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I. Introduction

Management Plan Summary

In August of 1997, a Memorandum of Understanding (MOU) between the Port of Everett (Port) and the Washington State Department of Ecology established a need to develop this management plan for Jetty Island, located in Everett, Washington. The establishment of this MOU was required by a condition placed by the Department of Ecology (Ecology) on the Shoreline Substantial Development/Conditional Use permit awarded to the Port by the City of Everett for the placement of hydraulically dredged sand from the Snohomish River channel along the west side of Jetty Island to construct a sand berm.

The overarching goal of this management plan is to provide a framework under which Jetty Island will be appropriately managed to provide adequate recreational opportunities for the public while protecting and enhancing the island’s natural resources. Among the main aspects considered by this plan are:

- The regulatory constraints imposed on Jetty Island
- The importance of both supervised and unsupervised recreation
- The “in-city” natural area quality of the island
- The need to provide, preserve, and enhance fish and wildlife habitat

Jetty Island has been divided into six management zones, which are used to differentiate areas with varying degrees of human use and areas with important wildlife habitat values for the purpose of reaching this plan’s goals and objectives. Monitoring of these areas will occur year round on at least a quarterly basis. This management plan outlines desired standards for each designated zone and provides checklists to be completed during the monitoring process to ensure that these standards are being met.

The Jetty Island Days program, which provides the public with free ferry service to Jetty Island, was created to encourage public use of the island during summer months. The Port and the City of Everett Parks and Recreation Department have entered into a MOU regarding this program. The partnership between these two agencies is what makes the Jetty Island Days program such a success and establishes the ability to appropriately
monitor and protect the island’s natural environment throughout the year. This management plan outlines the roles for each agency in the management and monitoring of Jetty Island as well as expectations of each agency in the future.

Process

Jennifer Witzgall undertook development of this draft of the Jetty Island Management Plan during the summer of 2004 as a planning intern project. Witzgall was a student in the University of Washington’s Urban Design and Planning Masters program and was the primary contributor to this document. Creation of this plan was a collaborative effort as it builds upon previous draft versions in addition to receiving valuable assistance from various local agencies. The Port formed a work group of agencies to help with this process. Many of the agencies in this group were designated by the MOU between the Port and Ecology as agencies that should be given the opportunity to review and comment on the draft plan. These agencies include:

- City of Everett Parks and Recreation Department
- U.S. Army Corps of Engineers
- Tulalip Tribes
- Washington Department of Fish and Wildlife
- Snohomish Wetlands Alliance
- Pilchuck Audubon
- Washington Department of Ecology

In addition to the aforementioned agencies, the Port invited five additional agencies to join the work group. These agencies include:

- City of Everett Planning Department
- Snohomish County Parks
- City of Mukilteo
- Snohomish County Public Works
- Pentec Environmental, Inc.

After the Port developed an initial draft of the Jetty Island Management Plan, it was submitted to the work group members for review and comment. In addition, the Port held an information and comment session, which all of the work group participants were invited to attend. Comments were incorporated into the draft plan, which was then submitted for SEPA review and additional review by the work group members.

Background

Jetty Island, located in Port Gardner Bay within the city limits of Everett, Washington, and owned by the Port of Everett, is approximately 2 miles long and covers approximately 100 acres above mean higher high water (MHHW). Jetty Island separates Port Gardner and Possession Sound from the Snohomish River Channel, acting as a breakwater for much of the area along the waterfront. Extensive sandflats and Possession
Sound lie to the west of the island, while the Snohomish River estuary, federal navigation channel, and the City of Everett lie to the east. Nearly 50 acres of productive mudflats lie between the rock jetty and the dredged channel.

Construction of the federal navigation channel in Everett Harbor from 1894 to 1903 resulted in large volumes of sediment requiring disposal. Creation of Jetty Island began in 1903 with construction of a rock jetty behind which these dredged materials could be placed. Until 1969, dredged material removed from the Snohomish River navigation channel, under jurisdiction of the U.S. Army Corps of Engineers’ maintenance dredging of the channel and settling basins, continued to build the island. Over the years, the island has become inhabited by many interesting wildlife species and is a destination for numerous visitors, who enjoy the wonderful beach and wildlife it has to offer.

Jetty Island has also been used by the Port and the U.S. Army Corps of Engineers to demonstrate the potential for habitat enhancement using dredged material through the Jetty Island Berm project. In 1989, dredged sand taken from the Snohomish River Channel and downstream settling basin was used to construct a 1,500-foot berm and 15-acre protected mudflat on the west side of the middle of the island. The berm was designed to protect a salt marsh lagoon on the western side of the island, which was intended to increase species diversity and provide foraging habitat for juvenile salmon. A five-year post-construction monitoring program showed that ecological performance of the berm and lagoon met all project performance goals including:

- Increased productivity of epibenthic zooplankton – prey for juvenile salmonids, forage fish, and shorebirds
- Use of the lagoon by juvenile salmonids
- Establishment and expansion of a productive saltmarsh fringe around the lagoon
- Reasonable rates of required renourishment to preserve the berm and lagoon

In addition to meeting these project goals, the berm and lagoon have been shown to have a high seasonal use by juvenile forage fish as well as shorebirds, raptors, and waterfowl.

Jetty Island is a distinct place within Everett because it is one of only a few locations that provide opportunities to experience nature in a quiet and contemplative environment.
This strongly contributes to Jetty Island’s great value to visitors as well as resident plant and animal life.

Jetty Island is unique to the lower Snohomish River estuary because it supports the largest beach grass and dune habitat in the area. Saltmarsh habitat has also developed in depressions at the northern and southern portions of the island and adjacent to the rock jetty along the northeastern side of the island. While upland vegetation is dominated almost exclusively by two non-native invasive species: Scots broom (Cytisus scoparius) and Himalayan blackberry (Rubus discolor), substantial portions of the island support native dune and marsh assemblages. Jetty Island provides foraging and/or resting habitat for the bald eagle (Haliaeetus leucocephalus), a federally threatened species, and the Arctic tern (Sterna paradisaea), a species that is not found anywhere else on the western coast of the lower United States. The peregrine falcon (Falco peregrinus), a species formerly listed under the Endangered Species Act, is also found on the island.

Jetty Island is a very popular destination every summer, as visitors are shuttled to the island by the Jetty Island Days ferry service. Rangers monitor activities on the island and provide environmental education, while visitors interact in activities involving wildlife observation, environmental instruction and interpretation, and various beach activities. The warm tidal water is very inviting and most of the Jetty Island’s visitors remain along the sandy beach portion of the island. Meanwhile, killdeer, spotted sandpipers, ducks, geese, and gulls nest on Jetty Island. In addition, Caspian and Arctic terns can be found foraging off the island’s western side. Osprey (Pandion haliaetus) brings its young out to the island to supervise their attempts to capture food on their own. Fewer visitors come to the island in the fall, but those who do and choose to go for a walk along the beach may encounter large shorebird flocks feeding along the quiet waters of the lagoon and other shoreline areas. A peregrine falcon may be observed as it swoops down on the shorebirds in attempt to obtain a meal. Hundreds of ducks, seabirds, and other waterfowl species arrive to either spend the winter or rest along their journeys to various southern wintering grounds. During the winter, few people venture out to Jetty Island, which can seem a desolate place. However, life goes on for the resident river otters, bald eagles, and wintering shorebirds as the island provides sufficient food for their survival.

In addition to the free public ferry transportation offered by the City of Everett Parks and Recreation Department during the Jetty Island Days program, Jetty Island is open year-round to visitors with private watercraft. Each season brings a different experience for the visitor. Bald Eagles numbering up to twenty may be seen on the island and adjacent
sand and mudflats during spring. Flocks of thousands of dunlin and other shorebirds visit the island during their northward migrations. Wildflowers bloom and dune grass begins to green. The shallow waters surrounding the island become important feeding areas for juvenile salmonids migrating out of the Snohomish River system and for several forage fish species, such as surf smelt and sand lance.

**Wildlife and Habitat**

Jetty Island supports numerous species of plants and animals. In fact, the island is an important foraging area for three federally listed species: Bald Eagle, Chinook Salmon and Bull Trout. More than 115 bird species have been observed either on Jetty Island or offshore. The island itself is used by many of these birds for nesting, foraging, and resting. Four pairs of bald eagles nest close to the Snohomish River estuary, and seven of the eight adults have been observed on Jetty Island in the past. From March through July, many sub-adult bald eagles use the island for foraging. Trees, in particular rootwads, delivered to the island by the Snohomish River provide nesting for the bald eagles. In June of 1991 alone, a total of 20 bald eagles were observed on the northern and western mudflats of Jetty Island (Carroll 1992).

Peregrine falcons are consistently observed on Jetty Island during their Spring and Fall migrations and have even been observed on the island in the winter (Carroll 1991). The falcons prey on waterfowl, gulls, and shorebirds found on Jetty Island. Additionally, numerous osprey nest in the area surrounding Jetty Island, and both adults and juveniles utilize the waters adjacent to the island for foraging.

Arctic terns, which are listed as a Priority Species by the Washington Department of Wildlife, have formerly nested on Jetty Island (Carroll 1991). In the early 1980s they moved to a gravel area on the mainland, which has since then become part of the Navy Homeport. The preferred nest substrate of the terns is bare ground. The colony may have moved to the gravel lot when the expansion of Scots broom and Himalayan blackberry eliminated bare areas on Jetty Island. Consequently, Arctic terns have not used Jetty Island for some time, mainly due to the aforementioned development of vegetation and decline of clear, sandy areas with appropriate sight vision.

The shoreline of Jetty Island has intertidal and sub-tidal habitats that are used by a variety of fish. Migrating mature salmon and trout move through the estuary on their way to their spawning habitat up the Snohomish River and its tributaries. Several species of juvenile salmon out-migrating from spawning and rearing areas in the river and estuary
migrate past and then feed along the island’s shorelines each spring (e.g., Pentec 1996a, b). Bull Trout, which feed on juvenile salmon and forage fish, are also present during the same Spring-time periods. These trout are consistently present in the channel at the north end of Jetty Island in April and May (Pentec 1996a, 2002) and are likely present for longer periods than have been documented. Many other species of fish and invertebrates find productive feeding grounds in the shallow mudflats along the eastern shore of Jetty Island and in the sheltered lagoon on its western side.

West of Jetty Island, the Snohomish River delta supports one of the largest eelgrass meadows in Puget Sound. At some distance west of the island, this meadow is broken into a multitude of discrete beds that are quite dynamic over time, as they exist among the meandering channels of the outflow from Ebey and Steamboat Sloughs. Closer to Jetty Island, where the delta platform is sheltered by the island from direct river flow, the eelgrass is more continuous. Protection of these beds from possible damage due to sedimentation during unconfined placement of dredged materials to renourish the Jetty Island berm has been raised as a concern by resource agencies. A study was performed before and after the 2002 berm replenishment to investigate these potential effects (Pentec 2003). The pre- and post-replenishment monitoring showed no significant accumulation of sediment on the bottom or on eelgrass fronds and no reduction in eelgrass density or cover, relative to a reference site well south of the placement area.

Scots broom (Cytisus scoparius), more commonly referred to as Scotch broom, is a non-native species of perennial shrub that was brought to this country to stabilize sand dunes. It is currently encroaching on the beach grassland community and rapidly spreading throughout the island. Removal of Scots broom would decrease the nesting habitat of several passerine birds on Jetty Island and may have an impact on the snail population there. However, the beach grassland community on the island is the only such community in the Snohomish River estuary and would potentially provide nesting habitat for the northern harrier, short-eared owl, and other native species. These two species are non-breeding residents of the island, possibly because the island does not currently provide adequate habitat for nesting.
Jetty Island Days Program

In order to enhance recreational opportunities for the citizens of Everett and surrounding communities, a partnership was formed between the Port of Everett and the City of Everett Parks and Recreation Department in 1985 to initiate the Jetty Island Days program. This program is run by the Parks and Recreation Department every summer from July 5th through Labor Day, and offers free ferry transportation to and from Jetty Island as well as environmental education opportunities. Visitors come to Jetty Island to enjoy the beach and natural areas the island has to offer as well as participate in programs offered by the agencies. This program has become very popular among local residents. During Jetty Island Days in the summer of 2005 alone, approximately 30,500 visitors came to the island, and 7,100 of them participated in one or more of the Parks and Recreation Department’s educational or informational programs while on the island.

The Jetty Island Days program includes office operations with reservations and boarding passes, ferry transportation, environmental instruction and interpretation, special event planning and programming, garbage and sanitation control, first aid, and fire protection. Rangers and staff of the Parks and Recreation Department monitor activities on the island. Facilities, such as the pier, floating dock, and restrooms were established to facilitate this program. This program encourages compatibility between visitors, wildlife, and its habitat.

The Port’s main objectives regarding operation of the Jetty Island Days program with the Parks and Recreation Department include:

- Provide the public with a beach recreation/interpretive program
- Enhance environmental awareness and appreciation by providing environmental education opportunities, including using the island as a resource for small supervised groups
- Educate visitors to Jetty Island about wildlife and vegetation of the island through interpretive exhibits and brochures

When the Jetty Island Days ferry is not in operation, the island is only accessible by personal watercraft. For this reason, the numbers of visitors to the island is significantly lower during the off-season.
Boaters are allowed to stay at the Jetty Island Dock for only one night and are responsible for removing all personal waste off the island when departing.

Concerns exist that irreparable damage to the island’s wildlife habitat could result if increasing levels of visitors are allowed onto Jetty Island in the future. The programs associated with Jetty Island Days allow visitors to participate in activities such as wildlife observation and environmental instruction and interpretation. Striving to maintain these programs as well as maintaining current levels of visitors allowed onto Jetty Island in a way that does not endanger the island’s wildlife habitat is a common goal between the Port and the Everett Parks and Recreation Department.

**Issues**

The major issues facing the management of Jetty Island are related to the struggle to provide an appropriate balance between public recreation and wildlife habitat. In response, this management plan was developed to assist in reaching a balance between these two aspects that would be appropriate to the specific features of the island. Two of the major issues facing management of the Jetty are as follows:

**Issue 1:** Wildlife may be disturbed or its habitat disrupted by public use activities on Jetty Island, especially during Jetty Island Days.

During its peak months, the island can see approximately 30,500 visitors during Jetty Island Days. Visitors participate in various activities such as wildlife observation, picnicking, sunbathing, swimming, walking, and other beach recreation. Depending on the type of activity and location, disturbance has generally had the greatest impact on the wildlife environment. The removal of garbage and Scots broom by Jetty Island Days patrons has obvious benefits to native plants and wildlife. The environmental balance seems appropriate, as a 10-month “low-use” period occurs during critical wildlife mating and nesting seasons and during periods of high juvenile salmonid use of the island’s shorelines. This “low-use” period provides Jetty Island with the time necessary to reclaim those areas used during the “high-use” period associated with the Jetty Island Days program. However, it is becoming apparent that with increased efficiency of transportation and high volume of patrons, Jetty Island is nearing its “carrying capacity.” Monitoring for negative human impacts on the island during the off-season would enable action to be taken and would thus have a positive effect on the environment.

**Issue 2:** The quality of wildlife dependent recreation (i.e. wildlife observation), may be adversely affected by visitors participating in non-wildlife dependent recreation.
Other people participating in non-wildlife-dependent recreation such as kiteboarding, swimming, and beach volleyball may disturb people who visit Jetty Island to observe wildlife during Jetty Island Days.

Through public involvement and public input, the Port of Everett will determine what activities should take place on Jetty Island. The Port will also gain input on monitoring strategies for the six management zones on the island. The Edmonds Community College Anthropology Department and the environmental non-profit group People For Puget Sound are working in partnership with the Port to develop a monitoring program for Jetty Island that will suggest a strategy and protocol for collecting quantitative data for each of the six management areas on the island. This program is based on a successful monitoring program that was established in 2001 by People For Puget Sound and the Port of Seattle to monitor several of the Port of Seattle’s estuary restoration sites along the lower Duwamish River. If at some time in the future voluntary resources are no longer available to conduct the monitoring of the Jetty Island Management zones, the Port of Everett will determine appropriate monitoring procedures to be carried forward. Current prohibitions on Jetty Island include fireworks, hunting, helicopter training, overnight camping, and dogs. Also, the Everett Parks and Recreation Department now avoids driving four-wheelers through marsh areas wherever and whenever possible. Four-wheelers are occasionally used, however, to haul materials or cleared vegetation on the island.
II. Regulatory Context

Jetty Island is affected by federal and state regulations and mandates, which determine the types of activities that can take place on the island. The following regulations and mandates impact the way in which the Port of Everett manages Jetty Island.

**Shoreline Management Act (SMA)**

The main goal of the Washington State Shoreline Management Act (SMA) is to “prevent the inherent harm in an uncoordinated and piecemeal development of the state’s shorelines.” Under this act, which was passed by legislature in 1971 and adopted by the public in a 1972 referendum, Jetty Island is listed as a “shoreline of statewide significance.” The SMA requires cities and counties of Washington State to adopt a shoreline master program, which is tailored to the specific needs of each community. These documents establish regulations for shoreline development intended to achieve the goals established by the SMA.

**City of Everett Shoreline Master Program (SMP)**

The City of Everett’s Shoreline Master Program (SMP), last updated in 2005, establishes regulations to protect the city’s shorelines from being poorly developed. The SMP emphasizes the strong desire to increase public access to shoreline areas, but without sacrifice to environmental quality. Shoreline areas provide important ecological functions, and the SMP stresses the need to rehabilitate these areas wherever possible.

Under the SMP, Jetty Island is designated an Urban Conservancy land. The SMP explains that lands with an Urban Conservancy designation “should be protected, restored, and enhanced to the extent feasible, while allowing necessary transportation and utility facilities and public access improvements.” The SMP also states, “During development, all reasonable efforts should be taken to preserve, restore, and/or enhance ecological functions, and prevent further degradation of shoreline resources. In carrying out this policy, consideration should be given to promoting functional connectivity and other landscape ecology principles and recognizing that the
function of some patches of remnant or artificially-created critical areas may by improved by relocating or consolidating them into larger or more connected systems with higher resource values.”

Other objectives for lands designated Urban Conservancy include protecting important habitat areas and ecological resources from further intensive development and allowing uses and activities, including public access, ecological enhancement and restoration, research, and public interpretive facilities, which result in educational and scientific benefits for the community. The Shoreline Master Program mentions specific goals for Jetty Island including that the island should be managed for passive public recreation and wildlife habitat value. Additionally, the SMP allows for the placement of dredged materials on the Jetty Island shoreline for the purposes of habitat enhancement, beach enhancement, and public recreation as long as the placement of the materials is not harmful to the ecological functions of the island. The construction of the pier, floating docks, and restroom as well as the building and renourishment of the berm were reviewed under a previous (1976) version of the SMP.

According to the Shoreline Master Program, the management policies for Jetty Island should:
- Provide for passive public recreation and wildlife habitat value
- Allow for the placement of dredged materials for the purposes of habitat enhancement, beach enhancement, and public recreation when not harmful to the ecological functions of the Jetty Island shoreline

State Environmental Policy Act (SEPA)

The Washington State Environmental Policy Act (SEPA) requires that environmental and social impacts of shoreline development actions be considered and given public scrutiny (SEPA 1984).

Endangered Species Act (ESA)

The Endangered Species Act (ESA) of 1973 authorizes the following:
- The determination and listing of endangered species and those threatened with endangerment
- The designation of “critical habitat” for listed species
- The prohibition of unauthorized taking, possession, sale, and transport of endangered species
- The development of programs for the recovery of threatened and endangered species

Three species federally listed as threatened under the ESA are documented to frequent Jetty Island: Bald Eagle (*Haliaeetus leucocephalus*), Chinook Salmon (*Oncorhynchus tshawytscha*) and Bull Trout (*Salvelinus confluentus*).
Under an agreement with the U.S. Fish and Wildlife Service, the Washington Department of Fish and Wildlife is required to develop management plans with landowners for all Bald Eagle nest territories. In a draft management plan for the eagles nesting along Pigeon Creek, Jetty Island is included as part of the territory of the eagle pair. Jetty Island is also a major foraging area in the Winter and Spring for adult and sub-adult eagles.

Juvenile Chinook Salmon and both subadult and adult Bull Trout migrate past and feed along Jetty Island’s shorelines each spring as they out-migrate from spawning areas in the Snohomish River system and rearing areas in the river and estuary (Pentec 1996a, b).

All actions undertaken on Jetty Island must be assessed for compliance with the Endangered Species Act.

**Migratory Bird Treaty Act**

The Migratory Bird Treaty Act provides regulations to control taking, selling, transporting, and importing migratory birds, nests, eggs, parts, or products and provides enforcement authority and penalties for violations. Therefore, this act protects the migratory birds visiting Jetty Island each year against harm and prohibits destruction of their nesting habitat on the island.

**Marine Mammal Protection Act**

The Marine Mammal Protection Act of 1972 gives authority to the Secretaries of Interior and Commerce (depending upon the species involved) to enforce provisions against “taking” or importation of marine mammals. Both the California sea lion (*Zalophus californicus*) and harbor seal (*Phoca vitulina*) are protected by this act and are under the jurisdiction of the Secretary of Commerce.
Clean Water Act

Section 404
This section of the Clean Water Act provides the major federal protection of wetlands and regulates the discharge of dredge or fill material into waters of the United States. Section 404 is administered by the U.S. Army Corps of Engineers. Several acres of salt marsh exist on Jetty Island and are protected by this act. Thus, the creation of the habitat enhancement project on Jetty Island required a Section 404 permit.

Section 401
Under this section of the Clean Water Act, applicants for a federal permit for any activity that could result in the discharge of a pollutant into state waters is required to obtain a certification from the Department of Ecology verifying that the activity does not violate state water quality standards. This is to ensure that materials that are discharged comply with any applicable effluent limitations and water quality standards. The Port of Everett is thus required to obtain a certification from the Department of Ecology to ensure that dredged material being placed on Jetty Island meets the state’s water quality standards.

Snohomish River Navigation Project
The Rivers and Harbors Act of 1899, subsequently modified, mandates the U.S. Army Corps of Engineers to provide navigable channels in the lower Snohomish River by periodic maintenance dredging. As the local co-sponsor of the project, the Port of Everett is required to provide a site for placement of dredged materials within one mile of the dredging operation or pay the added cost beyond one mile. Throughout the early 20th century, clean dredged material from the Federal Navigation Channel was placed behind a rock jetty to create Jetty Island. Subsequently, between 1990 and the present, additional material was placed to create and maintain the berm and salt marsh lagoon.

City of Everett Critical Area Ordinance
The City of Everett’s Critical Area Ordinance includes requirements for fish and wildlife conservation areas that affect Jetty Island. When a development is proposed on or within a distance that could impact fish and wildlife conservation areas, the applicant must
provide a Habitat Management Plan (HMP) prepared by a qualified expert for evaluation by the city, state, and federal agencies.

Jetty Island and adjacent areas qualify as fish and wildlife conservation areas in a number of categories. Fish and wildlife conservation areas are defined to include:

- **Significant Biological Areas**, which include all of Jetty Island, plant associations of infrequent occurrence (beach grass and dune habitat), commercial and recreational shellfish areas (Dungeness crab), and kelp and eelgrass beds (large eelgrass beds are offshore).
- **Habitats of Primary Association**, which means a critical component(s) of the habitats of federally or state-listed endangered, threatened, candidate, sensitive, priority, and monitored wildlife or plant species, which if altered, may reduce the likelihood that the species will maintain and reproduce over the long term. Habitats of primary association include, but are not limited to, winter ranges, migration ranges, breeding sites, nesting sites, regular large concentrations, communal roosts, roosting sites, staging areas, and “priority habitats” listed by the Washington State Department of Wildlife (WDFW). WDFW has identified the area to the north and west of Jetty Island as a priority habitat and as a concentration area for wintering waterfowl in the lower Snohomish River. Priority species (beyond those listed as threatened or endangered under federal regulations) found on or adjacent to the island include California sea lions, Dungeness crab, and osprey.

### Port of Everett Comprehensive Scheme of Harbor Improvement

The Port of Everett Comprehensive Scheme of Harbor Improvement discusses the purpose of the Jetty Island Management Plan under, “Proposed Mitigation/Restoration Plans and Environmental Management Programs.” The Comprehensive Scheme also includes goals and objectives for Jetty Island from a 1991 draft of the Jetty Island Management Plan in an appendix. Ultimately, this appendix will be replaced with the entire finalized Jetty Island Management Plan.

### Port of Everett Strategic Plan

The Port of Everett’s Strategic Plan is developed every three years (with annual reviews) and outlines the major goals and objectives of the Port for that time period. The Strategic Plan provides the basis under which the Port’s operating budgets and Capital Improvement Projects are established. The Port’s 2004-2007 Strategic Plan outlines an objective to “develop a system to track all of the projects that the Port builds which have environmental benefits.” More specifically, the Strategic Plan calls for the development of a management plan for Jetty Island to achieve the aforementioned objective, among others.
III. Management Zones

The Port of Everett intends to protect the wildlife and habitat of Jetty Island through the provisions of this management plan. In order to develop management policies appropriate to the unique habitats of Jetty Island, the island has been divided into six management zones: wildlife habitat, beach solitude, nature trails, beach recreation, public access (upland support area), and saltmarsh/mudflat. These zones, each of which has different characteristics that separate it from the others, are illustrated in an aerial photograph of Jetty Island in Appendix A.

Jetty Island’s management zones are used to designate and delineate high use and wildlife habitat areas for the purpose of reaching the plan’s goals and objectives. During Jetty Island Days, these areas are monitored through the Everett Parks and Recreation Department. The Port of Everett takes responsibility for less intense monitoring throughout the remainder of the year. Descriptions of each zone and their expectations for monitoring follow. Monitoring checklists for each zone can be found in Appendix B.

Zone I: Wildlife Habitat

**Definition:** Areas that provide refuge for the majority of the numerous species that live on Jetty Island and that face minimal human presence. These may be areas that have been previously disturbed, but have returned to a condition currently without human influence.

**Purpose:** To protect, conserve, and manage existing quasi-natural systems by maintaining sufficient physical and biological features to preserve the ability of future generations to enjoy the shoreline. To provide species with places of refuge that are not heavily impacted by humans.

**Standards:**
- Little visible indication of use by humans
- High wildlife habitat value
- No garbage
- Minimal human presence
- Native plant species richness

**Monitoring and Checklist:**
- Monitoring of zone will occur monthly from July through September by the City of Everett Parks and Recreation Department and quarterly from October through June by the Port of Everett.
- Additional monitoring will occur by volunteers (i.e., Audubon, local schools).
- Items to be observed:
  - Visible human use or disturbance


- Wildlife value
- Signs of garbage
- Number of people present
- Density of native plant species
- Habitat function
- Native plant richness (native plant species present)
- Overall health of native plants (positive plant growth, appearance of new native plants, and indications of site maturation)
- Species and density of invasive plants
- Other comments

**Zone II: Beach Solitude**

**Definition:** Areas relatively free of human impacts. These may be areas with short-term harm to existing conditions, but have quickly returned to conditions currently without human influence. These areas may require periodic renourishment. This zone may be visited by beachcombers and kayakers, but is less likely to be used for high-impact activities. The waters of this zone are occasionally used by kiteboarders, and sail boaters.

**Purpose:** To protect, conserve, and manage existing quasi-natural systems by maintaining or enhancing existing physical and biological features to preserve the ability of future generations to enjoy the shoreline. To provide species with beach habitat that is not heavily impacted by human use.

**Standards:**
- Used mainly by beachcombers; little use by bathers
- Little damage to vegetation
- Little garbage
- Low level of interaction between humans and wildlife

**Monitoring and Checklist:**
- Monitoring of zone will occur monthly from July through September by the City of Everett Parks and Recreation Department and quarterly from October through June by the Port of Everett.
- Additional monitoring will occur by volunteers (i.e., Audubon, local schools).
- Items to be observed:
  - Number of beachcombers
  - Damaged vegetation
  - Visible garbage
  - Level of interaction between humans and wildlife
  - Habitat function
  - Native plant richness (native plant species present)
  - Density of native plants
Overall health of native plants (positive plant growth, appearance of new native plants, and indications of site maturation)
Species and density of invasive plants
Other comments

Zone III: Nature Trails

Definition: Areas that provide for trail systems and beachcombing activities. These may be areas with low to medium human impact.

Purpose: To protect, conserve, and manage existing quasi-natural systems by maintaining sufficient physical and biological features in order to preserve the ability of future generations to enjoy the shoreline. To provide visitors with the opportunity to observe and understand the island's wildlife without destroying habitat or infringing on the wildlife itself.

Standards:
- Moderate trail impacts
- Wetlands recovered and intact
- Moderate level of interaction between humans and wildlife
- Little garbage

Monitoring and Checklist:
- Monitoring of zone will occur monthly from July through September by the City of Everett Parks and Recreation Department and quarterly from October through June by the Port of Everett.
- Additional monitoring will occur by volunteers (i.e., Audubon, local schools).
- Items to be observed:
  - Trail impacts
  - Wetland recovered/impacts
  - Levels of interaction between humans and wildlife
  - Visible garbage
  - Habitat function
  - Native plant richness (native plant species present)
  - Density of native plants
  - Overall health of native plants (positive plant growth, appearance of new native plants, and indications of site maturation)
  - Species and density of invasive plants
Zone IV: Beach Recreation

Definition: Lands or waters that come under the jurisdiction of the Shoreline Management Act (SMA) and are, or have potential for, being utilized for recreational uses. These areas are used for high-impact activities such as beach volleyball, sunbathing, picnicking, skin boarding, and swimming. In addition, these areas serve as access points to the water for kiteboarders, sail boaters, and kayakers.

Purpose: To provide public access to and enjoyment of marine shorelines.

Standards:
- Little lasting evidence of use
- High level of interaction between humans and wildlife
- Little garbage

Monitoring and Checklist:
- Monitoring of zone will occur monthly from July through September by the City of Everett Parks and Recreation Department and quarterly from October through June by the Port of Everett.
- Additional monitoring will occur by volunteers (i.e., Audubon, local schools).
- Items to be observed:
  - Lasting evidence of use
  - Levels of interaction between humans and wildlife
  - Visible garbage
  - Other comments

Zone V: Public Access (Upland Support Area)

Definition: The upland staging facilities utilized for the Jetty Island Days program, including restrooms, dock access, bleachers, and an interpretive center. This is considered a high impact zone.
**Purpose:** To provide public access to Jetty Island and educational opportunities for the island’s visitors.

**Standards:**
- High impacts to vegetation
- Moderate to high impacts to trails
- High level of interaction between humans and wildlife
- Little garbage

**Monitoring and Checklist:**
- Monitoring of zone will occur monthly from July through September by the City of Everett Parks and Recreation Department and quarterly from October through June by the Port of Everett.
- Additional monitoring will occur by volunteers (i.e., Audubon, local schools).
- Items to be observed:
  - Impacts to vegetation
  - Trail impacts
  - Levels of interaction between humans and wildlife
  - Visible garbage
  - Other comments
- A separate checklist that is prepared for the Jetty Island dock can be found in Appendix C. It includes monitoring of the restrooms, ramp, piles, berth depths, and dock surface.

**Zone VI: Saltmarsh/Mudflat**

**Definition:** Areas intended to provide critical habitat for waterfowl, marine vertebrates, and invertebrates. This zone contains areas with little public access.

**Purpose:** To increase intertidal saltmarsh and mudflat habitat and provide undisturbed nesting grounds for waterfowl.

**Standards:**
- Little visible indication of use by humans
- No impacts to vegetation
- No trail impacts
- No garbage
- Improved wildlife habitat
- Minimal human use
- No 4-wheeler traffic
- No log raft storage within the river channel mudflat south of the boat dock

**Monitoring and Checklist:**
- Monitoring of zone will occur monthly from July through September by the City of Everett Parks and Recreation Department and quarterly from October through June by the Port of Everett.
- Additional monitoring will occur by volunteers (i.e., Audubon, local schools).
- Items to be covered:
  - Visible human use or disturbance
  - Impacts to vegetation
  - Trail impacts
  - Visible garbage
  - Evidence of human use
  - Evidence of four-wheeler use
  - Log storage south of boat dock
  - Improved habitat
  - Waterfowl, shorebirds, raptors, and passerine species
  - Habitat function (value to wildlife)
  - Native plant richness (native plant species present)
  - Density of native plants
  - Overall health of native plants (positive plant growth, appearance of new native plants, and indications of site maturation)
  - Species and density of invasive plants
  - Other comments
IV. Goals, Objectives, and Implementation

The following goals and objectives reflect the Port of Everett’s vision for the future of Jetty Island. Additionally, implementation strategies outlining methods for achieving each goal are provided.

Public Access Element

Goal: Provide year round access for boaters to Jetty Island.

Objectives:
A. Keep the present boat dock facility in good repair.
B. Consider boat dock facility improvements only within the context of the other goals and objectives of this plan.

Implementation:
A. Keep maintenance reports of dock facility during periods of high use (Jetty Island Days) and after strong weather activity. Include restroom inventory, vandalism, and general wear and tear on the facility.
B. Continue to keep records of dock users. Begin quarterly review of use numbers and decide if expansion is necessary.

Recreational Element

Goal 1: Preserve and expand supervised recreational opportunities for the citizens of Everett and surrounding communities. Design recreational activities to be compatible with the Urban Conservancy designation of Jetty Island.

Objectives:
A. Operate Jetty Island Days, with the Everett Parks and Recreation Department, as a beach recreation/interpretive program during summer months.
B. Provide additional opportunities for schools and other supervised groups to visit Jetty Island during the months of September and October for the purpose of
recreation and environmental education.

C. Enhance environmental awareness and appreciation by providing environmental education opportunities and using the island as a resource for small, supervised groups.

D. Improve access to and on Jetty Island for mobility impaired visitors.

**Implementation:**

A. Maintain a Memorandum of Understanding (MOU) with the City of Everett for Jetty Island Days.

B. Establish an educational outreach program with the City that extends through September and October.

C. Establish outreach programs for small groups education opportunities.

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**Goal 2:** Provide opportunities for unsupervised day use recreation for private boat visitors to Jetty Island consistent with the goal to minimize disturbance to wildlife habitat.

**Objectives:**

A. Educate visitors to Jetty Island about wildlife and vegetation of the island through interpretive exhibits and brochures.

B. Monitor use of Jetty Island at times other than during Jetty Days to determine type and extent of use.

C. Provide improvements specified in this plan that are intended to improve the quality of the experience for the recreational visitor.

**Implementation:**

A. Increase seasonal signage. Illustrations of vegetation and wildlife inhabitants should be displayed for visitors. These signs could be removed during the winter and slow months to decrease threats of weathering and vandalism.

B. Create a calendar for monitoring, which could also assist with monitoring of dock use.

C. Maintain north uplands as wildlife habitats and allow only escorted access by City of Everett Parks and Recreation staff to this area. Provide increased public access near the dock to concentrate crowds in areas of high use.
**Natural Resource Element**

**Goal:** Preserve and enhance the natural features of Jetty Island. Protect the habitat for threatened and sensitive species currently using the island: bald eagle, Chinook salmon, bull trout, peregrine falcon, heron, shorebirds, and osprey.

**Objectives:**
A. Monitor existing populations for impacts from human activities.
B. Preserve and enhance breeding, resting, refuge, and feeding habitats.
C. Designate areas for public use, and maintain the rest of the island as minimally disturbed habitat.
D. Limit improvements to those specified within this management plan and located in designated public use areas.
E. Manage invasive and non-native species to maximize native habitat values.

**Implementation:**
A. Establish periodic monitoring stations, using the same station for each monitoring event. Record noticeable changes to habitats.
B. Increase public signage during heavy use periods to control harmful impacts to vegetation and wildlife.
C. Any improvements to existing facilities in support of Jetty Island Days (i.e. trails, picnic areas, shelters, program areas, etc.), will be undertaken by the City, while more major improvements to the island (i.e. docks, piers, restrooms, sediment placement, berm fortification, etc.) will be undertaken by the Port.
D. Seek opportunities to use volunteers or the City Parks and Recreation Department to help control invasion of Scots broom and Spartina.

**Education Element**

**Goal:** Provide opportunities for environmental education, research, and interpretive programs that are compatible with wildlife and habitat protection.

**Objectives:**
A. Develop and continue an interpretive program within the context of Jetty Island Days that describes the resources of the island and explains the
management policies set forth by this plan.
B. Enhance environmental awareness and appreciation by allowing an organized environmental education program on the island for teachers and students during spring and fall months.
C. Cooperate with researchers by providing information on studies conducted on the island and provide transportation to the island for these efforts when possible.

**Implementation:**
A. Enhance environmental awareness and understanding of Jetty Island management policies through additional interpretive signage.
B. Establish an educational outreach program that extends beyond Jetty Island Days into spring and fall months.
C. Make studies and recent reports on the island available to researchers and teachers.
D. Establish a stewardship program with local groups such as students, boaters, and the Audubon society.

**Dredged Material Management Element**

**Goal:** Continue to pursue beneficial uses of dredged material on Jetty Island as needed to offset erosion within the framework set forth by this management plan. Maintain the current land base of Jetty Island with minimal disturbance to fish, wildlife, and habitat.

**Objectives:**
A. Use state of the art techniques to minimize impact from dredged material disposal during renourishment. In addition, time dredging during least disruptive periods.
B. Limit dredge material disposition on the upland part of the island to areas that are slumping and eroding along the shoreline.
C. Continue with the Jetty Island Berm Project and study the feasibility of future such projects.

**Implementation:**
A. Continue hydraulically pumping dredge material to Jetty Island for beneficial reuse and periodic berm renourishment and monitor results.
B. Continue to monitor erosion of the island. Decide if and where disposal of material is needed.
C. Evaluate pros and cons of additional shoreline restoration along the southwest shore of the island.
D. Evaluate pros and cons of expansion and improving fish access to brackish marsh areas along the river (east) side of the island.
E. Coordinate habitat enhancement and restoration efforts with the City of Everett and Water Resource Inventory Area (WRIA) 7 habitat restoration plans.
V. Policies and Rules

The following policies and rules have been developed to support the goals and objectives of this management plan:

**Special Events:** The Port of Everett prior to any organized activities occurring on Jetty Island must review a Special Events Application form.

**Fireworks and Firecrackers, Hunting, and Helicopter Training:** These activities and any other activities that interfere with the quality of the visitor’s experience on Jetty Island or that are known to disrupt the wildlife on Jetty Island will no longer be allowed to occur.

**Domesticated Animals:** No domesticated animals will be allowed on Jetty Island. Any domesticated animals released on or living on Jetty Island will be removed.

**Use Hours:** Jetty Island will be reserved for day use activities only. All visitors to Jetty Island must leave the island at dusk. No overnight camping will be permitted.

**Undesirable Vegetation:** Undesirable vegetation includes Scots broom, Spartina, and other invasive shrubs. The following methods for removing undesirable vegetation will be encouraged: biological control, hand clearing, and controlled burns. Use of herbicides will be allowed only as a last resort and only if the herbicide will have no detrimental or lasting effects on other vegetation, wildlife, and water.

**Moorage:** Overnight moorage will be permitted for one night only.

**Signage:** All signage will be consistent in materials and design.

**Improvements:** Construction materials used for building facades, picnic tables, and other improvements should be obtained from Jetty Island whenever possible.

**Vandalism/Garbage:** Except during Jetty Island Days, individuals are responsible for removing their own garbage from the island. Penalties for individuals caught vandalizing property on Jetty Island or leaving garbage on Jetty Island will include picking up garbage and removing Scots broom on the island.

**Commercial Use of the Island:** No use of the island that results in commercial gain will be allowed. This includes, but is not limited to, commercial fishing or shell fishing and tours.
VI. Adaptive Management Plan

Issues related to implementation of this management plan will be addressed as follows:

1. An issue is raised and identified through either monitoring efforts or comments/complaints presented to the Port regarding activities on Jetty Island.
2. Staff conducts an analysis of the issue within the framework set forth by the Jetty Island Management Plan’s goals and objectives, the Port’s Comprehensive Scheme of Harbor Improvement’s environmental guidelines, and the Port’s Strategic Plan.
3. Depending on the issue, it may be handled by either the Commission or staff. For example, the Commission process has been utilized to deal with helicopter and hunting issues on Jetty Island, whereas the staff has dealt with Scots broom and camping issues.
4. The Port Commission holds public meetings to discuss the issue, and interested parties are invited to attend to present their points of view.
5. Based on the information presented to the Commission at the public meeting and staff recommendations, a decision is reached.
VII. References


Appendix A

Map of Jetty Island Management Zones
JETTY ISLAND MANAGEMENT PLAN: PROPOSED JETTY ISLAND MANAGEMENT ZONES

- Zone I: Wildlife Habitat
- Zone II: Beach Solitude
- Zone III: Nature Trails
- Zone IV: Beach Recreation
- Zone V: Public Access (Upland Support Area)
- Zone VI: Saltmarsh/Mudflat
Appendix B

Checklists for Monitoring
Zone I: Wildlife Habitat

Date:

Visible human use or disturbance:

Wildlife value:

Signs of garbage:

Number of people present:

Density of native plant species:

Comments:
Zone II: Beach Solitude

Date:

Number of beachcombers:

Damage to vegetation:

Visible garbage:

Level of interaction between humans and wildlife:

Comments:
Zone III: Nature Trails

Date:

Trail impacts:

Wetlands recovered/impacts:

Level of interaction between humans and wildlife:

Visible garbage:

Comments:
Zone IV: Beach Recreation

Date:

Lasting evidence of use:

Level of interaction between humans and wildlife:

Visible garbage:

Comments:
Zone V: Public Access (Upland Support Area)

Date:

Impacts to vegetation:

Trail impacts:

Level of interaction between humans and wildlife:

Visible garbage:

Comments:
Zone VI: Saltmarsh/Mudflat

Date:

Visible human use or disturbance:

Impacts to vegetation:

Trail impacts:

Visible garbage:

Evidence of human use:

Evidence of 4-wheeler use:

Log storage south of boat dock:

Improved habitat:

Waterfowl, shorebirds, raptors, and passerine species:

Comments:
## Appendix C

Jetty Island Dock Maintenance Inventory

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<th>Vandalism</th>
<th>Proper Working Order</th>
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