm II is exchanged or sold. The new owner of Farm II, as part of the exchange for Farm II, would be required to construct a new maintenance building to NPS specifications, adjacent to the Sheep barn at the West Ridge property. The West Ridge property would remain in NPS ownership and could continue to be available for leasing to a local farmer. The property adjacent to the workshop would also be available for other NPS network needs that support the NPS North Coast and Cascades Network, which involves other National Park units in the area.

Facility experts at North Cascades National Park Service Complex familiar with the needs of the Reserve conducted a maintenance needs assessment in December 2004. The report (Belcher and Holmquist 2004) concluded that at a minimum, a maintenance operation at the Reserve would require the following: approximately 600-800 square feet of office space, a 1,600 square foot workshop to set up stationary woodworking equipment, a 4,000 square foot dry storage area for storing building materials and maintenance equipment, a garage with two bays for parking vehicles or other equipment such as mowers/tractors with an enclosed heated area for storage. The maintenance area would require adequate open space for maneuvering trucks, trailers, and other needs. As a contributing partner in the North Coast and Cascades Network, the Reserve could contribute opportunities to assist other parks. Examples of opportunities to assist would include providing space for dry covered 100-ton hay stor-

age, dry covered storage for boats/trailers, and pasture for over-wintering pack stock from North Cascades National Park Service Complex and Olympic National Park. These partnerships would serve the Reserve within the network by earning in-kind services in return that would further benefit the maintenance operation.

Development Cost Estimates

The following costs are estimates for implementing Alternative B. It is assumed that meeting the long-range development needs of the Reserve would not just rely upon federal appropriated funds. A wide variety of other public and private sector funding sources would be sought by the Trust Board to assist in implementation efforts over the next 15-20 years. As has been evidenced in the past, some development costs assigned to certain actions may prove to be less expensive when donated materials, labor, and other support are forthcoming. Costs are expressed in gross construction dollars and include design, compliance, and supplemental services.

These costs are based upon general “class C” estimates of site development. These estimates are not intended to be used for budgetary purposes. Prior to submitting funding requests for the design and construction phases, “class B” estimates are required, based upon detailed site design that will provide decisions about facility size and cost. Costs are expressed in 2005 dollars and phased over 15-20 years.

Implementation of the GMP would require additional acquisition funds. These costs would be as-

sociated with acquisition of conservation easements from willing sellers on lands to be added into the Reserve boundary—those lands adjacent to Crockett Lake and a small portion of Smith Prairie. Additional lands costs may also include the acquisition of a yet-to-be determined site for a Reserve visitor center within the Town of Coupeville or elsewhere within the historic district. The total costs anticipated to complete these acquisitions would be in a range between \$975,000 and \$1.7 million dollars. Successful partnering opportunities for a visitor center, such as sharing space and operational expenses, may lower some of these costs.

Land costs associated with the disposal of Farm I and Farm II to a private owner in exchange for conservation easements elsewhere within the Reserve may result in some modest additional land costs, if an uneven exchange results in a slightly higher value on the easements obtained by the NPS than the fee value of the two farms once encumbered with easement restrictions. In any event, the NPS would retain conservation easements on any farmlands that are disposed.

The GMP proposes to continue the ongoing conservation easement purchase program that has already protected approximately 2,000 acres within the Reserve. This program will require additional appropriations from the Land and Water Conservation Fund by Congress in future years. In an ideal scenario, approximately one million dollars per year, sustained over a number of years, could be expeditiously utilized by the NPS for easement purchases, in collaboration with the Trust Board,

Table 17: Development Cost Estimates

Development Actions for Alternative B	Total Estimated Costs
Visitor Facilities	\$2,100,000 - 2,300,000
Administrative/Maintenance Facilities	\$500,000 - 600,000
Historic Rehabilitation*	\$100,000 - 150,000
Trails	\$100,000 - 150,000
Total NPS Capital Costs	\$2,800,000 - 3,200,000
Total Average Annual Life-cycle Costs (25 years)	\$12,000
Total NPS Lands Costs	\$975,000 - 1,500,000

*Funding for rehabilitating the Jacob Ebey House has already been secured

local government, and in full cooperation with private landowners. These future purchases would be based upon the land protection goals established in the GMP, and the priorities for land protection that would be identified in a forthcoming Land Protection Plan.

Reserve Operations

Staffing

This alternative calls for five additional staff for a total of nine positions to carry out the operational responsibility of the Reserve. These positions would be comprised of both Trust Board and NPS employees. The Reserve staff would consist of positions hired by the Trust Board and National Park Service personnel assigned to the Reserve. The staff hired by both the Trust Board and the NPS would coordinate closely to support the Reserve and ensure cohesive management. In addition to assigned staff, the Trust Board would rely extensively on partners for resource protection and visitor services, including contribution of in-kind services. Annual work plans and budgets would be developed through a cooperative and collaborative process involving all the Reserve staff.

The Trust Board staff carries out the responsibilities of Reserve management as directed by the Trust Board in the areas of administrative support, community and land use planning, management of conservation easements, volunteer recruiting and training, and coordination of Reserve-wide educational programs. Ultimate titles and duties of specific positions would be determined by the Trust Board; however, for the purposes of this plan, it is generally envisioned that the Trust Board would have expertise in the following areas.

- **Reserve Manager (full time)**
This position reports to the Trust Board and would directly supervise those additional

Reserve staff hired by the Trust Board. This position has the overall responsibility of operations and implementation of the Trust Board's directives for the Reserve, and Board development.

- **Community Planner (full time)**
This position would work closely with community members, planning agencies, and other organizations, representing the interests of the Reserve. The community planner would pursue, develop and implement land protection and historic preservation priorities and oversee the administration of conservation easements held by the National Park Service.
- **Outreach Development Coordinator (full time)**
This position would assist with fund development through active fund raising and grant writing.
- **Interpretation/Education Specialist (full time)**
This position would be responsible for designing and implementing programs associated with the interpretive themes for the Reserve and educating the local community and broader public about the significance of the Reserve. This position would also develop, train and coordinate Ebey's Landing National Historical Reserve volunteers to assist with special projects and seasonal interpretation.
- **Administrative Assistant (full time)**
This position would provide administrative services in the areas of accounting, payroll, procurement, and record keeping. This position would also serve as office receptionist.

National Park Service staff assigned to the Reserve would be responsible for preserving, maintaining and managing the NPS-owned historic structures and non-historic properties and facilities of the Reserve. NPS staff assigned to the Reserve would provide expertise in the areas of cultural and natural resource management, providing or assist-

Table 18: Staffing under Alternative B

	Administrative	Maintenance	Interpretation/ Education	Resource Management	Total Staff	Total FTE
Trust Board Staff	3 Full-time	0	1 Full-time	1 Full-time	5	5
NPS Staff	0	1 Full-time 1 Part-time	0	2 Full-time	4	3.5
Total	3	2	1	3	9	8.5

ing in various Reserve interpretation and education programs, facility maintenance and management of NPS-owned properties and compliance and enforcement of NPS-owned easements. A supervisor for the NPS staff would be assigned by the regional office. NPS staff would report to the NPS supervisor. It is acknowledged that there would be additional costs associated with administration for these NPS staff (budget, payroll, contracting, purchasing, etc.). This function would be done by a network park and/or the regional office on a reimbursable basis, with costs anticipated at approximately \$20,000 - \$25,000.

- **Cultural Resource Specialist (full time)**
This position would oversee a cultural resource management program as it relates to the Reserve’s historic properties (ensuring historical preservation compliance is completed on all NPS properties or NPS actions in the Reserve. This position would seek funding for and oversee research and preservation projects, and provide cultural resource management and training for the Trust Board, Reserve staff, and partners. The Cultural Resource Specialist also provides technical assistance in the area of historic preservation to the Reserve community.
- **Natural Resource Specialist (full time)**
This position would manage the natural resource program in the Reserve, including completing compliance requirements with federal laws and regulations, seek funding and implement projects for natural resource protection, and work with partners to ensure the preservation of resources. This position also provides technical assistance in the area of natural resource management to the Reserve community, and represents the Reserve in the Inventory and Monitoring program.
- **Maintenance Manager (full time)**
This position would be responsible for maintaining the NPS owned land, facilities and structures and fulfilling related federal requirements and NPS directives. This position would also seek funding, maintain, and oversee maintenance work on historic and non-historic facilities. This position is also responsible for the routine maintenance needs on NPS-owned land and facilities, and oversee the NPS database requirements for maintenance.
- **Maintenance Worker (part time)**
This position would aid the maintenance

manager on specific projects and would be filled on a seasonal basis as needed.

In the short term, the functionalities of positions could be combined as needed to meet Reserve needs and depending on available funding. Furthermore, the designation of National Park Service and Trust Board employees is a recommendation and intended to reflect the specific mandates and technical strengths of both entities.

Estimated Operating Costs (2005 Dollars)

Current Operating Base	\$282,000
Additional Salary	\$316,000
Support Costs*	\$200,000
Total NPS Cost	\$798,000

(*Support costs include leased office space, equipment, supplies, and vehicle leasing)

The difference in operating costs between Alternative A (current base) and Alternative B is \$516,000.

Fees

There are no fees for entering the Reserve. The Island County Historical Museum located in the Town of Coupeville charges an entrance fee. There would be no fee for entering the Reserve’s visitor center/contact station. State Parks charge for overnight camping facilities.

Hours of Operation

Since the Reserve is primarily private land, there are no standard “park” hours. However, the Reserve’s administrative offices are generally open on weekdays from 9:00 am to 5:00 pm. Island County Historical Museum is open year-round on the weekends and has varying seasonal weekday hours. Most of the town shops and restaurants are open from 10:00 am until 5:00 pm daily. The Reserve visitor center/contact station in town would be open daily from 10:00 am to 5:00 pm.

Transportation, Access, and Circulation

In addition to those measures highlighted in Alternative A, the following actions under transportation would be included in this Alternative.

A circulation study, both water and land based, is

recommended to examine visitor use patterns and identify conflicts between recreation and other traffic. Study recommendations should address improved vehicular, bicycle, pedestrian access and circulation issues, relief of congestion at key sites, and assist in public safety.

Carrying Capacity

Carrying Capacity would be the same as in Alternative A. In addition, the Trust Board would work with Island Transit and private operators to provide increased access to other public areas in the Reserve. This would help disperse visitor use at the various sites. Parking would be expanded at the Prairie Overlook wayside (refer to the development concept plans at the end of this chapter).

Reserve Boundary

Under Alternative B, it is recommended that Congress amend the boundary of Ebey's Landing National Historical Reserve. As part of the GMP planning process, the planning team identified and evaluated any boundary adjustment that would be necessary or desirable to carry out the purposes of the Reserve. This boundary modification would be done to protect significant resources, values, and visitor experience related to the purpose of the Reserve and to address operational and management issues.

Based on these criteria, the boundary of the Reserve would be adjusted to include the following lands:

- Smith Prairie—19 acres. Additional portions of Smith Prairie including the remainder of Au Sable Institute lands.
- U.S. Navy Outlying Landing Field—469.80 acres. Portion of the OLF not currently included within the Reserve boundary.
- Crockett Lake—147.2 acres. The eastern portion of the Crockett Lake wetlands area that is not currently within the Reserve.

The acreage figures were derived from Island County assessor records. These changes would be done in full coordination and communication with property owners. Amending language could specify that if the remaining portion of the OLF outside of the Reserve boundary was ever de-

clared excess to the needs of the Secretary of the Navy, the NPS would seek Congressional action to authorize transfer to NPS to manage as part of the Ebey's Landing National Historical Reserve. (See Figure 14, Boundary Modification: Alternative B, and Appendix E, Analysis of Boundary Adjustment and Land Protection Criteria.)

Through public/private partnerships, the Trust Board and Reserve staff would encourage the protection and retention of valued agricultural, open space, and scenic lands in the remainder of Smith Prairie and in the area outside of the Reserve north and east of the airpark area north of Penn Cove. However, the NPS and Trust Board would not recommend these areas to be included within the modified Reserve boundary.

Land Protection

Land Protection Methods

The same land protection methods as in the No Action Alternative would be employed under this alternative.

Given the unpredictability of annual appropriations from the Land and Water Conservation Fund, the NPS and Reserve staff would seek other funding sources besides LWCF and implement other strategies to protect lands.

Alternative B strives to give further protection to the open space and rural character within the national historical reserve. The NPS, Trust Board, and Reserve staff would be encouraged to use other available land protection approaches such as purchase and sellback with restrictions, leaseback, historic property leasing, land donation, and other techniques as appropriate.

As with much of the Reserve land protection philosophy, relationships with land trusts would be used to promote and to facilitate less than fee approaches to land protection by assisting the NPS to pursue various measures and creative strategies involving the use of Land and Water Conservation Fund monies.

Additionally, under this alternative, the Reserve would work with others to assist in the protection of water recharge areas including prairie and for-

ests within the Reserve along with agricultural lands protected by conservation easements.

The Trust Board would work with Washington State Department of Natural Resources in the protection of intertidal areas.

Finally, the Trust Board would work with the public, the Island County Marine Resources Committee, and involved agencies to protect the coastal waters adjacent to the Reserve and Penn Cove. As possible, the Reserve would support marine goals, such as those represented in the NPS Ocean Park Stewardship Action Plan. This could involve cooperatively working with federal (such as the NPS Water Resources Division in Colorado), state and county, and private partners (such as the SeaDoc Society) for marine resource management and conservation.

Various county and state designations would be explored and pursued if appropriate. One possibility would be the Department of Natural Resource's Aquatic Reserve designation. This designation is to promote preservation, restoration, and enhancement of state-owned aquatic lands that provide direct and indirect benefits to the health of native aquatic habitat and species and other resources in the state of Washington. Another potential designation to consider could be an Island County Aquatic Reserve. This designation would be in a county status similar to that of the DNR, and would be tailored for specific conservation purposes and enforced by Island County.

Land Protection Priorities

In conjunction with the Trust Board and Reserve staff, the NPS Lands Resources Program would assist in locating suitable acquisitions within the Reserve and make recommendations for spending limited land acquisition funds according to the Land Protection Plan to be completed following this GMP.

The land protection priority would be on eight intact areas within the Reserve that possess significant values critical to sustaining the rural character of the landscape. This land protection effort would focus on high scenic, natural, and cultural

values. Protecting the scenic quality is in fact, protecting the rural quality and historic uses that create the cultural landscape.

The Reserve's land protection strategy (2003) focuses on the following areas of the Reserve (not prioritized):

- Blower's Bluff and airpark
- Zylstra and Arnold roads
- Smith Prairie
- East Crockett Lake wetlands
- West coastal strip
- Inter-prairie ridge between Ebey and Crockett prairies
- Grasser's Hill and lagoon
- North Fort Casey Road

Blower's Bluff and Airpark

Blower's Bluff and open pasture are highly visible from Coupeville across Penn Cove. The Muzzall Farm is included within this unit and extends north from Blower's Bluff across Scenic Heights Road. Muzzall Farm is presently in agricultural use and has only two owners. The Blower's Bluff unit (these units are defined in the *Recommendations for a Land Protection Strategy for Ebey's Landing National Historical Reserve*) has high agricultural, scenic, and natural resource values; medium values are given to historical and cultural features, as well as potential visitor experience. Protecting this unit with conservation easements will increase connectivity to open agricultural fields extending west to Monroe's Landing, and to the open lands of the Oak Harbor Airpark to the north.

Zylstra and Arnold Roads

This unit includes the historic Arnold Farm (including the building cluster) on either side of Zylstra Road and has a single owner. The area also includes open fields extending to the west, on either side of West Beach Road, with views to the Olympic Peninsula and the Strait of Juan de Fuca. Two main landowners actively farm these open fields at the northern Reserve boundary. The Arnold Farm unit has high agricultural and cultural feature values and medium scenic values. Conservation easements will protect these large,

intact agricultural landscapes.

Smith Prairie

This unit is a large open agricultural field/prairie bordered by Douglas fir forest along State Route 20, at the southern entry of the Reserve. It has two tree farms and is the site of the Whidbey Island Naval Air Station's Outlying Landing Field. This unit has high scenic, agricultural, and potential visitor experience values. It also has natural value since it contains Whidbey Island's largest remnant native prairie community. Conservation easements would protect the cultural features and scenic views of this important entry area. There are seven landowners within this unit. Two areas within this unit are outside of the current Reserve boundary and are recommended to be included within the Reserve.

East Crockett Lake Wetlands

This large marsh, lying east of State Route 20 where it cuts through Crockett Lake wetlands, lies outside the Reserve boundary although it is an integral part of the Crockett Lake ecosystem. Overlooking Admiralty Bay and the Olympic Peninsula, it has high scenic and natural values. It is a prime bird habitat and nesting area. For these reasons the wetlands area should be included within the Reserve and should be protected with conservation easements or purchased in fee. There are three owners (one is Island County).

West Coastal Strip

This unit comprises the two remaining unprotected sections of the northern portion of the Coastal Bluff and Beach Trail between Fort Ebey State Park and the Bluff Trail. These sections are forested along steep coastal bluffs with views of the Strait of Juan de Fuca and the Olympic Peninsula. Protecting this unit with scenic or trail easements would enhance visitor experience and increase connectivity between the protected public areas adjacent to the West Coastal area of the Reserve. This unit has high visitor experience, scenic, and natural features values.

Inter-prairie Ridge between Ebey and Crockett Prairies

This unit extends from Engle Road at the historic Jenne Farm across the inter-prairie ridge to Fort

Casey Road. It contains mostly open fields in agricultural use and has high agricultural and historic values. Conservation easements would protect its cultural and open space values. There are four landowners. Building or façade easements could be placed on the historic Jenne Farm building cluster to gain additional protection of historic resources.

Grasser's Hill and Lagoon

This unit includes Grasser's Lagoon and Grasser's Hill, the sloping fields upland from the lagoon, as well as the open field and forested area between State Route 20 and Madrona Way. Grasser's Lagoon is under one ownership and could be protected either with fee acquisition or preferable, through conservation easement to ensure appropriate public access. The existing conservation easement for the upland portion of Grasser's Hill could be strengthened to include rare and unusual plant protection and trail easements. Purchasing the remaining house site in fee could preserve views of the scenic hillside. The open field and forested area across Madrona Way south of Grasser's Lagoon is in a single ownership and could be protected with a conservation easement with a north Reserve entry wayside site leased or acquired in fee to interpret the Reserve and the significance of the lagoon and Penn Cove. The Grasser's Hill unit is a highly visible area with high scenic, visitor experience and natural features values.

North Fort Casey Road

This unit is comprised of open fields in agricultural use. It has high agricultural, cultural feature and scenic values that could be protected with conservation easements. This unit is highly visible from many locations within the Reserve. Connectivity exists with adjacent protected farmland in Ebey's Prairie. Protecting this unit will increase the scenic value of these adjacent areas. There are four main landowners.

The revised Land Protection Plan, which would be produced following the General Management Plan, would provide detailed description of the desired land protection methods to be used in each area of the Reserve. Significant habitat areas would be identified and included as information

and criteria in land protection planning are developed.

Land Use Measures

Land use measures would be the same as Alternative A.

Funding for Land Protection

Funding sources would be the same as in Alternative A. In addition, the following actions would occur.

The Trust Board, the Reserve staff and Reserve partners would seek new sources of funding support for land protection. It is further recommended that a “friends group” be established as a 501(c) (3) non-profit entity to support various Reserve-wide programs including land protection. Such private funding would complement LWCF appropriations and provide support for other Reserve goals and objectives.

The Trust Board would solicit private foundation and individual support, bequests from private estates, and other funding that would be used for two primary purposes:

- To support land protection efforts within the Reserve.
- To support the creation of an endowment fund for the maintenance and long-term stewardship of the lands and structures acquired.

Action Items

The action items would be the same as in Alternative A with the following additions:

- Develop a system for tracking, evaluating, and monitoring changes to the cultural landscape.
- Update the Reserve’s Resource Management Plan on the status and trends of natural resources within the Reserve.
- Develop a strategy and needs assessment for Island County Historical Museum to house NPS Reserve Collections and meet NPS Standards.
- Develop a design guidelines handbook for property owners in conjunction with partners.
- Upgrade training and development opportunities for Trust Board members and staff.
- Establish a friends group for the Reserve.

- Establish new cooperative agreements and revise existing cooperative agreements with organizations to facilitate Reserve operations and programs.
- Develop a circulation study for visitor use patterns within the Reserve.
- Expand driving tour route and interpretive/outreach programs.

Development Concept Plans for Alternative B

Following are development concept plans that would be implemented as part of Alternative B. Development concept plans are drawings and narrative that shows in a conceptual way how actions in a GMP would be developed for specific areas. Two of these areas, the Ferry House and the West Ridge property, are owned by the NPS. The South Gateway is not, but the Trust Board and NPS may be able to secure interests in land or enter into partnerships with the county or Au Sable Institute.

South Gateway

A covered information kiosk or shelter would be constructed on land near State Route 20 entering the Reserve from the south at the Au Sable Institute property. The kiosk would be three-sided to match existing kiosks elsewhere in the Reserve, and would contain maps of the Reserve, along with other orientation information. The Reserve staff would coordinate with the Institute in reestablishing prairie surrounding this site. The elevation to the east of the kiosk area could be lowered from the existing ground level and constructed in a way to expose for viewing a section of the prairie soil profile with prairie plant species. The precise messages conveyed to the public and the type of interpretive exhibits used would be detailed in a Long Range Interpretive Plan produced for the Reserve by the NPS Harper’s Ferry Center, but would include interpreting the prairie ecosystem. Reserve staff would also work cooperatively with Institute staff to explore opportunities to incorporate information on the Institute’s programs, facilities, and environmental learning opportunities.

The NPS would coordinate with the Au Sable Institute concerning the establishment of a loop hiking trail through their property to provide an in-

terpretive experience for Smith Prairie ecology. The trailhead for this loop trail is proposed to be from the interpretive kiosk and prairie soil exhibit.

The Reserve staff would manage the site in cooperation with the county and Institute. It is proposed that the NPS acquire a conservation easement for the site. The realignment for Parker Road is on the county's Public Works Department's six-year road program and is waiting for funding. This project would require participation with WSDOT.

A one-way circular drive would be developed using part of the existing Parker Road alignment. Parking spaces would be provided for approximately three to five vehicles with two larger pull-through spaces for RV's or bus parking. This site could also provide trailhead parking for proposed trails in and around Au Sable linking the Institute with other areas of the Reserve. (See Figure 15, South Gateway Development Concept Plan.)

Ferry House

The Ferry House is one of the oldest structures in Washington State. It was constructed by the Isaac Ebey family as a waystation for travelers moving through Puget Sound. Historically, access to the Ferry House was from the beach at Ebey's Landing, southwest of the house. A wagon road led up the ravine from the beach to the house. The historic house is in NPS ownership along with approximately five acres of land surrounding the house and ravine.

The Preferred Alternative calls for the historic preservation of the house by the NPS primarily as an exterior exhibit. The Ferry House would be stabilized, the front porch reconstructed, and the house, shed, and outhouse upgraded to a level of preservation maintenance. Due to the historic configuration, fragility, and limitations for accessibility, the house would not be accessible to the public on a regular basis, but educational and research activities would continue to be conducted there, and special tours of the structure could be provided as appropriate. To interpret the house to the public, the shed and outhouse behind the Ferry House would be stabilized and rehabilitated. Related interpretive exhibits would be placed in unobtrusive areas on the property. The Ferry

House would be equipped with site security appropriate to its historic setting and fabric.

Visitors arriving by motor vehicle would be instructed (by signs) to park at Ebey's Landing State Park where a restroom facility is located. Visitors would walk from the state park to the Ferry House on a proposed trail along Ebey Road and into the Ferry House drive. A segment of the trail from Ebey Road to the Ferry House would be ADA accessible and would use the existing drive; the character of the two-track entry drive would be retained. Two ADA parking spaces would be located along Ebey Road in proximity to the Ferry House adjacent to the existing driveway into the property. If consistent with the Long Range Interpretive Plan, an interpretive panel may be included at this location as appropriate. The driveway would be gated and vehicular access restricted. Only vehicles for administrative use (such as those for site maintenance, law enforcement, and researchers) would be allowed.

A trail would be developed along the former historic wagon road alignment leading from the beach. The steep trail would not meet ADA standards. Before the trail could be constructed, the thicket of exotic plants on NPS property would be removed and native plants indigenous to the area would be planted. The development of this trail segment would allow for a loop trail system from the state park to the Ferry House. If it is not possible to construct the entire trail due to safety and security issues, a trail along a portion of the wagon road could be developed.

These trails, and other trail linkages would be incorporated as part of the Reserve-wide trail network and would also allow hikers who park at other locations within the Reserve to access the Ferry House and Ebey's Landing. (See Figure 16, Ferry House Development Concept Plan.)

West Ridge Property

The Jacob Ebey House and Blockhouse were first constructed in the 1850s as part of the Jacob Ebey donation land claim on the upper bench above Ebey's Prairie adjacent to dense woodlands. The Jacob Ebey House was extensively modified in the

1880s. The Blockhouse is one of four remaining blockhouses in the Reserve and was originally built to provide safety for early settlers from the threat of Indian attack. The Blockhouse also underwent alterations in the 1930s when restoration was attempted on the structure.

The Cottage was constructed in the 1940s as a house and is presently used as the Reserve's administration building by the Trust Board. The parcel totals eight-tenths of an acre and is located off Cemetery Road to the south of State Route 20, about a mile from the Town of Coupeville.

The administrative headquarters would be relocated to the Town of Coupeville and the Cottage would augment administrative office needs.

In the Preferred Alternative, the Blockhouse would continue to be interpreted as an exterior exhibit only, but would be signed. The Jacob Ebey House would be rehabilitated as a seasonal contact station for visitors wanting information about the Reserve. It could also be used for special events. Interior exhibits would be included in the house. The seasonal contact station would be potentially staffed with a volunteer.

A small lot providing four parking spaces would be constructed southwest of the current Ebey's Prairie Overlook. An additional two parking spaces for persons with disabilities would be constructed off the existing Cottage driveway. At the back of the Cottage, administrative staff parking would be provided for three cars. The Ridge Trail from the Cottage to the Jacob Ebey House would be relocated and realigned for ADA accessibility. A hiking trail alignment could be developed from the Jacob Ebey House connecting to the Bluff Trail.

Interpretive panels would be placed in proximity to the walking path and trail leading from Sunnyside Cemetery and the Prairie Overlook to the Jacob Ebey House and Blockhouse. One or two wayside exhibits could be sited some distance from the historic views to and from the structures.

A hedgerow would be planted along the NPS property line to screen private residences located downhill (east) of the Jacob Ebey House. This would both physically and aesthetically enhance a visitor's experience on the trail.

A trail map at the Prairie Overlook could also denote the location of the Jacob Ebey House and Blockhouse. (See Figures 17, 18, and 19 West Ridge Property Development Concept Plans.)

Alternative C

General Description

This alternative would capture many of the components of Alternative B, but with a few important distinctions.

First, the overall policy management of the Reserve would be executed by a part-time Commission that would be compensated through a stipend for their service. This Commission would replace the current Trust Board management structure. Reserve Staff would increase from four (No Action Alternative) to ten positions that would be exclusively hired and managed by the Commission. In Alternative C, the Commission would seek increased budget appropriations from the National Park Service operating base to enlarge staff.

As in Alternative B, the land protection emphasis would primarily focus on securing conservation easements on important landscapes from willing sellers, augmented by local land use controls. In addition, Alternative C would recommend that Island County reinstitute a system of transfer of development rights for the protection of agricultural and other important lands.

Rather than exchanging all NPS-owned farmland, the NPS would retain a five-acre portion of NPS-owned Farm II, including the historic farm buildings, for use as the Reserve's administrative and maintenance facilities, then exchange the remainder of agricultural land for additional protection on other properties within the Reserve. The historic Reuble Farmstead buildings at Farm II would be stabilized and rehabilitated to the Secretary of Interior's Standards and adaptively reused as joint Trust Board/NPS administrative and maintenance offices and workshop facilities. Some non-historic buildings may be removed. Preservation maintenance training could be incorporated into any rehabilitation work done on the historic buildings.

The Ferry House would be restored to its historic period appearance and a barn-like building would be built at the Ferry House using compatible new construction to serve as a visitor information and interpretive center.

The Jacob Ebey House would be treated the same as in Alternative B using the house as a seasonal contact station and the Blockhouse as an exterior exhibit. Before exchanging the farmland to a farmer, the NPS would retain protective easements.

For enhancement of visitor services, the Commission staff would partner with other organizations in the development of a visitor contact facility at a proposed marine science center to educate visitors and interpret the marine environment. The Commission staff would explore the potential to use an historic building to serve as a northern gateway contact facility in addition to two other gateways proposed.

The same minor boundary expansion would be recommended as in Alternative B; however, it is recommended that the legislation authorizing the change in the Reserve boundary direct a suitability/feasibility study of the western coastal area of Whidbey Island for potential designation as a National Marine Sanctuary managed by the National Oceanic and Atmospheric Administration (NOAA).

Management Zones

Management zoning for Alternative C would be the same as in Alternative B with the exception of Farm II. An approximate five-acre parcel would be placed in the Administrative Zone. The remainder of the farm would stay in the Special Use Zone to allow for disposition. (See Figure 20, Management Zoning: Alternative C.)

Reserve Management

Policy and Oversight

The Trust Board management structure would be replaced with an Ebey's Landing National Historical Reserve Commission. The Commission would work within the framework of the Reserve's legislation, the GMP, and relevant NPS policies and guidelines. The commission would be compensated through a stipend for their service. Similar to the current Trust Board format, there would be nine commission members.

Four commission members would continue to be appointed by the Island County Commissioners, with two of these being at-large positions (outside the Reserve). To strengthen participation and effectiveness on the Trust Board, it is proposed that one of the four County appointees be an elected official from Island County. Three commission members would serve as appointments from the Town Council of Coupeville. It is recommended that one of the town appointees be an elected official from the Town of Coupeville.

The two remaining appointments to the Commission would come from the National Park Service and Washington State Parks. The Washington State Parks appointee would be at the district or regional park staff level having direct communication with and reporting to the Director of the Washington State Parks and Recreation Commission. The NPS Deputy Regional Director in Seattle would appoint a representative from the Pacific Northwest Region with the appropriate senior management or professional background to serve as the NPS Trust Board member.

The NPS would continue to conduct an appraisal of the management and operation of the Reserve under the requirements of Paragraph (e), Section 508 of Public Law 95-625. The NPS Deputy Regional Director in Seattle would conduct the performance review of the Commission. The Commission would oversee the Reserve Manager and conduct annual performance evaluations on the operational effectiveness of the Reserve Manager and staff.

Operations and Management

Under this alternative, the Reserve Manager would have daily operational responsibilities for the Reserve. The Reserve Manager would be an employee of the Commission, and would be evaluated annually by the Commission or a committee of the Commission. The Reserve Manager would supervise the Commission staff. The Commission and Reserve Manager would work together to set priorities, the annual Reserve budget, and workplan.

The NPS Cultural Resource Specialist/Trust Board member position would be eliminated, though

there would still be NPS representation on the Commission. Commission staff having various functional responsibilities would be trained on NPS procedures and practices in areas such as interpretation, maintenance, budget, contracting, resource management, and other areas, as appropriate. A cooperative agreement to accomplish these tasks would be developed with NPS. A staff point of contact at a nearby park or the Pacific West Region Seattle Office would be established to deal with legal or policy issues that preclude non-government officials or staff from acting unilaterally.

Cultural Resources

Cultural Landscape

The treatment of the Cultural Landscape would be the same as Alternative B.

Historic Buildings and Structures

The treatment of historic buildings and structures would be the same as in the No Action Alternative with the following additions.

Through outreach programs, and as funding permits, NPS staff and Reserve partners would use NPS properties as demonstration and training sites for historic preservation. The Reserve staff would also identify adaptive reuse and interpretive uses for NPS properties and would identify other significant cultural resources within the Reserve for additional protection by the Trust Board and other partners.

The Reserve Commission and staff would work with a “friends group” as proposed in Alternative B. Alternative C proposes that this group help establish a revolving low-interest loan program to assist owners of private historic properties within the Reserve for “bricks and mortar” preservation work. As the loans are paid back into the fund, it would be available for other owners to use if they meet established criteria.

The Reserve Commission and staff would work cooperatively with town and county staff to encourage elected officials to use local tax programs and other incentives to assist property owners who choose to restore or rehabilitate National

Register of Historic Places properties within the Reserve.

The NPS would stabilize and potentially utilize NPS-owned historic structures in accordance with the Secretary of the Interior's Standards. These include the Ferry House and associated shed and outhouse; the Jacob Ebey House at the West Ridge property; the Rockwell House at Farm I; the Reuble Farmstead cluster at Farm II. Actions specific to Alternative C are as follows:

Ferry House

In addition to Alternative B, a barn-like building would be built to serve as a point of visitor information and interpretation and would follow the Secretary of Interior's Standards for new construction. A barn stood to the north of the house until recently; it was demolished in 1990 due to deterioration.

Jacob Ebey House and Blockhouse

Treatment of the Jacob Ebey House and Blockhouse would be the same as in Alternative B.

Rockwell House

Treatment of the Rockwell House would be the same as in Alternative B.

Reuble Farmstead

At the Reuble Farmstead, the historic buildings would be stabilized and rehabilitated to the Secretary of Interior's Standards to augment the Reserve's administrative space requirements and to provide space for maintenance operations.

Collections Management

Treatment for collections would be the same as in Alternative B. In addition, some space within the proposed visitor center/visitor contact station could be allocated to house some of the collection of artifacts, manuscripts and other items from the Reserve.

Archaeology

The treatment for archaeology would be the same as Alternative B.

Natural Resources

Natural Resource Management would be the same as in Alternative B.

Agricultural Resources

The Agriculture section of this alternative would be the same as Alternative B, except for the following change for the NPS-owned farms.

NPS-Owned Farms

Farm I and Farm II

As with Alternative B, it is recommended that the majority of the two NPS-owned farm properties be disposed of to the private sector, while protecting open space and historical values.

The NPS would maintain fee title ownership of approximately five acres of Farm II, including the Reuble Farmstead, retain a conservation easement on the remainder of the property, and dispose of it through an exchange or other means. The farmstead includes the Reuble Barn, the Gillespie House, the granary, old barn, garage, and a shed (and several non-historic structures that could be removed if determined appropriate). The NPS would rehabilitate this five-acre farmstead to the Secretary of Interior's Standards for adaptive reuse to augment the Reserve's administrative and maintenance needs and storage.

Under Alternative C, Farm I and Farm II, minus a five acre Reuble Farmstead parcel, would be included in the Special Use Zone of the Reserve in accordance with 36 CFR Part 17.3. This zoning designation would take into account the special considerations for these two farm properties that allow for their disposition, preferably through a land exchange for other development rights on priority properties in accordance with 36 CFR Part 18. The NPS would explore opportunities for land exchanges in return for a conservation easement interest of equal value on other priority lands located within the Reserve that are not yet protected.

A land exchange would be preferred, but as an interim measure, the NPS could consider other strategies, such as historic property leases or co-

operative agreements, to promote appropriate use of the farm properties. These approaches would be detailed in the Land Protection Plan prepared following this GMP. Under any circumstances, the NPS would retain a conservation easement on the farm properties exchanged to protect the historic character and ensure their long-term protection as valued open space and scenic resources.

Before exchanging Farm I, one-acre of land would be retained by the Reserve for the development of a trailhead including a kiosk and visitor parking to access the Reserve's trail network. In addition, the Reserve would retain a trail corridor through the property. Both the trailhead and trail corridor would be sited in a location that would not conflict with agricultural operations.

West Ridge Property

As in Farm I and Farm II, the West Ridge property would continue in agricultural use while protecting the historic and scenic resources. In Alternative C, the 60-acre agricultural fields would continue to be leased in the short-term. In the long-term, the NPS, in collaboration with the Trust board, would evaluate opportunities to exchange the farmlands after retaining a conservation easement on the fields for conservation easements on other properties within the Reserve. This property would be included in the Special Use Zone of NPS management zoning to allow for disposition.

As in Alternative B, a sufficient land area for public use would be retained to include trails and to protect the historic setting and historic structures—the Jacob Ebey House and Blockhouse. The Blockhouse would be used as an outdoor exhibit with appropriate interpretive signing. The Jacob Ebey House would be rehabilitated as a seasonal contact station for public use. The Reserve would retain the Cottage for administrative offices. (See West Ridge Property Development Concept Plan at the end of Alternative B for detailed treatment of the property.)

Recreational Resources Management

The treatment of recreational resources would be the same as in Alternative B.

Scenic Resource Management

The treatment of scenic resources would be the same as in Alternative B.

Interpretation and Education

The interpretation and education section of this alternative would be the same as Alternative B, including the following additions.

Exhibits and Interpretive Media

Collections and photos relating to the Reserve would be interpreted in a Reserve visitor center/contact station (see discussion following) operated by the Commission, the local museum, and potentially with other partners.

The NPS would work with partners to expand outreach using the latest technology to reach larger, broader, and more diverse audiences across the country.

Visitor Center/Contact Station

Treatment of the Reserve visitor center/contact station would be the same as in Alternative B, but the Commission would explore various opportunities to partner with other groups.

With partners taking the lead, an additional visitor contact facility would be co-located with a proposed marine science center with appropriate interpretive media.

Partnership Programs

The Commission, staff, and Reserve partners would seek to develop educational partnerships not only locally, but also regionally and nationally on topics such as resource management and protection, landscape preservation, and other topics.

As possible, and in conjunction with partners, seasonal administrative space would be secured for visiting researchers, guest lecturers, and educators

as part of special programs and events featured at the Reserve.

The Reserve Commission would consider sponsoring a writer, scientist, or “artist in residence” program in cooperation with community groups.

Gateway Contact Facilities

The Reserve Commission would explore the potential for an historic building to serve as a northern gateway visitor contact facility.

Interpretive Guided Tours

Treatment for interpretive guided tours would be the same as in Alternative B.

Scenic Auto Tour Routes

Treatment for scenic auto tours would be the same as in Alternative B.

Educational Outreach to Reserve Residents

Opportunities for educational outreach to Reserve Residents would be the same as in Alternative B.

Reserve Facilities

Visitor Facilities

The proposals for visitor facilities would be the same as Alternative B. In addition, the Commission would partner to find a suitable building in the north part of the Reserve, which would be used as the northern gateway contact facility.

Administrative Facilities

Administrative facilities would be the same as in Alternative B in the short-term. During the short-term, administrative offices would remain in the Cottage and a resource management office would remain at Farm I. Once facilities at the Reuble Farmstead have been rehabilitated, additional administrative office space would be established there. The Cottage would be retained and would be used as additional resource staff offices. Any historic buildings retained for administrative use would be rehabilitated to the Secretary of Interior’s Standards.

Maintenance Facilities

Reuble Farmstead facilities would be rehabilitated and used for maintenance staff office space, workshop, dry storage area, and a two-bay garage. In addition to the Reserve’s maintenance staff, the North Cascades National Park Service Complex maintenance staff may continue to provide special project assistance such as trail development, brush clearing from waysides, as time, money, and staff permit. Any historic buildings retained for maintenance use would be rehabilitated to the Secretary of Interior’s Standards.

Development Cost Estimates

The following costs are estimates for implementing Alternative C. It is assumed that meeting the long-range development needs of the Reserve would not just rely upon federal appropriated funds. A wide variety of other public and private

Table 19: Development Cost Estimates

Development Actions for Alternative C	Total Estimated Costs
Visitor Facilities	\$3,160,000 - 3,300,000
Administrative/Maintenance Facilities	\$600,000 - 700,000
Historic Rehabilitation*	\$540,000 - 600,000
Trails	\$100,000 - 150,000
Total NPS Capital Costs	\$4,400,000 - 4,750,000
Total Average Annual Life-cycle Costs (25 years)	\$18,000
Total NPS Lands Costs	\$975,000 - 1,150,000

*Funding for rehabilitating the Jacob Ebey House has already been secured

sector funding sources would be sought to assist in implementation efforts over the next 15-20 years. As has been evidenced in the past, some development costs assigned to certain actions may prove to be less expensive when donated materials, labor, and other support are forthcoming. Costs are expressed in gross construction dollars and include design, compliance, and supplemental services.

These costs are based upon general “class C” estimates of site development. These estimates are not intended to be used for budgetary purposes. Prior to submitting funding requests for the design and construction phases, “class B” estimates are required, based upon detailed site design that will provide decisions about facility size and cost. Costs are expressed in 2004 dollars and phased over 15-20 years. Implementation of the GMP would require additional acquisition funds. These costs would be associated with acquisition of conservation easements from willing sellers on lands to be added into the Reserve boundary—those lands adjacent to Crockett Lake and a small portion of Smith Prairie. Additional land costs may also include the acquisition of a yet-to-be determined site for a Reserve visitor center within the Town of Coupeville or elsewhere within the historic district. The total costs anticipated to complete these acquisitions would be in a range between \$975,000 and \$1.7 million dollars. Successful partnering opportunities for a visitor center, such as sharing space and operational expenses, may lower some of these costs.

Land costs associated with the disposal of Farm I and Farm II to a private owner in exchange for conservation easements elsewhere within the Reserve may result in some modest additional land costs, if an uneven exchange results in a slightly

higher value on the easements obtained by the NPS than the fee value of the two farms once encumbered with easement restrictions. In any event, the NPS would retain conservation easements on any farmlands that are disposed.

The GMP proposes to continue the ongoing conservation easement purchase program that has already protected approximately 2,000 acres within the Reserve. This program will require additional appropriations from the Land and Water Conservation Fund by Congress in future years. In an ideal scenario, approximately one million dollars per year, sustained over a number of years, could be expeditiously utilized by the NPS for easement purchases, in collaboration with the Trust Board, local government, and in full cooperation with private landowners. These future purchases would be based upon the land protection goals established in the GMP, and the priorities for land protection that would be identified in a forthcoming Land Protection Plan.

Reserve Operations

Staffing

This alternative calls for a total of ten Commission staff to carry out the operational responsibilities of the Reserve. The Commission staff would be supervised by the Reserve Manager.

Staffing includes the following positions:

- Reserve Manager (Full-time Commission employee).
- Administrative Assistant (Full-time Commission employee).
- Volunteer Coordinator/Grant Writer (Full-time Commission employee) .
- Community Planner (Full-time Commission employee).

Table 20: Staffing under Alternative C

	Administrative	Maintenance	Interpretation/ Education	Resource Management	Total Staff	Total FTE
Commission Staff	3 Full-time	1 Full-time	1 Full-time 2 Part-time	3 Full-time	10	10
Total	2	1	3	3	10	10

- Cultural Resource Management Specialist (Full-time Commission employee).
- Natural Resource Management Specialist (Full-time Commission employee).
- Interpreter/Education Specialist (Full-time Commission employee).
- Two Seasonal Interpretation Specialists (Part-time Commission employees).
- Maintenance foreman performing contracted maintenance (Full-time Commission employee).

Estimated Operating Costs (2005 Dollars)

Current Operating Base	\$282,000
Additional staff and support costs	\$540,000*
NPS program support and training	\$125,000
Commission expenses	\$180,000
Total NPS costs	\$1,127,000

(*includes leased space, supplies, vehicles and equipment)

The difference in operating costs between Alternative A (current base) and Alternative C is \$850,000.

Fees

The fees would be the same as in Alternative B. There may be some potential fees at a proposed marine science facility.

Hours of Operation

The Reserve’s hours would be the same as in Alternative B.

Transportation, Access, and Circulation

Transportation, access, and circulation would be the same as in Alternative B with the following addition.

The Reserve Commission would request Island Transit to consider establishing regular weekend shuttles to and from the Town of Coupeville to Ebey’s Landing, Fort Casey, and Fort Ebey state parks or to other trailheads within the Reserve. The buses could be used for various interpretive opportunities. The additional service would be encouraged to enhance the visitor experience and to help relieve vehicular crowding at these popular destinations during the peak season and

peak weekend days. A volunteer on the bus might offer an interpretive program and/or answer questions about the Reserve that riders might have.

Carrying Capacity

Carrying Capacity would be the same as in Alternative B.

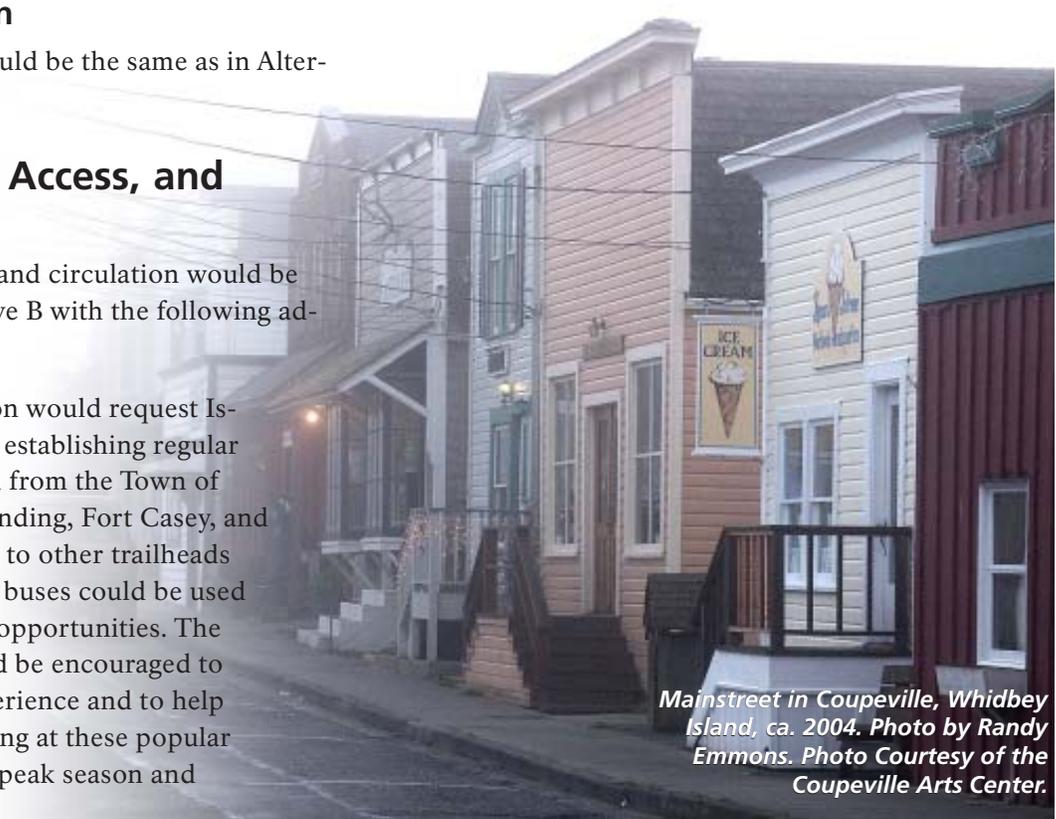
Reserve Boundary

Alternative C would be the same as Alternative B. (See Figure 21, Boundary Modification: Alternative C.)

Land Protection

Land Protection Methods

Land protection methods would be the same as in Alternative B with the following exception. It is recommended that the legislation authorizing the change in the Reserve boundary also direct that a suitability/feasibility study be done of the western coastal area of Whidbey Island for potential designation as a National Marine Sanctuary managed by the National Oceanic and Atmospheric Administration (NOAA).



Mainstreet in Coupeville, Whidbey Island, ca. 2004. Photo by Randy Emmons. Photo Courtesy of the Coupeville Arts Center.

Land Protection Priorities

Land protection priorities for Alternative C would be the same as in Alternative B.

Land Use Measures

Most of the land use measures would be the same in Alternative B with the following exceptions.

It is recommended that Island County consider re-instituting a system of transfer of development rights (TDRs) to enable landowners to transfer density credits to “receiving areas” and further protect critical cultural landscapes, viewsheds, and natural habitats. It is further suggested that these receiving areas be designated countywide. Within the Reserve, “acquisition deferred” areas identified in the Land Protection Plan could be included as receiving areas. “Acquisition deferred” refers to those situations where it is recommended that acquisition of an interest in land be deferred, even when an opportunity for purchase exists, the NPS has the funds, and a willing seller is present. It is furthermore suggested that these receiving areas be covered by county design review standards as described in Alternative B. (For a discussion on transfer of development rights, see Volume II, *Farmland Preservation Case studies for Ebey’s Landing National Historical Reserve.*)

Funding for Land Protection

Funding would be the same as in Alternative B.

Action Items

Action items for Alternative C would be the same as in Alternative B. In addition:

- Train Commission members and staff.
- Expand routes and service for Island Transit.
- Explore partnership development of a marine science center;
- Study coastal areas for National Marine Sanctuary designation.

Alternatives Considered but Rejected

The Council on Environmental Quality (CEQ) guidelines for implementing NEPA requires federal agencies to analyze all “reasonable” alternatives that substantially meet the purpose and need for the proposed actions.

An alternative considered but rejected for the draft GMP/EIS would establish an Ebey’s Landing National Historical Park and Reserve. Under this concept, the existing national historical reserve designation, the Reserve’s boundary, Trust Board management and operational status would remain intact. However, a core area within the Reserve would be redesignated a national historical park for additional protection from the National Park Service. This core area would be directly managed by a National Park Service Superintendent. The national historical park would encompass the following areas: Ebey’s Prairie east to the municipal boundary of the Town of Coupeville, Ebey’s Landing and the bluff area along the Strait of Juan de Fuca between Fort Casey State Park and Fort Ebey State Park, the upland forested area east and south of Ebey’s Prairie, and all of Crockett Lake and portions of Crockett Prairie. In addition to being responsible for the day-to-day management of the national historical park, the Superintendent would have also served as the NPS representative on the nine-member Trust Board overseeing the remainder of the Reserve.

Land protection goals under this concept would continue to place primary emphasis upon NPS acquisition of conservation easements complemented by a minor amount of fee title ownership. There would be less reliance on changing local land use measures under this concept.

This alternative was rejected because it did not support the cooperative spirit and partnership concept originally conceived for the Reserve. It would place heavier reliance upon the NPS for land protection and management. Under the current Reserve concept, the Reserve remains a unit of the National Park System and the NPS Regional Director has ultimate oversight. However, the NPS operational role in the Reserve is one of a cooperator and provider of technical assistance, whereas the

day-to-day operational and management responsibility is largely the purview of the Reserve staff and the Trust Board made up of volunteers including appointees of local government. This has been the management formula for the protection of key Reserve resources. Though offering stronger protection of Reserve's resources, establishing a national historical park within the core of the Reserve with an NPS Superintendent countered this management philosophy. It was also determined that having two management entities within the same relatively small area could prove to be duplicative and confusing to the public and local elected officials. The dual concept may also cause concerns relating to policy, procedures, and jurisdictional issues when applied to the same general area of central Whidbey Island.

Summary of Actions for Each Alternative

Actions	Alternative A-No Action	Alternative B-Preferred	Alternative C
Reserve Management			
Policy and Oversight	Continue to provide policy and oversight by volunteer Trust Board representing local, state, and federal interests.	Same as Alternative A	Provide policy and oversight by a Commission structure, which would be compensated through a stipend for their service.
Operations and Management	Provide operations and management by Reserve Manager and staff reporting to Trust Board for duties/roles assigned; retain NPS Cultural Resource Specialist/Trust Board member position; have NPS staff report to NPS supervisors	Provide operations and management by Reserve Manager and staff reporting to Trust Board; split NPS Cultural Resource Specialist/Trust Board member position into 2 positions; Trust Board staff report to Trust Board; NPS staff report to NPS supervisors.	Provide operations and management by Reserve Manager and staff reporting to Commission; eliminate all NPS staff positions; keep NPS Commission member.
Cultural Resource Management			
Cultural Landscape	Continue to participate in county/town design review boards; document prehistoric resources and update the National Register District properties as necessary.	Same as Alternative A plus: Develop system for tracking, evaluating, and monitoring changes to cultural landscape in Reserve; provide stronger advocacy role; expand technical library and archives related to Reserve history; facilitate historical research, publish research on various topics, and disseminate information; expand interpretation, special events, and outreach programs related to history, cultural landscapes, rural character of the Reserve.	Same as Alternative B.
Historic Buildings and Structures	Conduct research to preserve and protect NPS-owned historic properties; work cooperatively with property owners to provide technical assistance; revise historic preservation guidelines; stabilize and potentially utilize NPS-owned structures according to Secretary of the Interior's Standards.	Same as Alternative A plus: Update and strengthen design guidelines to assist preservation efforts and promote compatible new construction and infill development; educate landowners to become stewards of landscape. <i>Ferry House</i> : stabilize, reconstruct front porch; allow limited tours. <i>Jacob Ebey House</i> : stabilize and rehabilitate for use as a seasonal contact station. <i>Blockhouse</i> : preserve as exterior exhibit. <i>Rockwell House</i> : retain protective easements and seek to exchange; provide limited maintenance work	Same as Alternative B with the following exceptions: Use NPS properties for demonstration and training sites or interpretive uses for historic preservation, through outreach programs; establish a "friends group" to help establish revolving low-interest loans to property owners for preservation work; encourage elected officials to use incentives to assist property owners in rehabilitation efforts. <i>Ferry House</i> : Same as Alternative B plus: build new barn-like building to serve as a visitor information and interpretive center.

Historic Buildings and Structures (cont.)		and rehabilitate if funds are available. <i>Reuble Farmstead</i> : retain protective easements and seek to exchange.	<i>Jacob Ebey House</i> : Same as in Alternative B. <i>Blockhouse</i> : Same as in Alternative B. <i>Rockwell House</i> : Same as in Alternative B. <i>Reuble Farmstead</i> : stabilize and rehabilitate to Secretary of Interior's Standards to augment Reserve's administrative offices and provide for maintenance facility.
Collections Management	Maintain existing collection at North Cascades National Park Service Complex.	Same as Alternative A plus: Implement museum management plan that provides for local museum to hold limited artifacts provided NPS storage requirements are met;	Same as Alternative A, plus: Provide space for limited collections within new visitor center/contact station.
Archaeology	Continue established resource protection measures for the identification and treatment of archaeological resources.	Same as Alternative A.	Same as Alternative A.
Compliance Activities	Continue required federal compliance by NPS with the NHPA; strive for enhanced consultation and relationships with affiliated tribes.	Same as Alternative A.	Same as Alternative A.
Natural Resources	Alternative A	Alternative B	Alternative C
Geology, Soils, and Air Resources	Continue to support preservation of prime and unique farmland soils; incorporate night sky preservation provisions in easement language.	Same as Alternative A plus: Encourage natural quiet/night sky programs and activities; join existing air quality networks within state and federal agencies to gather baseline information and establish monitoring program; work with partners to prevent the loss of prime and regionally important agricultural soils; solicit resource management funding for important research topics.	Same as Alternative B.
Water Resources	Continue to support and encourage existing water quality programs and protection of wetlands, impoundments, riparian areas, and aquifer recharge areas.	Same as Alternative A plus: Work with partners to protect, restore, mitigate for wetlands; protect shoreline; protect aquifer and surface waters; encourage development of Penn Cove water quality plan; seek funding for hydrological assessments.	Same as Alternative B.
Vegetation	Coordinate vegetation management with the Reserve's fire management plan; continue to advo-	Same as Alternative A plus: Work cooperatively with partners to expand and preserve wood-	Same as Alternative B.

Vegetation (cont.)	cate for native plant community preservation; monitor NPS-owned woodlands; identify/re-establish specific prairie sites; secure funding for the protection of listed golden paintbrush; promote importance of hedgerows; remove exotic species as possible; encourage compatible roadside vegetation program with others; continue vascular plant inventory and surveys.	land and prairie ecology; design and implement prairie restoration plan; promote compatible roadside vegetation program; work with partners in Weed Management Area to control exotic plant species; seek funding for research and monitor projects.	
Wildlife	Continue to support T&E species at federal and state level; increase knowledge in baseline species information; continue to seek cooperation from NCCN network.	Same as Alternative A plus: Increase baseline information, produce interpretive materials, and conduct outreach programs; seek funding for research and monitoring	Same as Alternative B.
Compliance Activities	Continue required federal compliance by NPS with NEPA and Section 7 of the Endangered Species Act.	Same as Alternative A.	Same as Alternative A.

Agricultural Resources	Alternative A	Alternative B	Alternative C
Protection of Agricultural Lands	Continue to acquire easements on key parcels; encourage protection of prime soils; define the extent of acceptable change in easements; continue to track pest management on NPS-owned farmland; continue to provide technical assistance on farming topics; continue limited community programs, which promote public awareness of agriculture.	Same as Alternative A plus: Partner with federal, state, and local entities to provide technical assistance for property owners regarding grant proposals, tax incentives, and other measures; establish friends group; advocate for sustainable agriculture; encourage innovative agricultural product development; cooperate with existing farm organizations to interest investors in farm operations; work with others to advance agricultural research marketing, and sales.	Same as Alternative B.
NPS-owned Farms	<p><i>Farm I:</i> Place NPS conservation easement and rehabilitate historic buildings where possible; then exchange out of federal ownership to private farm operator.</p> <p><i>Farm II:</i> Place NPS conservation easement and rehabilitate historic houses where possible; then exchange out of federal ownership to private farm operator.</p> <p><i>West Ridge Property:</i> continue to retain property in NPS ownership; continue to lease 60 -acre tract for farming; retain Cottage for Reserve administration offices and</p>	<p><i>Farm I:</i> Same as Alternative A, plus retain one-acre for development of trailhead.</p> <p><i>Farm II:</i> Same as Alternative A.</p> <p><i>West Ridge Property:</i> short-term—continue to lease 60-acre tract for agricultural uses; long-term retain NPS ownership of property; rehabilitate Sheep Barn and as part of the exchange, relocate maintenance facility there to be built by new owner of Farm II; continue agricultural use for fields.</p>	<p><i>Farm I:</i> Same as Alternative B.</p> <p><i>Farm II:</i> Place NPS conservation easement on farmland and exchange or sell; rehabilitate historic buildings and houses; retain approximately 5 acres of farmstead to augment administration capability, including maintenance.</p> <p><i>West Ridge Property:</i> Same as Alternative B in the short-term; long-term, place conservation easements on land and exchange for conservation easements on other priority properties within the Reserve; include in NPS Spe-</p>

NPS-owned Farms (cont.)	maintain Jacob Ebey House and Blockhouse as exterior interpretive exhibits without interpretation.		cial Use Zone to allow for disposition; retain sufficient acreage to include Jacob Ebey House, Blockhouse and Cottage. Same as Alternative B.
Public Awareness of Reserve's Agricultural Heritage	Provide no new actions.	Provide agricultural tourism opportunities; including sale of local farm products.	
Recreational Resources	Alternative A	Alternative B	Alternative C
Trails and Walks	Continue to work with partners in maintaining existing trails into an integrated network within the Reserve; continue to promote and publish driving, biking, and walking tour brochures; implement Reserve-wide sign plan with partners.	Same as Alternative A, plus: Complete and expand trail network; retain one-acre at Farm I for development of trailhead; cooperate with others on developing public self-guided nature trails; partner with county on water trail; expand auto tour route in northern Reserve.	Same as Alternative B.
Appropriate Uses	Encourage appropriate watercraft usage; provide information about water-based recreation opportunities; develop standards and locations for paragliding, model airplane flying, and other recreational uses within the Reserve with partners; continue to support passive recreational activities.	Same as Alternative A, plus: Develop system for monitoring increased recreational use; mitigate with partners for adverse effects.	Same as Alternative B.
Information Systems, Sites, and Programs	Provide no new actions	Provide or enable interpretive training for tour operators on Reserve's resources.	Same as Alternative B.
Economic Benefit of Recreation Expenditures	Provide no new actions	Update Reserve's socioeconomic study on visitor expenditures	Same as Alternative B.
Scenic Resources			
Protection of Scenic Lands, Roadsides, and Vistas	Maintain scenic/historic views; maintain open space along existing waysides and pullouts; continue to influence placement of new structures on landscape to minimize visual impact.	Same as Alternative A, plus: With partners, develop design guidelines handbook for homeowners; enhance scenic beauty of roadside areas; encourage clustering provisions; continue to encourage the designation of key scenic roads; encourage development of scenic pullouts, overlooks, and waysides.	Same as Alternative B.
Viewshed Protection	Acquire easements to protect scenic quality.	Same as Alternative A, plus: Work with town to define and protect viewshed across Penn Cove.	Same as Alternative B.

Interpretation and Education	Alternative A	Alternative B	Alternative C
Exhibits and Interpretive Media	Maintain current wayside exhibits to NPS standards; produce Long Range Interpretive Plan; work with partners to expand exhibits and pullouts; support the traveler information station; upgrade website; provide general information about Reserve; find new locations for NPS Passport Stamp station; maintain Ferry House, Jacob Ebey House and Blockhouse as exterior exhibits for visitor viewing.	Same as Alternative A, plus: Revise wayside exhibit plan; improve wayside at Port Townsend Ferry Landing; place oral histories, historic documents and photos on Reserve's Internet homepage; sign and actively interpret the Ferry House and Jacob Ebey Blockhouse as exterior exhibits; rehabilitate Jacob Ebey House for use as seasonal contact station and include interior exhibits.	Same as Alternative B, plus: Interpret collections at Reserve visitor center/contact station operated by the Commission, potentially with partners; work with partners to expand outreach using latest technology to reach larger, broader, and more diverse audience across country; provide interpretive opportunities at new barn-like building at Ferry House.
Reserve Visitor Center/Contact Station	Island County Historical Museum continues to serve as Reserve visitor center.	Find suitable, preferably historic, building in Coupeville or historic building elsewhere within Reserve for a visitor center/contact station; include interpretive exhibits on primary interpretive themes; could locate administrative offices here; support opportunities to develop marine science center managed and operated by other organizations.	Same as Alternative B, but explore partnering opportunities with others, plus: Partner for development of a visitor contact facility at a proposed marine science center.
Partnership Programs	Continue to partner with others in existing limited educational and interpretive programs.	Initiate docent/volunteer program coordinated by a Reserve staff coordinator/education specialist; establish "friends group"; promote public education on Reserve through programs, posters, and workshops; participate in NPS Parks as Classrooms Program; offer field schools with partners; develop interpretive exhibits related to aquatic environment.	Same as Alternative B, plus: Develop regional and national educational partnerships on resource management and protection, landscape preservation and other topics.
Gateway Contact Facilities	None.	Develop 3 gateway interpretive kiosks.	Same as Alternative B, plus: Explore the potential to use an historic building to serve as the northern gateway contact facility.
Interpretive Guided Tours	Provide limited guided tours by private operators.	NPS would provide personal services, including training and oversight to private operators; encourage self-guided and expanded public auto tour routes.	Same as Alternative B.
Educational Outreach to Reserve Residents	Continue to provide limited outreach.	Partner with real estate companies to develop a brochure about living within the Reserve.	Same as Alternative B.

Reserve Facilities	Alternative A	Alternative B	Alternative C
Administration Facilities	Retain staff offices in Cottage by Sunnyside Cemetery and a natural resources management office at Farm I.	Same as Alternative A in the short-term; for long-term, secure administrative space in Coupeville in historic building in conjunction with visitor center/contact station if possible; retain Cottage for resource offices.	Same as Alternative A in the short-term; for long-term, adaptively reuse portion of Farm II, Reuble Farmstead with 5-acre tract to augment administrative needs. Continue to use Cottage for resource offices.
Maintenance Facilities	In short-term, continue to use Reuble Farmstead for storage and shop; continue to use seasonal employees and volunteers; continue with no funded/established maintenance program. In long-term, explore various opportunities by co-locating maintenance facilities within the Reserve with others, such as units of local government, nonprofits, or individuals.	In short-term, continue to use Reuble Farmstead for storage and shop; when Farm II is exchanged, require new owner to construct a new maintenance building (to NPS specifications) adjacent to the Sheep Barn at the West Ridge property; retain West Ridge in NPS ownership; could continue to be available for leasing; provide opportunities for NPS network needs.	Same as Alternative A in the short-term; for long-term, adaptively reuse portion of Farm II, Reuble Farmstead with 5-acre tract for maintenance and administrative complex.
Reserve Operations			
Staffing	3 Full-time equivalents 4 Staff	9 Full-time equivalents 9 Staff	10 Full-time equivalents 10 Staff
Fees	Maintain no fee collection for entering Reserve; fee collection would continue at state parks and county museum.	Same as in Alternative A	Same as in Alternative A
Hours	Maintain existing office hours.	Same as in Alternative A	Same as in Alternative A
Transportation, Access, and Circulation			
	Continue to work with WSDOT regarding road improvements; continue to publish self-guided tour brochures; Island County would continue to offer free bus service; encourage residents to use trails for commuter routes.	Same as in Alternative A, plus: Conduct water/land circulation study throughout the Reserve to examine visitor use patterns and identify conflicts.	Same as in Alternative B plus: Request Island Transit to consider establishing summer weekend shuttles to and from Coupeville, Ebey's Landing, Fort Casey and Fort Ebey state parks and other trailheads within the Reserve.
Reserve Boundary			
	Maintain existing boundary.	Expand boundary to include remaining portions of US Navy OLF, Smith Prairie, Crockett Lake wetlands.	Same as in Alternative B.
Land Protection			
Land Protection Methods	Continue to rely on existing county and town land use controls; secure conservation easements and limited fee-title; partner with nonprofit land trusts and	Same as Alternative A, plus: Institute other creative land protection techniques; establish relationships with land trusts; seek other funding besides LWCF; seek	Same as Alternative B, with the following exception: Recommend that legislation authorizing the change in the Reserve boundary direct a suitability/
Land Protection Methods			

(cont.)	organizations.	to protect recharge areas through easement protection; work with DNR to protect intertidal areas; work with other agencies to protect marine waters through county/state designation.	feasibility study of western coast areas of Whidbey Island for potential designation as a National Marine Sanctuary managed by NOAA.
Land Protection Priorities	Seek to preserve key parcels in accordance with the Reserve's existing Land Protection Plan.	Focus land protection measures on 8 intact areas within the Reserve based on new Land Protection Plan.	Same as Alternative B.
Land Use Measures	Rely on county/town zoning and land use regulations; rely on town's historic overlay zone; inform officials of proposals contrary to Reserve mission; provide design review input to town and county.	Same as Alternative A.	Same as Alternative B, plus: Recommend that Island County reinstitute transfer development rights as a method for protection of agricultural land.
Funding	Provided by LWCF and supplemented by nonprofit organizations.	Same as Alternative A plus: Seek new sources of funding support for land protection; establish "friends group" to support various land protection opportunities; solicit foundations and individuals for support, donations, and bequests from private estates.	Same as Alternative B.

Action Items	Alternative A	Alternative B	Alternative C
	Initiate prairie restoration; revise historic preservation guidelines; develop sign plan; develop recreational plan; participate in Washington State Parks planning process; monitor conservation easements; track IPM practices; develop Long Range Interpretive Plan; update Land Protection Plan; revise cooperative agreements between NPS, Trust Board, and partners; assure NEPA/NHPA compliance on all federal actions.	Same as Alternative A, plus: Develop a system for tracking, evaluating, and monitoring changes to the cultural landscape; update the Reserve's Resource Management Plan; develop a strategy and needs assessment for Island County Historical Museum to house NPS Reserve Collections and meet NPS Standards; develop a design guidelines handbook for property owners in conjunction with partners; upgrade training and development opportunities for Trust Board members and staff; establish a friends group for the Reserve; establish new cooperative agreements and revise existing cooperative agreements with organizations; develop a circulation study for visitor use patterns within the Reserve; expand driving tour route and interpretive/outreach programs.	Same as Alternative B, plus: Train Commission members; expand routes and service for Island Transit; explore partnership development of a marine science center; study coastal areas for National Marine Sanctuary designation.

Summary of Impacts

Actions	Alternative A	Alternative B	Alternative C
Effects on Cultural Resources	Alternative A	Alternative B	Alternative C
Cultural Landscape	Negligible to minor adverse impacts on the integrity of the cultural landscape and no major adverse impacts caused by NPS actions. Actions to promote the historic land use patterns with private farms leasing federally owned land provide a moderate benefit. Moderate to major long-term adverse impacts from lack of a tracking system to monitor changes to the cultural landscape.	Developing a tracking system for cultural landscape changes would have positive, long-term effects. Stronger advocacy role in historic preservation to help maintain historic character has long-term beneficial effect.	Same as Alternative B, plus: Elevating status of Reserve management to paid Commission could have moderate to major beneficial impacts by heightening awareness of preservation.
Historic Buildings and Structures	Research and stabilization efforts necessary to preserve and protect NPS-owned structures provide minor benefit. Continued loss of non-NPS historic buildings and structures through demolition, neglect, or inappropriate alterations could have major, long-term, adverse impact and threaten integrity of the Reserve. Continued research and information sharing could have long-term benefit.	Same as Alternative A, plus: Adaptive reuse and interpretation of NPS-owned structures has long-term benefits. Expanded efforts for community outreach including a technical library and research program provide moderate to major benefits.	Same as Alternative B, plus: Using NPS-owned properties for historic preservation demonstrations and trainings has long-term beneficial effects. An historic building would be restored to Secretary of the Interior's Standards and Commission would work with officials to use incentives for owners in restoring and rehabilitating historic properties within the Reserve, providing beneficial, long-term effects.
Archaeological Resources and Collections Management	No adverse effects on archaeological resources. Collections management continues at North Cascades National Park results in minor to moderate adverse impact by removing collections from historic setting, but adequate storage and protection of collections also provides long-term benefits.	Same as Alternative A, plus: Long-term moderate benefits from development of a collections plan that provides for a local museum to hold limited artifacts provided NPS storage requirements are met.	Same as Alternative B New visitor center/contact station could potentially house collections providing local access resulting in long-term moderate benefit.

Effects on Natural Resources	Alternative A	Alternative B	Alternative C
Geology, Soils, and Air Resources	Negligible impacts on air resources and geology. Short and long-term adverse impacts on soils from habitat restoration and maintenance actions would be negligible to minor in intensity and duration and would result in long-term beneficial effects due to reductions in trampling, erosion, and exotic plants.	Impacts on air resources and geology same as Alternative A. Soil impacts same as Alternative A, plus: Additional land protection measures have beneficial effects to prevent the loss of prime and locally important agricultural soils. Active support of agency partnerships to advance research on area's agricultural history, crop management, farm operations and other topics provide long term benefits by improving understanding of soil quality and preservation. Research monitoring would have short-term negligible impacts.	Same as Alternative B
Soundscape	The natural soundscape at the Reserve, consisting of both natural quiet and sounds associated with rural agricultural operations, would experience short-term minor adverse impacts from Alternative A, primarily through cumulative impacts generated outside the Reserve. Short-term moderate adverse impacts from construction noise could occur if the five-acre minimum build-out potential is realized.	Moderate benefits to the Reserve by enabling the Reserve to track changes that may impact the natural soundscape containing sounds traditionally associated with rural agriculture and natural quiet.	Same as Alternative B
Water Resources	Retaining land within the Reserve in agricultural use has positive long-term impact on freshwater resources; irrigation water used to grow crops is available for aquifer recharge and does not have to be treated. Continuation of existing management activities results in overall long-term negligible to minor beneficial effects on water quality with measurable effects limited to small localized areas.	Comprehensive research and monitoring agenda and working with farmers in aquifer protection would improve the local long-term beneficial effects on water resources at intensity levels ranging from negligible to potentially major. Creating impoundments or riparian corridors could create minor to moderate, short-term localized adverse impacts and minor to major beneficial, long-term impacts on wildlife and agricultural irrigation.	Same as Alternative B
Vegetation	Short- and long-term negligible to minor adverse impacts on vegetation from continued use of trails, plus off-trail trampling and spread of noxious weeds. Native plant community restoration activities and facilities maintenance	Forest management actions result in long-term moderate beneficial impacts to forest health and wildlife species despite short-term minor adverse impacts on removed vegetation. Native plant community restoration activities and fa-	Same as Alternative B

Vegetation (cont.)

activities cause short-term negligible to minor adverse impacts but result in long-term indirect and direct minor to major beneficial effects as a result of vegetation restoration and public education.

ilities maintenance activities cause short-term negligible to minor adverse impacts, but result in long-term indirect minor to major beneficial effects as a result of vegetation restoration and public education. Continued project funding for protection and recovery of threatened golden paintbrush would have minor to moderate beneficial impacts. Other research and monitoring activities would involve negligible to minor impacts on vegetation; however, research outcomes would yield more baseline information that would be beneficial to native plant preservation. Expanded prairie restoration would increase potential for localized short-term adverse impacts due to wind and rain caused erosion but provide long-term benefits to prairie preservation.

Wildlife

Effects on wildlife continue to result primarily from conflicts with human uses of Reserve. Access, roads, and visitor recreation result in minor long-term adverse impacts on some species in high use areas. Prairie restoration and wildlife survey efforts cause some short-term minor adverse impacts, but with minor to moderate long-term beneficial impacts. Bald eagles common in the Reserve continue to experience negligible to minor impacts from current activities.

Same as Alternative A, plus: Prairie plant restoration efforts cause some short-term minor impacts, with minor to moderate long-term beneficial impacts, depending on species. Large scale restoration project such as Crockett Lake would have major long-term benefits on native flora and migratory waterfowl. Conservation of hedgerow habitat would have long-term beneficial impacts on numerous wildlife species dependent on plant community.

Same as Alternative B

Effects on Agricultural Resources

Alternative A

Alternative B

Alternative C

Protection of Agriculture Lands

Protection of agricultural lands in Alternative A continues to rely on scenic easements which result in moderate benefits by stabilizing the land base of agriculture. However, the high cost and pace of purchasing easements may not be fast enough to counteract the pressure to convert agricultural land which could be a moderate to major adverse impact.

Same as Alternative A, plus: Additional emphasis on promoting agriculture, agricultural process and innovative marketing would provide additional benefits to agricultural resources in the Reserve and be a minor to moderate benefit.

Same as Alternative B

<p>NPS-owned Farms</p>	<p>Leasing NPS owned farms for agricultural purposes until their ultimate disposition provides a short-term, moderate benefit by retaining land in agricultural production. Disposing these properties, with the protection of scenic easements, in exchange for additional easement protection on lands within the Reserve is a long-term moderate benefit.</p>	<p>Impacts for Farm II are same as Alternative A.</p> <p>Retaining the West Ridge property has long term benefits by providing for the continuation of agriculture through either a lease to a local farmer or for other agricultural needs, and providing an additional venue for interpretation on historical agriculture.</p> <p>Retaining one acre at Farm I would be a moderate benefit by providing an additional recreation opportunity for Reserve trail connections.</p>	<p>Impacts for Farm I are the same as Alternative A.</p> <p>Retaining the Reuble Farmstead and five acres for Reserve functions provides several moderate, long-term benefits. Benefits include restoring buildings to Secretary of the Interior's Standards; using restoration projects as training opportunities; adaptively re-using buildings for Reserve functions. However, this adaptive reuse does contribute to the conversion of farming structures to other uses. Impacts for West Ridge are similar to Alternative A. Disposition of the farm with easements in exchange for conservation easements on other properties is a moderate long term benefit to the Reserve.</p>
<p>Prime and Unique Soils</p>	<p>Prime and unique soils would continue to be lost if land is converted out of agriculture, a moderate adverse impact.</p>	<p>Taking a greater role working with other partners to prevent the loss of prime and unique agricultural soils would be an indirect benefit by educating the public about loss of important agricultural soils and a direct benefit by helping farmers retain important agricultural lands.</p>	<p>Same as Alternative B</p>
<p>Effects on Visitor Experience</p>	<p>Alternative A</p>	<p>Alternative B</p>	<p>Alternative C</p>
<p>Interpretation and Education</p>	<p>Maintenance and expansion of waysides, depending on funding availability, has a minor beneficial effect. Using the Island County Historical Museum has minor adverse impacts that result from an entrance fee and the lack of any signs advertising the Reserve's exhibit.</p>	<p>Development of facilities, waysides, and updating the Port Townsend Ferry Landing wayside provide direct benefits. Providing a centrally located visitor center in a historic building also has direct benefits. Increased emphasis on expanding outreach for interpretation and education provides long-term indirect benefits by improving understanding about the significance of the Reserve.</p>	<p>Same as Alternative B, plus: Addition of a gateway contact facility, a marine science center, and a barn-like interpretive building at the Ferry House would be a moderate benefit. Loss of NPS uniformed personnel would be a moderate adverse impact.</p>
<p>Recreational Resources</p>	<p>Maintaining existing trails, implementing a sign plan for trails, and printing and distributing interpretive brochures would result in long-term beneficial impacts for visitors to the Reserve. Encouraging appropriate guidelines and enforcement of town speed limits for personal watercraft use would</p>	<p>Overall, the actions proposed in Alternative B will have beneficial effects and minor impacts on the recreational resources of the Reserve. Establishing a recreational monitoring system would have long-term beneficial impacts on recreational resources. Enhancing cooperation among partners to</p>	<p>Same as Alternative B</p>

Recreational Resources (cont.)	have long-term benefits by promoting safe recreation opportunities. Regulations of personal watercraft use may be viewed as an adverse impact by current users. These watercraft can be a point source of pollution and have minor adverse impacts to natural quiet. Resulting noise is a moderate to major short-term adverse effect for birders and others enjoying nature	develop a water trail around Whidbey Island with linkages to existing marine trails would be a moderate, long-term benefit. Some private property owners may view the trail as a threat if proposals suggest traversing their land.	
Scenic Resources	Relying on voluntary landowner action to maintain historic views, protect scenery and open space, and minimize visual impact of new development could result in moderate to major adverse impacts to scenic resources if measures are not implemented. NPS would continue to acquire conservation easements by willing sellers that include provisions to address scenic resources providing long-term, direct benefits.	Creating a design guidelines handbook for property owners in the Reserve would provide a moderate, long-term benefit by educating homeowners on design and siting principles. Developing a viewshed map would also be a minor to moderate benefit and could be a useful tool to acquire voluntary conservation easements from willing sellers. Some minor adverse impacts could result if property owners view these actions as potential threats to their private property.	Same as Alternative B
Effects on Reserve Facilities	Alternative A	Alternative B	Alternative C
Visitor Facilities	No impacts are related to visitor facilities.	Relocating the visitor center/contact station and constructing three new gateway facilities would have minor short-term adverse impacts to resources during construction but would provide moderate long-term benefits to Reserve visitors. Locating the visitor center/contact station in a historic building would be a long-term moderate benefit by providing maintenance to the Secretary of the Interior's Standards to an additional historic structure.	Same as Alternative B, plus: Site specific impacts from partnering to develop a marine science center would be addressed in a separate compliance document.
Administrative Facilities	Current administrative facilities outside of Coupeville limit the visibility of the Reserve and the multiple locations create some inefficiency and a minor adverse impact.	Short-term impacts to administrative facilities are the same as Alternative A. Long-term relocation of administrative facilities to an existing location in Coupeville offers moderate benefits by providing a central location with more visibility to both the public and Reserve partners	Retaining the five acre tract and buildings at Farm II for both administrative and maintenance facilities provides moderate to major benefits by offering a long-term solution to the space needs for these Reserve operations; location of the administrative facilities at Farm II could be a minor adverse impact by decreasing visibility and accessibility to the pub-

<p>Maintenance Facilities</p>	<p>Reuble farmstead cluster at Farm II currently in use as a maintenance facility is adequate for the operation, creating no short-term impacts but potential moderate impacts in the long-term if the facility was relocated.</p>	<p>Locating a maintenance building at West Ridge as part of the exchange of Farm II is a moderate to major long term benefit by concentrating operations and infrastructure in fewer locations throughout the Reserve and improving operational efficiency. Short term minor adverse impacts could result from new construction.</p>	<p>lic and partners from town center.</p> <p>Retaining the five acre tract and buildings at Farm II for both administrative and maintenance facilities provides moderate to major benefits by offering a long-term solution to the space needs for these Reserve operations.</p>
<p>Effects on Reserve Management and Operations</p>	<p>Alternative A</p>	<p>Alternative B</p>	<p>Alternative C</p>
<p>Reserve Management</p>	<p>Varied composition of the Trust Board is a moderate to major benefit.</p> <p>Ability of the NPS to obtain easements to protect key areas is a major long-term adverse impact on Reserve values, character, and integrity.</p>	<p>Same as Alternative A.</p>	<p>Replacing the Trust Board with a paid Commission would result in moderate benefits to the Reserve by ensuring Commission members dedicate the time necessary to manage the Reserve.</p>
<p>Reserve Operations</p>	<p>Funding for staffing levels would continue to be inadequate to meet the increased interpretation, administration and resource management needs of the Reserve. Some existing program needs at the Reserve would continue to go unmet by Reserve staff, creating moderate adverse impacts.</p>	<p>Providing additional staff for additional preservation and Reserve operations and maintenance would enhance park values, a moderate benefit. Staffing division between NPS and Trust Board employees is a moderate to major benefit by balancing local and national expertise and responsibilities.</p>	<p>Replacing the shared staff in Alternative B with Commission staff only would result in major short-term adverse impacts that could become moderate adverse impacts in the long-term. If a high level of staff turnover occurs, these impacts would remain major and adverse. Major, short-term, adverse impacts from the cost and time required to train non-NPS Commission employees in the use of required NPS systems and procedures. The Reserve Manager and Commission staff would be responsible for ensuring all legal, policy and procedural requirements of maintaining federally owned land, including easement and fee interest, and managing federal funding and program areas.</p> <p>Long-term, moderate adverse impact from the sustained program oversight responsibility of staff in the NPS Pacific West Region-Seattle Office.</p>

Effects on Transportation, Access, and Circulation	Alternative A	Alternative B	Alternative C
Transportation, Access, and Circulation	The expansion of State Route 20 is the predominant influence on transportation and circulation in the Reserve. Reserve staff involvement in transportation project review will help ensure Reserve characteristics are considered in design and implementation as well as help mitigate cumulative impacts of road projects.	Expanded tour routes could have a positive impact on spreading out visitation in the Reserve, minimizing some potential congestion. Land and water circulation study could provide new information to help identify patterns useful in managing visitors and assisting in public safety.	Same as Alternative B, plus: Expansion of transit shuttle service will provide an additional means for traveling through the Reserve and could help reduce potential conflict among visitors in and travelers passing through the Reserve.
Effects on Socioeconomics	Continued presence of farms and agricultural land uses within the Reserve contribute positive socioeconomic benefits. Slow increase in development of new tourism opportunities will have a moderately positive socioeconomic impact. Reduction in the number of farm related workers and recent in-migration of non-agriculture workers has changed the character of the Reserve's population, a moderate adverse impact.	Greater socioeconomic benefit than Alternative A with increased emphasis on public information and education. Enhanced programs of land protection in concert with growth management efforts of Island County and the Town of Coupeville could result in a pattern of more concentrated land development in and adjacent to the Town of Coupeville.	Effects on socioeconomics under Alternative C would have a greater long-term, direct and indirect, beneficial impact with the development of a marine science center, and visitor center/contact station.
Effects on Reserve's Boundary and Land Protection	No boundary changes proposed. Land use protection measures rely heavily on efforts at the county and municipal level. Rural zoning district change from one home per ten acres to one home per five acres would have a major adverse impact on the visual character of the Reserve if future build-out occurred at this density (see Figure 12). County development standards would not likely mitigate the impacts of development at five-acre density. Many permitted and conditional uses allowed in zoning districts within the Reserve could be incompatible with the Reserve's objectives, a moderate adverse impact.	Boundary changes proposed in Alternative B that attempt to retain Smith prairie, the remainder of the OLF in the Reserve boundary, and the eastern wetlands of Crockett Lake would provide major, long-term benefits to protecting the integrity of the Reserve. Incorporating other land protection measures such as leaseback, historic property leasing, donation and others allow more options for conservation than Alternative A, providing moderate to major benefits.	Same as Alternative B, plus: Creating a system of transfer of development rights, if successful, would have long-term, moderate benefits. Cost associated with creating and maintaining this system would have a moderate adverse financial impact. National Marine Sanctuary designation could have moderate to major long-term benefits by protecting marine resources.