CHAPTER 2 SHORELINE MASTER PROGRAM GOALS & POLICIES

This chapter describes overall Program goals and objectives. The general policies and regulations in Chapter X and the specific use policies and regulations in Chapter X are the means by which these goals and objectives are implemented.

2.1 General Shoreline Goals

The general goals of the shoreline master program are to:

- Use the full potential of shorelands in accordance with the opportunities presented by their relationship to the surrounding area, their natural resource values, and their unique aesthetic qualities offered by water, topography, and views; and

- Develop a physical environment which is both ordered and diversified, and which integrates water and shoreland uses while achieving a net gain of ecological function.

2.2 Shorelines of Statewide Significance

Designated shorelines of state-wide significance (SSWS) are of value to the entire state. In accordance with RCW 90.58.020, shorelines of statewide significance (SSWS) will be managed as follows.

Preference shall be given to uses that are consistent with the statewide interest in such shorelines in the following order. These are uses that:

a. Recognize and protect the statewide interest over local interest;

b. Preserve the natural character of the shoreline;

c. Result in long term over short term benefit;

d. Protect the resources and ecology of the shoreline;

e. Increase public access to publicly owned areas of the shorelines;

f. Increase recreational opportunities for the public in the shoreline; and

g. Provide for any other element as defined in RCW 90.58.100 deemed appropriate or necessary.

1. Uses that are not consistent with these policies should not be permitted on shorelines of statewide significance.

2. Focus development in already developed shoreline areas to reduce adverse environmental impacts and to preserve undeveloped shoreline areas. In general, preserve shorelines of

state-wide significance for future generations and restrict or prohibit development that would irretrievably damage shoreline resources. Evaluate the short-term economic gain or convenience of developments relative to the long-term and potentially costly impairments to the natural shoreline.

3. Ensure that where commercial timber cutting is allowed, as provided in RCW 90.58.250, reforestation will be possible and accomplished as soon as practical. In addition, scenic views should be protected.

4. Actively promote aesthetic considerations when contemplating new development, redevelopment of existing facilities or for the general enhancement of shoreline areas.

5. Plan for and encourage development of facilities for recreational use of the shorelines. Give priority to developing paths and trails to shoreline areas, and linear access along the shorelines, and restrict or prohibit public access into areas which cannot be maintained in a natural condition if subjected to human uses. Locate roads, parking, and other development upland of the shoreline area, when possible, so that public access is enhanced.

6. Activities that use shoreline resources on a sustained yield or non-consuming basis and that are compatible with other appropriate uses should be given priority over uses not meeting these criteria.

7. The range of options for shoreline use should be preserved to the maximum possible extent for succeeding generations. Development that consumes valuable, scarce or irreplaceable natural resources should not be permitted if alternative sites are available.

8. Potential short term economic gains or convenience should be measured against potential long term and/or costly impairment of natural features.

9. Protection or enhancement of aesthetic values should be actively promoted in design review of new or expanding development.

10. Resources and ecological systems of shorelines of statewide significance should be protected. Shorelands and submerged lands should be protected to accommodate current and projected demand for economic resources of statewide importance, such as salmon and steelhead migrating and spawning areas.

11. Those limited shorelines containing unique, scarce and/or sensitive resources should be protected.

12. Erosion and sedimentation from development sites should be controlled to minimize adverse impacts on ecosystem processes. If site conditions preclude effective erosion and sediment control, excavations, land clearing, or other activities likely to result in significant erosion should be severely limited.

13. Public access development in extremely sensitive areas should be restricted or prohibited. All forms of recreation or access development should be designed to protect the resource.

14. Public and private developments should be encouraged to provide trails, viewpoints, water access points and shoreline related recreation opportunities whenever possible. These shoreline recdreational opportunities are recognized as a high priority uses.
15. Development not requiring a waterside or shoreline location should be located inland so that public enjoyment of shorelines is enhanced.

2.3 Shoreline Land Use and Development

2.3.1 Goal

The goal for shoreline use and development is to preserve and develop shorelines in a manner that allows for orderly development and a balance of uses[7]. Resulting land use patterns will be compatible with shoreline designations and sensitive to and compatible with ecological systems and other shoreline resources. To help with this balance, shorelands and water areas with unique attributes for specific long term uses such as commercial, residential, industrial, water, wildlife, fisheries, recreational and open space should be identified and reserved.

2.3.2 Policies

1. Uses in shorelines and water areas in priority order are (1) water-dependent, (2) water-related and (3) water-enjoyment.

2. Ensure that uses, activities and facilities are located on the shorelines in such a manner as to retain or improve the quality of the environment as it is designated for that area.

3. Ensure that proposed shoreline uses do not infringe upon the rights of others or upon the rights of private ownership.

4. Ensure that proposed shoreline uses do not create risk or harm to others (e.g., landslide and erosion hazards to adjacent or downstream properties).

5. Encourage shoreline uses which enhance their specific areas or employ innovative features for purposes consistent with this program.

6. Encourage shared uses and joint use facilities in shoreline developments.

7. Encourage master planning for projects within shoreline jurisdiction.

8. Preserve and/or restore, to the maximum reasonable extent, the shoreline's natural features and functions in conjunction with any redevelopment or revitalization project.

9. Encourage that any under-utilized area not suitable for preservation of natural features be redeveloped based on its shoreline environment designation with an emphasis on public access and public use.

10. Ensure that all redevelopment and revitalization projects satisfy all the goals of the Shoreline Management Master Program.

11. Encourage uses that allow for or incorporate restoration of shoreline areas that are degraded as a result of past activities or events.

2.4 Economic Development

2.4.1 Goal

The goal for economic development is to create and maintain an economic environment that can coexist harmoniously with the natural and human environment.

2.4.2 Policies

1. Ensure healthy, orderly economic growth by allowing those economic activities which will be an asset to the local economy resulting in the least possible adverse effect on the quality of the shoreline and surrounding and downstream environments.

2. Protect current economic activity (e.g., shipping, marinas, agriculture, etc.) that is consistent with the objectives of this SMP.

3. Develop, as an economic asset, the recreation industry along shorelines in a manner that will enhance the public enjoyment of shorelines, consistent with protection of critical areas and cultural resources.

4. Ensure that any new industrial and commercial activities along the shoreline are water oriented uses and that they will not harm the quality of the site's environment or adjacent shorelands.

5. Encourage new shoreline industrial and commercial development which is water-dependent, water-related, or water-enjoyment, consistent with protecting the functions of critical areas and maintaining or improving water quality.

6. Recognize existing non-water-oriented commercial and industrial activities located in shoreline jurisdiction and encourage them to protect watershed processes and shorelines functions.

7. Consider the impact of uses proposed on lands adjacent to but outside of immediate shoreline jurisdiction and whether they are consistent with the intent of this SMP.

2.5 Conservation

2.5.1 Goal

The goal of conservation is to conserve shoreline resources and important shoreline features, and to protect shoreline ecological functions and the processes that sustain them to the maximum extent practicable.

2.5.2 Policies

1. Ensure that impacts to critical areas are first avoided, and where unavoidable, minimized and mitigated to result in no net loss of watershed processes and shoreline functions.

2. Preserve and enhance the scenic aesthetic quality of shoreline areas and vistas to the greatest extent feasible.

3. Vegetation removal for physical or visual access to the shoreline should be limited such that habitat connectivity is maintained and the health of the remaining vegetation is not compromised.

4. Establish regulatory, non-regulatory, and incentive programs for the protection and conservation of wildlife habitat areas. Emphasis should be given to policies and standards to protect and conserve critical areas as larger blocks, corridors or interconnected areas rather than in isolated parcels.

5. Develop and implement management practices for natural resources (including agriculture, timber and mining) in shoreline areas that will assure the preservation of non-renewable resources, including unique, scenic and ecologically sensitive features, wetlands, and wildlife habitat.

6. Shorelines that support high value habitat or high quality associated wetlands should be considered for the highest level of protection to remain in an unaltered condition.

2.6 Restoration

2.6.1 Goal

The goal of restoration is to re-establish, rehabilitate or otherwise improve impaired shoreline ecological functions or processes through voluntary and incentive-based public and private programs and actions that are consistent with the Shoreline Management Program Restoration Plan and other approved restoration plans.

2.6.2 Policies

1. Encourage cooperative restoration actions involving local, state, and federal public agencies, Native American tribes, non-governmental organizations, and landowners.

2. Continue to survey and monitor invasive species, including noxious weeds and nonnative invertebrates (e.g., nutria), and initiate eradication programs as needed.

3. Educate property owners about proper vegetation/landscape maintenance and the impacts of shore armoring and over-water structures.

4. Educate boaters about proper waste disposal methods, anchoring techniques, and other best boating practices.

5. Restore ecosystem processes so that restoration strategies are sustainable and successful in the long-term.

6. Restoration projects should have adaptive management techniques including adjusting the project design, correcting the problems (barriers to success), and implementing contingency measures.

7. Reclaim and restore areas which are biologically and aesthetically degraded to the greatest extent feasible while maintaining appropriate use of the shoreline.

8. Restoration efforts should consider floodplain reconnection where rivers are confined by levees.

9. Water pollution should be prevented at its source. Consider efforts to retrofit existing stormwater management facilities to improve water quality and require low impact development strategies or higher levels of water quality improvement for new development.

10. Consider dedicating mitigation sites within shoreline jurisdiction to the City or County for future restoration opportunities and long-term stewardship by public agencies.

11. Restoration of natural shoreline functions should be encouraged during redevelopment.

12. Encourage removal of non-native and invasive plants and replacement and new plantings of native plants.

2.7 Flood Prevention and Flood Damage Minimization

2.7.1 Goal

a. The goal for flood hazards is to promote public health, safety, and general welfare, and to minimize public and private losses due to flood conditions in specific areas.

2.7.2 Policies

1. Non-structural flood hazard reduction measures are preferred to structural measures. Flood hazard reduction measures should be accomplished in a manner that assures no net loss of ecological functions and ecosystem-wide processes.

2. Flood protection measures which result in channelization should be avoided.

3. Proposals for shoreline protection should clearly demonstrate that life, property and natural resource values within the stream system will not be endangered.

4. Prevention of flood damages should be a goal in the design and construction of all shoreline development.

5. Flood management works should be located, designed, constructed and maintained to protect: (a) the physical integrity and other properties of the shoreline and other properties which may be damaged by alterations of the geo-hydraulic system; (b) water quality and natural ground water movement; (c) fish, vegetation and other life forms and their habitat vital to the aquatic food chain; and (d) recreation resources and aesthetic values such as point and channel bars, islands and other shore features and scenery.

2.8 Archaeological, Historic, and Cultural Resources

2.8.1 Goal

The goal for archaeological, historic, and cultural resources is to preserve and prevent the destruction of or damage to any site having historic, cultural, scientific, or educational value. Such sites include those identified by affected Native American tribes, the Department of Archaeology and Historic Preservation, Clark County Historic Preservation Commission, and other appropriate authorities.

2.8.2 Policies

1. Identify, protect, preserve, and restore important archaeological, historic, and cultural sites located in shorelands of the State for educational, scientific, and enjoyment of the general public.

2. Where appropriate, make access to such sites available to parties of interest, provided that access to such sites must be designed and managed in a manner that protects the resource.

3. Acquire historical/cultural sites, so as to insure their protection and preservation.

4. Encourage projects and programs that foster a greater appreciation of shoreline management, local history, maritime activities, environmental conservation, and maritime history.

~~5.~~ Continue to contribute to the state and local inventory of archaeological and historic sites enhancing knowledge of local history and understanding of past human activities.

2.9 Public Access and Recreation

2.9.1 Goal

The goal of public access and recreation is to increase the ability of the general public to enjoy the water's edge, travel on the waters of the state, and view the water and the shoreline from adjacent locations. Consider private rights, public safety, and protection of shoreline ecological functions and processes when providing public access and recreational opportunities.

2.9.2 Policies

1. Provide, protect, and enhance a public access system that is both physical and visual, utilizes both private and public lands, increases the amount and diversity of public access to the State's shorelines and adjacent areas, consistent with the shoreline character and functions, private rights, and public safety.

2. Long-range planning for the shoreline should include the development of integrated trail systems throughout the county which connect to trail systems in the metropolitan area.

3. Increase and diversify recreational opportunities by promoting the continued public acquisition of appropriate shoreline areas, and influence the use of these sites in a manner which will preserve the natural characteristics and functions of the shoreline. This approach should be balanced with providing infrastructure necessary to support a suitable number and type of facilities. Facilities should provide a balanced diversity of recreational opportunities.

4. Integrate recreational elements into public access and conservation planning consistent with the natural characteristics of the shoreline and good stewardship practices.

5. Encourage federal, state, and local government to acquire additional shoreline properties for public recreational uses.

6. When new transportation facilities are developed in shoreline jurisdiction, acquire and develop physical and visual public access where topography, view, and natural features warrant.

7. Acquire and develop recreation facilities so that they are distributed throughout the community to foster convenient access, and are located in a manner that encourages variety, accessibility and connectivity, and promotes systematic use of appropriate shorelines and waterways.

8. Public access should be commensurate with the scale and character of future development and avoid adverse effects on the natural shoreline character and functions.

9. Provide public access as part of each development project by a public entity, and for all private commercial and industrial development, unless such access is shown to be incompatible due to reasons of safety, security, or impact to the shoreline environment.

10. Provide public access and/or community open space as part of new multi-unit residential development, and new subdivisions of four parcels or more, for the enjoyment of residents and the public, unless access is infeasible due to safety, impacts to shoreline ecology, or legal limitations.

2.10 Infrastructure

2.9.3 Goal

The goal for infrastructure is to provide transportation systems, essential public facilities, and utilities in shoreline areas capitalizing on opportunities for physical and visual access to the shoreline without adverse effects on existing shoreline use and development or shoreline ecological functions and/or processes.

2.9.4 Policies

1. Provide safe, reasonable, and adequate circulation systems to shorelines where routes will have the least possible adverse effect on unique or fragile shoreline features and existing ecological systems, while contributing to the functional and visual enhancement of the shoreline.

2. Locate land circulation systems which are not shoreline dependent as far from the land-water interface as feasible to reduce interference with either natural shoreline resources or other appropriate shoreline uses. Where possible, avoid creating barriers between adjacent uplands and the shoreline.

3. Route transportation corridors to harmonize with the topography and other natural characteristics of the shoreline.

4. When new transportation facilities are developed in shorelines, acquire and develop physical and visual public access where topography, view, and natural features warrant.

5. Discourage shoreline uses which curtail or reduce existing free movement of the public unless such restriction is in the interest of the environment, public health, and safety, or is necessary to a proposed beneficial use.

6. Protect, manage, and enhance those characteristics of shoreline roadway corridors that are unique or have historic significance or aesthetic quality for the benefit and enjoyment of the public.

7. Where feasible, relocate existing transportation facilities, such as rail lines or freeways, that are disruptive to public shoreline access or other shoreline uses or convert such rights-of-way to new public access routes.

8. Discourage development of non-water-dependent transportation systems and essential public facilities in shoreline jurisdiction unless no practical alternatives exist. Devote roads within shoreline jurisdiction to low-volume local access routes and shoreline public access where feasible.

9. Provide for alternate modes of travel, encourage freedom of choice among travel modes, and provide multiple use transportation corridors where compatible in association with shoreline transportation development.

10. Require transportation system and essential public facility development in shoreline areas to protect and enhance physical and visual shoreline public access.

11. Utility facilities should be located outside of shoreline jurisdiction to the maximum extent possible. Utility lines that must be located within shoreline jurisdiction should be placed underground.

12. Utilities should be installed and facilities designed and located in a manner that protects the shorelands and water from contamination and degradation, and preserves the natural landscape.

2.10 Views and Aesthetics

2.10.1 Goal

The goal for views and aesthetics is to assure that the public's ability and opportunity to enjoy shoreline views and aesthetics is protected.

2.10.2 Policies

1. Encourage development within the shoreline area that is visually coherent, provides visual and physical linkage to the shoreline for the public, and enhances the waterfront.

2. Encourage master planning for projects within shoreline jurisdiction.

3. Identify and protect areas with scenic vistas and areas where the shoreline has high aesthetic value.

4. Design development to minimize adverse impacts on views from public property or views enjoyed by a substantial number of residences.

2.11 Shoreline Modification

2.11.1 Goal

The goal for shoreline modification is to avoid or minimize the need for shoreline armoring along shorelines of the state and when it is necessary to achieve it in a way that best protects ecosystem processes, shoreline functions, and downstream properties.

2.11.2 Policies

1. Use structural shoreline stabilization measures only when more natural, nonstructural methods, such as vegetative stabilization, beach nourishment and bioengineering have been determined infeasible. Alternatives for shoreline stabilization should be based on the following hierarchy of preference:

    a. No action (allow the shoreline to retreat naturally).

b. Flexible defense works constructed of natural materials, including soft shore protection, bioengineering, beach nourishment, protective berms, or vegetative stabilization.

c. Rigid works constructed of artificial materials such as riprap or concrete.

Materials used for construction of shoreline stabilization should be selected for long term durability, ease of maintenance, and compatibility with local shore features, including aesthetic values and flexibility for future uses.

2. Allow new or expanded structural shore stabilization, including bulkheads, only where it is demonstrated to be necessary to protect a legally established existing primary structure that is in danger of loss or substantial damage, and where such structures and structural stabilization would not cause a net loss of shoreline ecological functions and processes.

3. Shoreline stabilization, restoration, rehabilitation, and enhancement projects should, wherever feasible, use flexible defense works rather than rigid works.

4. Shore stabilization on streams should be located and designed to fit the physical character and hydraulic energy potential of the subject shoreline reach, which may differ substantially from adjacent reaches.

5. Shore stabilization should not be permitted to unnecessarily interfere with public access to public shorelines, nor with other appropriate shoreline uses including, but not limited to, navigation or private recreation.

6. Provisions for multiple use, restoration, and/or public shore access should be incorporated into the location, design and maintenance of shore stabilization for public or quasi-public developments whenever safely compatible with the primary purpose. Shore stabilization on publicly owned shorelines should not be allowed to decrease long-term public use of the shoreline.

7. Shore stabilization should be developed collaboratively among affected property owners and public agencies where feasible, particularly when affected areas cross jurisdictional boundaries, to address ecological and geo-hydraulic processes and sediment conveyance.

8. Where feasible, remove failing, harmful, unnecessary, or ineffective shore stabilization structures and replace them with non-structural methods to restore shoreline ecological functions and processes.

9. Larger works such as jetties, breakwaters, weirs or groin systems should be permitted only to protect water-dependent uses when the benefits to the region outweigh resource losses from such works, and only where mitigated to provide no net loss of shoreline ecological functions and processes.

10. Alternative structures, including floating, portable or submerged breakwater structures, or several smaller discontinuous structures, should be considered where physical conditions make such alternatives with less impact feasible.

11. Develop regulations that encourage and facilitate levee setback projects (e.g., pulling back an existing levee to allow for a larger floodplain area contiguous to a water body) and other shoreline enhancement projects.

12. Develop requirements for soft-shore bioengineering techniques where new armoring or retrofits cannot be avoided.

13. Alternatives to new armoring such as setbacks and vegetated riparian zones should be considered. New developments should be located on shoreland property in such a manner as to not require shoreline armoring in order to protect structures.