

DEPARTMENT OF THE INTERIOR
NATIONAL PARK SERVICE
EBEY'S LANDING NATIONAL HISTORICAL RESERVE

SCOPE OF COLLECTION STATEMENT

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I.	INTRODUCTION.....	
	A. Executive Summary.....	
	B. Purpose of the Scope of Collection Statement.....	
	C. Legislation Related to National Park Service Museum Collections.....	
	D. Park History, Significance, Purposes, Themes, and Goals.....	
	E. Laws, Regulations, and Conventions Related to Museum Collections.....	
II.	TYPE OF COLLECTIONS.....	
	A. Cultural Collections.....	
	1. Archaeology Collection.....	
	a. Artifacts and Specimens.....	
	b. Associated Field Records.....	
	2. Ethnology Collection.....	
	3. History Collection.....	
	4. Archival and Manuscript Collection.....	
	B. Natural History Collection.....	
	1. Biology Collection.....	
	a. Flora.....	
	b. Fungi.....	
	c. Mammals.....	
	d. Birds.....	
	e. Reptiles and Amphibians.....	
	f. Fish.....	
	g. Insects and Arachnids.....	

h. Other Invertebrates.....

i. Associated Field Records.....

2. Geology Collection.....

3. Paleontology Collection.....

III. MUSEUM COLLECTIONS SUBJECT TO THE NATIVE AMERICAN GRAVES
PROTECTION AND REPATRIATION ACT OF 1990.....

IV. ACQUISITION.....

V. USES OF COLLECTIONS.....

VI. RESTRICTIONS.....

VII. MANAGEMENT ACTIONS.....

I. INTRODUCTION

Executive Summary

The Ebey's Landing National Historical Reserve (EBLA) museum and archival collections are currently comprised of twenty-two accessions ranging from archaeology collections to archival collections, fish specimens to herbarium collections. The archeology collections were assembled during National Historic Preservation Act (NHPA) Section 106 compliance for stabilization of three historic buildings owned and maintained by the National Park Service. Subsequent research in natural history disciplines produced a vascular plant voucher collection and fish wet specimens. In the field of cultural resources, archival collections include park management documentation, photographs, and oral histories. Since many projects documenting the resources within the Reserve are expected to begin within the next five years, the Reserve's collection is likely to grow.

B. Purpose of the Scope of Collection Statement

This Scope of Collection Statement (SOCS) serves to define the scope of present and future museum collection holdings of Ebey's Landing National Historical Reserve that contribute directly to the understanding and interpretation of the Reserve's purpose, themes and resources and that must be preserved by Federal mandate. It is designed to ensure that all museum objects are clearly relevant to the Reserve.

Legislation Related to National Park Service Museum Collections

The National Park Service's (NPS) legal mandate for acquiring and preserving museum collections is contained in the Antiquities Act of 1906 (16 USC 4341 – 433); Organic Act of 1916 (16 USC 1 et.seq.); Historic Sites Act of 1935 (16 USC 461 – 467); Management of Museum Properties Act of 1955 (16 USC 18f); Reservoir Salvage Act of 1960, as amended (16 USC 469 – 469C); Archeological and Historical Preservation Act of 1974 (16 USC 469 – 469C); National Historic Preservation Act of 1966, as amended (16 USC 470 – 470t Sec. 110); Archaeological Resources Protection Act of 1979 (16 USC 470aa – mm); the National Park Omnibus Act of 1998 (16 USC 5901).

Park History, Significance, Purpose, Themes, and Goals

Ebey's Landing National Historical Reserve represents a departure from the traditional National Park Service involvement in land protection and resource preservation. The "Reserve" category is based on a concept of property protection utilizing a combination of methods and requiring close cooperation by various federal, state, and local jurisdictions, conservation groups, private citizens, and local land owners. Land protection methods include fee simple acquisition, lease for agricultural purposes, exchange, purchase of development rights, purchase of architectural controls, purchase of scenic easements, and donation of any of the above interests. Approximately ninety per cent of the land area within the Reserve is privately owned with less than one per cent recommended for fee simple purchase by the National Park Service.

The purpose of the Reserve was defined in Public Law 95-625 (92 Stat. 3508) Sec. 508, enacted November 10, 1978 which stated:

“...in order to pReserve and protect a rural community which provides an unbroken historical record from nineteenth century exploration and settlement in Puget Sound to the present time, and to commemorate –

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

settlement by Colonel Isaac Neff Ebey who led the first permanent settlers to Whidbey Island...;

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

the growth since 1883 of the historic town of Coupeville.”

The enabling legislation describes United States Department of the Interior (USDI) responsibilities in the management of the Reserve as follows:

(b) (1) “...the Secretary [of the Interior], in cooperation with the appropriate State and local units of general government, shall formulate a comprehensive plan for the protection, preservation, and interpretation of the Reserve.”

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

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

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

(3) make periodic grants, which shall be supplemental to any other funds to which the grantee may be entitled under any other provision of law, to such State or local unit of government for the annual costs of operation and maintenance...except of the estimated annual cost, as determined by the Secretary, of such operation and maintenance.”

As part of the Reserve’s Trust Board responsibilities, a management plan was developed to address the unique management collaboration and stated that one of its goals was to, “Preserve and protect significant historical, natural, cultural and scenic resources.” The original vision of the Trust Board was to avoid collecting objects that document the Reserve’s history. In demonstrating environmental leadership, the Service will (1) fully comply with the letter and the spirit of the [National Environmental Policy Act](#) and the [National Historic Preservation Act](#), and (2) continually assess the impact its operations have on natural and cultural resources so that it may identify areas for improvement.

These ground disturbing activities have produced and will continue to produce archeological objects related to the national significance and interpretive themes of the Reserve. Scientific collecting has become more active at Ebey’s Landing National Historical Reserve under the NPS research permitting program. The purpose of the collections will be to pReserve

significant specimens and objects relating to the natural, prehistoric and historic environments and Central Whidbey Island inhabitants.

The Reserve's General Management Plan (GMP:2006) and Resource Management Plan (RMP: 1994 and 1998) do not explicitly state the purpose of the Reserve's museum collection since there had not been any systematic, scientific expeditions on NPS-owned property when the documents were drafted. Both plans do, however, state the need for a Scope of Collections Statement (EBLA-C-290.000) to, "...determine if archives for the Reserve are necessary." This project statement was listed as the 28th priority and did not have known funds associated with the project. It was also noted that the project would be a one-time activity directed by the administration at a cost of five thousand dollars for .2% of a FTE. Since the writing of the GMP and RMP the management of the Reserve has changed in that the National Park Service has acquired property.

In addition, certain natural history specimens that are not consumed in analysis and are appropriate for long-term preservation are also collected by mandate. 36 CFR 2.5(g) states that natural history specimen collection permits issued by the Superintendent must contain the following conditions: "(1) Specimens placed in displays or collections will bear official National Park Service museum labels and their catalog numbers will be registered in the National Park Service National Catalog, and (2) Specimens and data derived from consumed specimens will be made available to the public and reports and publications resulting from a research specimen collection permit shall be filed with the superintendent."

Opportunities to Acquire

The Reserve's museum collection should be used to support the Reserve's interpretive themes noted in the General Management Plan's Affected Environment.

Change: Native American Prehistoric use, Early exploration, American settlement and commerce, Water to land transportation, Military history.

Living Landscape: Historical landscape, Agricultural connection of prairies to the coast, Recreational and educational activities

Ecology: Shellfish operation, Natural resources in Penn Cove, Bio-diversity, Natural environment directed settlement patterns.

Geology: Shaping the Landscape

Historical Reserve: Protecting and preserving this new type of national park takes partners across the community. Ebey's Landing NHR is a model for learning new ways to manage our treasured places.

The accessioned collections are able to address some of the interpretive sub-themes mentioned above including Native American prehistoric use, early settlement, agriculture, and settlement patterns. Many of the other sub-themes are not represented in the collection.

The Reserve's Resource Management Plan (1994 and 1998) lists several management themes and objectives:

1. *Stewardship*: The Reserve exists within an economically viable rural community. Much of the land within the Reserve is privately owned and managed. Within this context, it is important to:

Recognize that the Central Whidbey Island community is dynamic and will continue to change.

Preserve and protect significant historical, natural, cultural and scenic resources.

Encourage design and land uses that are compatible with the Reserve's cultural landscape.

Foster and encourage stewardship of land in a manner that is compatible with the Reserve's enabling legislation.

Information: In order to responsibly manage the resources within the Reserve, it is important to have sufficient information. The Reserve will:

Acquire data, through research and other means, to facilitate the protection and preservation of the Reserve's resources.

Share data that will assist other in their stewardship efforts.

Opportunities: The Reserve offers a multitude of educational and recreational opportunities for residents and visitors. It is important to:

Understand and meet the needs of residents and visitors to enhance their experience in the Reserve.

Provide a diverse range of opportunities for residents and visitors to explore, appreciate, and learn about the Reserve's cultural and natural history.

Partnerships: A variety of governmental agencies and private organizations and individuals manage resources within the Reserve. In order to manage these resources in an efficient and coordinated manner, the Reserve will:

Encourage partnerships between local, state, and federal government agencies, other organizations, and private citizens that further the Reserve concept.

Laws, Regulations, and Conventions Related to Museum Collections

Archeological collections, except inalienable and communal property (as defined by the Native American Graves Protection and Repatriation Act of 1990 [25 USC 3001 –13]), recovered from within park boundaries through systematic collection are National Park Service property and must be retained in the Reserve's museum collection in accordance with 43 CFR 7.13 and NPS *Management Policies* (2001).

In accordance with the NPS Research Permit and Reporting System, permits to collect natural resource specimens state that retained specimens remain Federal property, are incorporated into the park museum collection and, as required by 36 CFR 2.5(g), must bear the official National Park Service museum labels and their catalog numbers will be registered in the National Park Service National Catalog. Ebey's Landing NHR is a unique case with these regulations. While National Park Service laws, management policies, and regulations apply to the property owned by the NPS, these laws and policies do not apply to privately-owned lands or lands under the jurisdiction of other state and local agencies. Because of the discontinuous nature

of the Reserve's property, collecting expeditions are likely to require permission from the individual land owners. If the private land owners wish to give objects and data to the National Park Service that fits within the Reserve's SOCS, a more complete documentation of Central Whidbey Island will be accrued.

Other laws, regulations, directives, and conventions, pertinent to museum collections at Ebey's Landing National Historical Reserve include: Federal Property Management Regulations (41 CFR 101) (FPMR); Interior Property Management Regulations (410 Departmental Manual 114 – 60) (IPMR); Departmental Manual Part 411, "Museum Property Management," Chapters 1 – 3; The Lacey Act of 1900 (18 USC 43 – 44); the Endangered Species Act of 1973, as amended (16 USC 1531 – 1543); the Bald Eagle Protection Act of 1940 (16 USC 668a); The Migratory Bird Treaty Act of 1918 (16 USC 703 – 711); the American Indian Religious Freedom Act of 1978 (42 USC 1996); The Native American Graves Protection and Repatriation Act of 1990 (25 USC 3001 – 13) 36 CFR Part 79, Curation of Federally-Owned and Administered Archeological Collections; 36 CFR Part 1228, "Disposition of Federal Records,"; Preservation, Arrangement, Duplication, Exhibition of Records (44 USC 2109); Disposal of Records (44 USC 3301 et. Seq.); NPS Special Directive 87 – 3, Conservation of Archeological Resources; NPS Special Directive 91 – 4, Ensuring that Natural Resource Projects Fund the Curation of Collections; NPS Special Directive 94 – 6, Ensuring that Projects Generating Museum Collections Fund Cataloging and Basic Preservation; the 1983 Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES); and the 1970 UNESCO Convention on the Means of Prohibiting and Preventing the Illicit Import, Export, and Transfer of Ownership of Cultural Property (implemented in the United States by P. L. 97 – 446 in 1983, 19 USC 2601).

Structures, Landmarks, and Other Park Resources Listed on the National or International Registries

Cultural Site Inventories of prehistoric and historic archaeological and ethnographic resources are identified as project priorities in the RMP (1994 and 1998). In 1973 a National Register nomination for the Central Whidbey Historic District identified ninety historic properties but did not include all of the 19th or 20th century properties. An updated version of a Historic Structures Report is nearing completion. The Historic Resources Study was published in 2005.

II. TYPES OF COLLECTION

It is stated in the RMP (1994 and 1998) that the managerial unit of Ebey's Landing NHR, the Trust Board, does not hold any collections and does not intend to create and manage a repository for such items. As mentioned above, the Trust Board and role of interest group's liaisons have transformed over the past decade and it has become apparent that collections, especially those generated from National Park Service property need to be incorporated into a curation facility to meet the identified federal standards. The nearest facility that meets the NPS criteria is located in Marblemount, Washington, at North Cascades National Park Service Complex (NOCA). All material that has been collected is housed at the Marblemount Curation Facility and will be maintained there for the foreseeable future.

Noted in the 1998 RMP the Reserve archives would be curated at an agreeable offsite location such as the Marblemount Curation Facility, or transferred to the National Archives and Records Administration in Seattle. These records were accessioned and cataloged by the NPS in 2005, and are located at the Marblemount Curation Facility, NOCA.

A. Cultural Resources Collection

1. Archaeology: There are thirty-four recorded archaeological sites in the Reserve. While these sites have been inventoried, little is definitively known about each site. Near the Reserve a stone projectile (Clovis) point was recovered by the property owner which points to some occupation by humans in the Holocene. An oral history study of private land owners in the Reserve found that prehistoric artifacts have been recovered from the prairie. These artifacts were both prehistoric and historic.

a. Artifacts and Specimens. The existing artifacts and specimens in the collection were collected during ground disturbance on NPS-owned lands

1) Prehistoric Material

2) Historic Material:

b. Associated Field Records

2. Ethnology: There are no ethnological objects in the museum collection and there is no proposed plan to acquire such objects. Some ethnographic information has been collected by National Park Service Anthropologists but has not been accessioned into the collection. Consultation with current land owners, ethnic groups, and Native American Tribes associated with the Reserve could result in a collection of ethnological objects.

3. History: There are no history objects in the museum collection. Collection of documents that record the early development of the Reserve, objects from commemorative events, and historic fabric from the National Register properties should begin so that the history of the Reserve and the evolution of its administration will be documented. These collections will be preserved and protected in an environment friendly to object preservation.

4. Archival and Manuscript Collections: Archival and Manuscript materials are currently held in two locations.

The Marblemount Curation Facility holds the following cataloged and uncataloged papers:

a. Personal Papers

b. Organizational Records

c. Assembled Manuscript Collections

d. Resource Management Records

e. Photographic documentation

f. Oral History recordings and transcripts

Entrusted to the Trust Board office's library are the following uncataloged materials:

g. Associated Records

h. Sub-Official Records

i. Library Materials

j. Future Collections Activity

k. Photographic documentation

B. Natural History Collections

1. **Biology:** The lists of wildlife species in the 1980 Comprehensive Plan for Ebey's Landing National Historical Reserve are outdated and incomplete (identified in the RMP (1994 and 1998) but list 140 bird species, 14 mammal species, 1 reptile species, and 1 amphibian species known to occupy land within the Reserve. The vegetation communities and plants associated with historic land use are better documented due to an inventory of vegetation resources (1980: del Moral and Hanson).

a. *Flora:* A joint NPS and University of Washington Herbarium research permit collected 300 vascular plant specimens in 2004. The Washington Herbarium maintains the plants in their museum collection. Significant species representing land use or other aspects of the interpretive themes are documented in the herbarium.

b. *Fungi:* No specimens are currently included in the museum collection. There are no plans to acquire such material, but researchers are encouraged.

c. *Mammals:* No animal specimens from the Reserve are represented in the museum collection. There are no plans to acquire such material but currently skeletal remains from the archaeological investigation are preserved in the collection and are available for research.

d. *Birds:* No avian specimens have been preserved in the museum collection. There are no plans for a collecting expedition.

e. *Reptiles and Amphibians:* An inventory of reptiles and amphibians has been conducted through the Pacific West Region's *North Coast and Cascades Network*. No specimens were collected during the inventory but there is existing data that should be accessioned into the Reserve's collection. There are no plans to actively collect specimens.

f. *Fish:* In 2006 Olympic National Park conducted a survey of surf fish populations. At that time 45 fish specimens were collected within the Reserve and the samples of the species found within the Reserve are stored at Olympic National Park museum storage.

g. *Insects and Arachnids:* No specimens are included in the Reserve's museum collection. There are plans to acquire such material with permitted Lepidoptera research.

h. *Other Invertebrates:* No specimens are included in the Reserve's museum collection. There are no plans to acquire such material.

i. *Associated Records:* Because there has yet to be a formal scientific study of the Reserve's biological specimens, there are no associated records in the collection. However, raw data, reports and papers from past surveys need to be added to the collection. Studies that are likely to occur in the future need to adhere to the NPS protocol by submitting all objects, notes, and worksheets to the curator so that they can be preserved.

2. Geology: No geological specimens are included in the museum collection. Currently there are no plans to acquire such material.

3. Paleontology: No paleontological specimens are included in the museum collection. Paleontological resources and a literature search of paleontological resources from Central Whidbey Island were surveyed by the NPS Geologic Resources Division in 2009. The published report resides in the archival collections. Currently there are no plans to acquire paleontological material. There is interest in paleontological surveys by NPS Paleontologists.

III. MUSEUM COLLECTIONS SUBJECT TO NATIVE AMERICAN GRAVES PROTECTION AND REPATRIATION ACT OF 1990

The Native American Graves Protection and Repatriation Act of 1990 (NAGPRA), 25 USC 3001-13, requires, in addition to other actions, a written summary of unassociated funerary objects, sacred objects, and objects of cultural patrimony. It has been determined that since the Reserve did not have any collections until the compliance projects that began in fiscal year 2001, there are no objects that fall within the scope of NAGPRA categories (unassociated funerary objects, sacred objects, or objects of cultural patrimony). Acquisition of such objects by the park is not anticipated but should an inadvertent discovery be made, NAGPRA regulations guiding management actions will be followed.

IV. ACQUISITION

The Reserve acquires objects for its collections by gift, purchase, exchange, transfer, field collection, and loan. Acquisition of museum objects is governed by the Reserve's ability to manage and preserve them according to *NPS Management Policies* (2001), Chapter 5, the standards for managing museum objects in Director's Order #28: Cultural Resource Management (1998), *Cultural Resource Management Guideline* (1997), and Director's Order #24: NPS Museum Collections Management; the *NPS Museum Handbook*, Part I, Museum Collections and Part III, Access and Use.

In accordance with NPS policy the Park will discourage gifts with limiting conditions. In exceptional cases, when such gifts are accepted (oral history release restrictions, copyrighted photography, etc.), restrictions must be clearly stated on the Deed of Gift or other form of conveyance. As per DO-24 any gifts with limiting conditions must be approved by the Regional Director. Incoming loans are accepted only for research or exhibition purposes; short- or long-term incoming storage loans are discouraged.

Museum objects must be acquired, accessioned, and cataloged in accordance with the *NPS Museum Handbook*, Part II, Museum Records. In accordance with NPS-44, *Personal Property Management Guideline*, Chapter 10, all proposals for the acquisition of firearms and ammunition, except archaeological field collections, must be reviewed and approved by the Regional Curator. Acquisition of firearms included on the ATF list of prohibited and restricted weapons requires concurrent review by the Regional Curator and Regional Law Enforcement Specialist.

The Reserve will not be a partner to, or encourage in any way, the trafficking of illicitly collected materials. All acquisitions must be collected, exported, imported, transported, or otherwise obtained and possessed in full compliance with the laws and regulations of the country of origin, the United States federal government (including NAGPRA), and the individual states of the United States.

The Reserve's NPS board member, like a park superintendent, by delegation, represents the Director of the National Park Service and Secretary of the Interior in accepting title to and responsibility for museum objects. The superintendent will ensure that all collections acquired are in keeping with the Scope of Collection Statement before accepting the items as part of the permanent collection. The superintendent bears the ultimate responsibility for the acquisition and proper care and management of the museum collection. The superintendent has delegated the day-to-day care of the collection to the North Cascades National Park Museum Curator.

All permanent acquisitions must receive formal approval from the Superintendent before they can be accepted into the museum collection. Upon receipt, all newly acquired objects and related documentation must be turned over to the Museum Curator. The Museum Curator prepares, for the Superintendent's signature, all instruments of conveyance, and letters of thanks, acceptance, or rejection, and transmits them as appropriate, to the donor, lender, vendor, or other source of acquisition.

V. USES OF COLLECTIONS

The Reserve's museum collection may be used for educational purposes or research that does not accelerate the deterioration of the museum objects. The governing concept is the preservation of the individual museum object and the entire museum collection. Examples of appropriate uses within the context of necessary preservation include 1) appropriate interpretive exhibits, 2) permanent documentation of the Reserve's resources, 3) management decision-making, 4) educational publications or productions, and 5) approved *bona fide* research projects. Use of the museum collection will follow guidance provided by *Museum Handbook, Part III, Museum Collections Use*. Appropriate use of the museum collection will be encouraged and access will be continuously monitored.

The routine course of action will be to disallow the consumptive use of museum objects. When consumptive use is proposed, the informational benefits must be carefully weighed against the loss of the artifact. The need for the proposed research must be clearly documented and should be reviewed by relevant resource managers. The *Cultural Resources Management Guideline*, Chapter 9, Section 4, (Consumptive Use of Collections) outlines the levels of approval required. Any proposed interpretive use that may be defined as consumptive must be authorized in advance, as outlined in DO-6, *Interpretation and Education* (Draft, 2002).

In general, any activity that places the object's integrity at risk will be avoided. The primary consideration for allowing access to and use of museum collections will be the preservation of the collection.

Researchers and other collection users may examine the museum collection following the conditions and procedures outlined in *Cultural Resources Management Guideline* and adhering to the Park's written procedures for museum collection access.

In accordance with NPS *Management Policies*, (2001) Chapters 5 & 7, the Park will not place skeletal or mummified human remains, grave goods, or other objects considered sacred on display.

VI. RESTRICTIONS

Ebey's Landing NHR will not knowingly be a partner to or encourage in any way the trafficking of illicitly or unscientifically collected artifacts, archives, or other museum materials.

Collecting paleontological material will be in compliance with NPS *Management Policies* (2001) and in accordance with the provisions of the *Antiquities Act of 1906* (16 USC 431-433).

Curatorial staff should, through the Superintendent, consult with Tribal governments about the terms and conditions for management of collections from Federal lands that have significance for these groups; and should consult with other groups that have aboriginal or historic ties with the museum collection or lands of origin, and/or traditionally have used the museum collection. Objects in the museum collection shall be made available to persons for use in religious rituals or spiritual activities in accordance with 36 CFR Part 79, Section 79.10 (c), "Curation of Federally-owned and Administered Archeological Collections."

NPS Management Policies (2001), Chapter 5, state "Information regarding the location, nature and character of archeological, historic, and ethnographic resources may be exempted from public disclosure" and also states, "The identities of community consultants and information about sacred and other culturally sensitive places and practices will be kept confidential when research agreements or other circumstances warrant."

Depending on the object or museum material, restrictions and limited access may exist to ensure an object's preservation and security.

Restrictions may be placed on the publication or use of images, manuscripts, works of art, motion picture films and video and oral histories from the museum collection if these materials are subject to copyright, and this right has not been signed over to the National Park Service. It is the researcher's or user's full responsibility to obtain permissions-to-use, clearance, etc. and to conform to the laws of copyright. Park museum staff will assist as they are able in ascertaining the copyright status of archival or artwork material.

All endangered, threatened, or rare plants and vertebrate and invertebrate animals will be collected only when accidentally killed or when dead from natural causes. The collection of threatened, endangered, or rare plant and animal species will comply with NPS *Management Policies* (2001) and will be in accordance with the provisions of the *Endangered Species Act of 1973*, as amended, and will be strictly limited according to the applicable rules of the U.S. Fish

and Wildlife Service. Final disposition of type specimens will be determined at the Servicewide level and will adhere to recognized conventions established for specific disciplines.

Specific collection storage locations, appraisal, and insurance values may be restricted if the release places collections at risk. Donor and lender addresses may be restricted if the release infringes on the individual's privacy. Names of donors or lenders may be restricted to the fullest extent of the law if requested by these individuals. Such information may be considered releasable under the *Freedom of Information Act of 1982* (5 USC 552) on a case-by-case basis.

All objects or materials acquired for the museum collection should be obtained free and clear of any encumbrances. Objects may be accepted with restrictions or limitations when the object is of critical significance to the Park and the opportunity to acquire it will otherwise be lost. There are no known collection restrictions at EBLA at this time.

VII. MANAGEMENT ACTIONS

This Scope of Collection Statement must be reviewed every two years and, when necessary, be revised to remain supportive of and consistent with any changes in the Reserve's mission or needs. In addition, any revisions must be reviewed and approved by the Superintendent.

The Reserve requires a *Museum Management Plan*. Funding was requested for the completion of this plan and one was completed in conjunction with North Cascades National Park Service Complex in 2005.

Park collections are currently stored at three off-site locations: North Cascades National Park, Marblemount, WA, Olympic National Park, Port Angeles, WA, and the University of Washington Herbarium, Seattle, WA.

IX. APPENDICIES

A. EBLA / NOCA Letter of Agreement

