

A vision and guidance for managing development in a way that respects Island County's history.

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5.1 INTRODUCTION

Although the Growth Management Act (GMA), established in 1990 does not explicitly require communities to include a separate Historic Preservation Element as a part of their Comprehensive Plans, the GMA does emphasize its importance. The GMA outlines thirteen goals that communities must plan by; Goal 13 is to "identify and encourage the preservation of lands, sites, and structures, that have historical or archaeological significance." Few communities however, have thoroughly addressed historic preservation in their Comprehensive Plans. Given the abundance of Island County's historic resources, historic preservation is a high priority within the community. The Comprehensive Plan is the best place to provide clear vision and guidance for managing development in a way that respects Island County's history.

5.2 PLAN FOR THE HISTORIC PRESERVATION ELEMENT

Currently, this Element addresses historic preservation efforts within Ebey's Landing National Historical Reserve, in Central Whidbey. The County recognizes there are valuable and irreplaceable historic resources throughout Island County and plans to take further action towards county-wide historic preservation.

Island County currently works to promote historic preservation by encouraging the use of incentives that aid and encourage rehabilitation and adaptive use of significant historic properties. These include financial incentives like Special Valuation and the Federal Historic Preservation Tax Credit Program for income-producing properties. There are also other historic preservation regulations and review processes that Island County regularly participates in, such as the Washington State Environmental

HISTORIC PRESERVATION ELEMENT GOAL

1. **Actively participate in Ebey's Landing National Historical Reserve in order to "preserve and protect a rural community which provides an unbroken historical record from 19th century exploration and settlement in Puget Sound to the present time" (Public Law 95-625, November 10, 1978).**
2. **To identify Island County's archaeological resources, and to protect and preserve the cultural, historical, social, educational, and scientific value of these resources in a manner that respects their cultural significance.**

Policy Act (SEPA), the National Environmental Policy Act (NEPA), Section 106 of the National Historic Preservation Act (NHPA), the Federal Highway Administration (FWHA) policy guidelines - Section 4f, and Washington State Executive Order 05-05, and state laws on archaeological permits.

In order to continue historic preservation efforts in Island County, the County recognizes the importance of conducting a comprehensive historic resources survey. A county-wide inventory of historic resources might begin by consolidating data from existing and local heritage preservation organizations like museums, historic sites, and Certified Local Governments within Island County.

Once an inventory is complete the next steps will be to research historic preservation techniques and funding sources. All relevant community groups, organizations, and agencies will have to be involved in this collaborative process of implementing the community's vision.

5.3 EBEY'S LANDING NATIONAL HISTORICAL RESERVE

National Reserves are geographic areas containing nationally significant resources in which federal, state and/or local agencies, along with the private sector, work cooperatively to manage, protect and interpret the resources.

Ebey's Landing National Historical Reserve (Reserve) was established by an act of Congress in 1978 in order "to preserve and protect a rural community which provides an unbroken historic record from nineteenth century exploration and settlement of Puget Sound up to the present time." (Public Law 95-625, November 10, 1978).

The Reserve, is one of the only remaining area in the Puget Sound region where a broad spectrum of Northwest history is clearly visible on the land and protected within a landscape that is lived in and actively farmed. Most of the land remains in private ownership, while retaining its historic, cultural, and rural character.

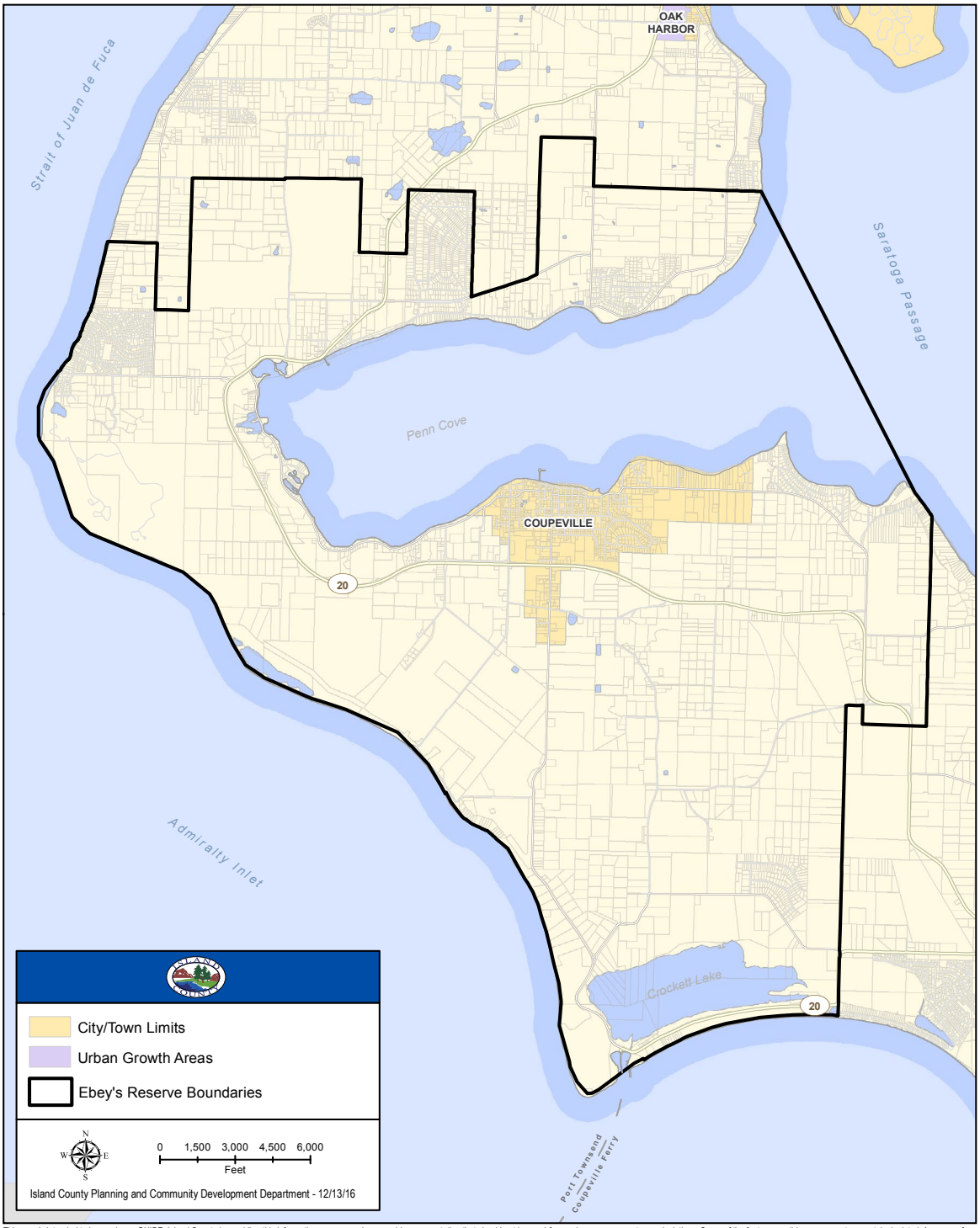
The Reserve is nationally significant; when it was established, it represented a new approach to preserving land and heritage resources. This new approach recognized that local government, including Island County (the government and its residents) has always been a key partner in the Reserve.

The Reserve's distinct landscape, rural character and heritage resources are economically important within our agricultural, recreation and tourism industries, socially important within our community, and worthy of proactive preservation.

5.3.1 ESTABLISHMENT OF THE RESERVE

Ebey's Landing National Historical Reserve was established on 1978 as a way of protecting the Central Whidbey Island Historic District, a nationally significant historical area in central Whidbey Island. With a new type of preservation model known as a National Reserve and an active collaboration of local, state and federal partners, the cultural landscape could be protected without sacrificing the needs and future of a working rural community. While there are Federal, State, Town, and County lands within the Reserve,

MAP 5A. Ebey's Landing National Historical Reserve



This map is intended to be used as a GUIDE. Island County is providing this information as a general geographic representation that should not be used for precise measurements or calculations. Some of the features on this map are not accurately depicted. Any user of this map assumes all responsibility for use and agrees to hold Island County harmless for liability, damages, or loss incurred by use of this information. Specific questions should be directed to Island County's Department of Planning and Community Development.

the majority (85%) is privately owned. The Reserve's landscape and rural character are protected through land donations, tax incentives, local land use regulation, conservation easements, and the cooperation of property owners.

The Reserve is a "partnership" that uses a cooperative strategy to bring together private and public resources at the local, state, and federal level. In 1980 the Ebey's Landing National Historic Reserve Comprehensive Plan was created to detail the conceptual plan for the Reserve. Then in 1988 an interlocal agreement between Island County, the Town of Coupeville, the National Park Service, and the State of Washington, established a joint interagency administrative board for management of the Reserve, now referred to as the Trust Board. The Trust Board for the Reserve consists of four representatives appointed by Island County, three representatives appointed by the Town of Coupeville, one representative from State Parks, and one representative from the National Park Service. The Trust Board is the entity that then actively manages the Reserve. In 2011, Design Guidelines for the Reserve were adopted by both Island County and the Town of Coupeville. In that same year, both the Town and the County entered into another interlocal agreement to facilitate a coordinated permit review procedure, including the creation of a joint Historic Preservation Commission to conduct review.

The Reserve was created "to preserve and protect a rural community which provides an unbroken historic record from 19th century exploration and settlement in Puget Sound to the present time" and emphasizes four historic events.

- Vancouver's exploration of the Puget Sound in 1792
- The first permanent settlement on Whidbey Island by Isaac Ebey
- The Donation Land Claim settlements and subsequent settlements
- The development of the Town of Coupeville

The Reserve's boundaries reflect this history and are the same as those of the Central Whidbey Island Historic District established in 1973, which were based on the settlement patterns resulting from the Public Lands Survey Act of 1850, also known as the Donation Land Claim Act.

The legislation points to the fact that this is a community that has evolved from early exploration to the present and consists of descendants of original settlers as well as new residents. As such, the Reserve cannot be interpreted from one specific point in time. In addition, most of the land is privately owned, with the rest a combination of local, state, and federal ownership; creating a unique set of circumstances. The NPS has purchased little land within the Reserve, but has actively acquired scenic easements on farms and important open spaces. The concept of the Reserve was a community effort and participating in land protection is voluntary on the part of private landowners. This has been a key to the Reserve's success in the community.

The impetus to protect central Whidbey began from local citizens' initiative to protect Ebey's Prairie from inappropriate development and is well documented in the Reserve's administrative history. The concept of a national historical reserve was viewed as a way to preserve open space with a minimum disturbance to private landowners—to provide initial federal support without threatening local autonomy.

5.3.2 RESERVE TRUST BOARD

The nine-member Trust Board is made up of representatives appointed by the four government partners of the 1988 Interlocal Agreement: Island County (4 representatives); Town of Coupeville (3 representatives); Washington State Parks (1 representative) and National Park Service (1 representative). Members serve four-year terms. The Trust Board holds monthly public meetings and conducts business according to the Open Public Meetings Act. The Trust Board employs a Reserve Manager to oversee day-to-day operation of the Reserve, and additional staff as needed, including an Office Manager, a Preservation Coordinator and an Outreach Coordinator. The Trust Board's key responsibilities are to coordinate the partnership defined in the 1988 Interlocal Agreement; to monitor the NPS acquired scenic easements in the Reserve; and to advise advising local, state, and federal partners on preservation in the Reserve (including serving on the Historic Reserve Committee as part of the Design Review process).

5.4 EBEY'S RESERVE DESIGN REVIEW PROCESS

5.4.1 PROCESS OVERVIEW

The Design Guidelines and Design Review Process are the main local government tools to ensure protection of the historic resources in the Reserve.

As stated earlier, a Design Review Process and Design Guidelines were adopted by both Island County and the Town of Coupeville in 2011. Design review is the process of applying context-specific design guidelines to proposed construction and remodeling projects. This process is not intended to freeze the Reserve or its buildings in a particular time period. Rather, it is a tool to help all property owners care for and conserve the overall character and appearance of the Reserve. Each demolition, each new roadway, and each incompatible new structure diminishes the Reserve's historic character. Design review promotes sensitive rehabilitation and new construction that maintains the unique character of the Reserve, helping retain strong property values for the entire community, and preserve our shared heritage.

To tailor the design review process, the Reserve has been mapped into two separate Review Areas. The Review Areas reflect the areas' predominant character, historic significance and fragility.

Review Area 1:

- Historic Neighborhoods
- Historic and Scenic Vistas

Review Area 2:

- Newer Neighborhoods
- Forested Lands

There are also four levels of review depending upon the complexity of the proposal. These are:

Level A: Projects that are low impact, less complex projects upon which the Town or County Planning Director (or his or her designee) makes an administrative decision.

Level B: Projects that are more complex and will be reviewed by the staff as well as the Reserve Committee which consists of the Reserve Manager, the County Planning Director, and the Town Planner.

Level C: Projects that are reviewed by the Historic Preservation Commission. These are projects that can potentially have a significant long-term effect on the Reserve's historic character.

Level D: Recommendation to the Director on projects which most likely will have a Historic Preservation decision

5.4.2 DESIGN GUIDELINES

The Ebey's Reserve Design Guidelines were developed to assist owners with recommended approaches to additions and alterations of historic buildings and sites, as well as design development for new construction within the Reserve. Design guidelines are used by the County, Town, and Reserve staff - as well as the Historic Preservation Commission - in their decision-making process when considering the issuance of a Certificate of Appropriateness. The goal of design review in the Reserve is to sustain the vibrant and unique historical setting so that new development complements the historic setting. The U.S. Department of the Interior defines four approaches to the treatment of historic buildings and structures as listed below.

5.5 MOVING FORWARD

The 1980 Comprehensive Plan for Ebey's Landing National Historic Reserve was developed as the initial guiding document for the protection, preservation and interpretation of the Reserve. Decades later, the plan still tells the story of the Reserve's significance and establishment, but key conditions and processes have changed. One example is the increasing number of residents and visitors. Are current processes and protections working as intended to sustain agriculture, retain rural character, protect resources, and provide for appropriate recreation? This question needs to be answered by a collaborative updating of the 1980 plan by the Trust Board Island County, and other partners charged with the Reserve's preservation.

5.6 GOALS AND POLICIES

2016 UPDATES

NEW New goals and policies are indicated with ***red italicized*** numbering

REVISED Goals and policies that have been revised (more than minor text edits) are indicated with ***blue italicized*** numbering

Goal 1. **Actively participate as a partner in Ebey's Landing National Historical Reserve in order to "preserve and protect a rural community which provides an unbroken historical record from 19th century exploration and settlement in Puget Sound to the present time" (Public Law 95-625, November 10, 1978).**

HP 1.1. Adhere to the standards of the Comprehensive Plan for Ebey's Landing National Historical Reserve as set forth in the Interlocal Agreement with the National Park Service, Washington State Parks and Recreation Commission, and Town of Coupeville, or as amended.

HP 1.2. Development in the Ebey's Landing National Historical Reserve or other valued scenic or heritage areas will be designed to protect identified historic sites, structures, and panoramic vistas. Vegetative screening, setbacks, exterior design measures, view corridor protection and other suitable forms of mitigation will be used to lessen the impact of development within such areas.

HP 1.3. In cooperation with the Historic Preservation Commission, and the Trust Board, the County will review an annual report on the status of the design review process for the preceding year, the unified code, and the Design Guidelines for Ebey's Landing National Historic Reserve.

HP 1.4. In cooperation with the Town of Coupeville, Washington State Parks, the National Park Service, the Historic Preservation Commission, and the Trust Board, conduct a thorough update of the1980 Comprehensive Plan for Ebey's Landing National Historic Reserve.

HP 1.4.1. As a part of the process of updating the Plan for Ebey's Reserve, conduct an evaluation of the discrepancies between the Design Review Process adopted in 2011 (Ord. No. C-84-11[PLG-019-11]) and the 1980 Comprehensive Plan for Ebey's Landing National Historic Reserve and consider clarifying the authority for each document.

HP 1.5. Encourage management and preservation of Island County's historic resources by expanding the scope of the Historic Preservation element.

HP 1.6. Encourage the preservation and restoration of historic structures by continuing to provide special tax valuation for historic structures as directed by RCW 84.26.

HP 1.7. Create a complete inventory of all historically significant properties within Island County to identify Island County's historic resources and to protect and preserve these resources in a manner that respects their importance and continue to tell the story of Island County.

HP 1.8. Provide technical assistance to citizens in other parts of the County in forming local historic preservation districts.

HP 1.9. Research historic preservation tools and techniques that may apply to Island County.

HP 1.9.1. Evaluate the benefits of and the requirements for becoming a Certified Local Government through the National Park Service program aimed at promoting local historic preservation.

Goal 2. To identify Island County's archaeological resources, and to protect and preserve the cultural, historical, social, educational, and scientific value of these resources in a manner that respects their cultural significance.

HP 2.1. The County will prepare and maintain a current inventory of all known and suspected historic and archaeological sites in cooperation with the State Department of Archaeology and Historic Preservation and officials from the affected Indian tribe. This inventory will be kept in a secure location and used by County staff only for the purpose of verifying the presence of an archaeological site on a subject property.

HP 2.1.1. The County shall update its inventory of archaeological sites by incorporating information contained in the archaeologic reports required by Policy HP 3.4 below.

HP 2.1.2. Additionally, should any new archaeological site be discovered during development or otherwise, the County shall also incorporate information obtained from the newly discovered site in its inventory and shall forward or cause to be forwarded this information to the state Office of Archaeology and Historic Preservation and the affected Tribe.

HP 2.2. The County will continue to implement the Inadvertent Discovery Plan which identifies and protects archaeological sites within its jurisdiction.

HP 2.2.1. The County shall provide the affected Tribe, the Department of Archaeology and Historic Preservation, the Trust Board of the Ebey's Landing National Historical Reserve and the Island County Historical Society with a copy of any amendments to these procedures hereto.

HP 2.3. The County will ensure that affected tribal organization(s) and the Office of Archaeology and Historic Preservation are involved in the review of projects having potential impacts on archaeological sites by, at a minimum, providing the affected Tribe, organization and agency with a copy of the permit application for all such projects and notifying the owner or project proponent of his/her responsibility to consult with the affected Native American Tribe.

HP 2.4. Where a proposed development is located on or near an archaeological site, the County will require the property owner or project proponent to engage a qualified professional archaeologist to investigate and report to the County upon the location, condition, extent of the site and any recommendations in regard to treatment.

HP 2.4.1. Such report shall include consultation with the affected Indian tribe on proposed measures to avoid, protect, or mitigate the impacts of the proposed project on the archaeological site.

HP 2.4.2. The report shall include:

- A section describing the consultative process with the affected Tribe, setting forth the affected Tribe's comments on any findings and recommendations proposed by the archaeologist on behalf of the property owner or project proponent,
- Any changes made to those findings and/or recommendations as a result of the consultation, and
- Any contrary findings and/or recommendations of the affected Indian Tribe on avoidance or mitigation of the proposed project's impacts.

HP 2.4.3. The report shall be performed in accordance with the best available technology and techniques commonly accepted as standards in the profession of archaeology.

HP 2.4.4. A copy of the archaeologist's report shall be provided to the affected Tribe and the Department of Archaeology and Historic Preservation.

HP 2.5. No permit for an application requiring an archaeologist's report will be issued prior to the receipt by Island County of a required archaeological report and any comments submitted to the County by the Tribes.

HP 2.5.1. Based on the information contained in the written report of the qualified professional archaeologist, including the recommendations of the affected Indian Tribe on avoidance or mitigation of the proposed project's impacts obtained during the consultation process, the County will condition project approval in a manner to avoid or minimize impacts to the site consistent with federal and state law.

HP 2.5.2. Avoidance and conservation of the site is the preferred treatment.

HP 2.6. The County shall require property owners or project proponents to immediately halt work if, during the course of development, and particularly during actual construction, human remains or archaeological resources are encountered.

HP 2.6.1. The property owner or project proponent shall be required to contact the affected Native American Tribe, the County and the Department of Archaeology and Historic Preservation. This contact shall initiate a consultation process for determining subsequent actions.

HP 2.7. The County will work with affected Tribes and others to protect Native American artifacts and sites of significance, and other archaeological and cultural resources as mandated by RCW 27.53.