

**Chapter 8**

**SHORELINES**

**8.1 SHORELINES DEFINED**

Under RCW 90.58.030, "shorelines" is defined as "all water areas of the state, including wetlands and their associated wetlands, together with the lands underlying them; except (i) shorelines of statewide significance; (ii) shorelines on segments of streams upstream of a point where the mean annual flow is twenty cubic feet per second or less and the wetlands associated with such upstream segments...." In order to be classified as a shoreline of statewide significance, a river must have a mean annual flow of a minimum of one thousand (1,000) cubic feet per second (cfs). The shoreline in the Town of Eatonville is the shoreline around Mashel River, Lynch Creek and Ohop Creek, which fits the shorelines definition. In Eatonville, there are no shorelines of statewide significance.

**8.2 SHORELINES JURISDICTION**

The shoreline jurisdiction in Eatonville includes the "shorelands" of the Mashel River, Lynch Creek and Ohop Creek, within the corporate boundaries of the Town. As defined under the Shoreline Management Act, *shoreland areas* or *shorelands* are:

*"... those lands that extend landward for two hundred (200) feet in all directions as measured on a horizontal plane from the ordinary high water mark; floodways and contiguous floodplain areas landward two hundred (200) feet from such floodways; and all wetlands and river deltas associated with the streams, lakes, and tidal waters which are of a size large enough to be subject to the provisions of (the Shoreline Management Act); the same to be designated as to location by the Washington Department of Ecology. Any county or Town may determine that provision of a onehundred-year-flood plain to be included in its master program as long as such portion includes, as a minimum, the floodway and the adjacent land extending landward two hundred (200) feet therefrom."*

As defined in this Comprehensive Plan, the Eatonville shorelands extend two hundred (200) feet from the ordinary high water mark (OHWM) and floodways and contiguous floodplain areas, two hundred (200) feet from such floodways; and all wetlands and river deltas associated with jurisdictional streams, lakes and tidal waters.

## 8.3 SHORELINES INVENTORY

In Eatonville, the shoreline is along the shores of Mashel River, Lynch Creek, and Ohop Creek. The shoreline under the jurisdiction of the Town of Eatonville is shoreline that lies within the corporate boundary of the Town.

## 8.4 ECONOMIC DEVELOPMENT GOAL AND POLICIES

**8.4.1 Purpose.** As required by RCW 90.58.100(2)(a), this section addresses the location and design of industries, industrial projects of state-wide significance, transportation facilities, port facilities, tourist facilities, commerce and other developments that are particularly dependent on their location on or use of the shorelines of the state.

**8.4.2 Goal.** To promote healthy, orderly economic growth by encouraging economic activities that will be an asset to the local economy and which result in the least possible adverse effect on the quality of the shoreline and surrounding environment.

### 8.4.3 Policies:

1. Protect current economic activity which minimize their effect upon the ecological functions and values of shoreline areas and encourage environmentally sensitive new development.
2. Give preference to water oriented industrial and commercial development and non water-oriented uses that are accessory to a water-oriented use.
3. Encourage shoreline recreational uses as an economic asset that will enhance public enjoyment of the shoreline.
4. Locate new economic development activities in areas already partially developed with similar uses that are consistent with this Shoreline Master Program and the Eatonville Comprehensive Plan.
5. Require proponents of water-related and water-enjoyment commercial and industrial projects within shorelands to demonstrate that upland areas are less feasible for the desired economic activity.

## 8.5 PUBLIC ACCESS GOAL AND POLICIES

**8.5.1 Purpose.** As required by RCW 90.58.100(2)(b), this section makes provision for public access to publicly owned shoreline areas. Shoreline public access is the physical ability of the general public to reach and touch the water's edge and/or the ability to have a view of the water and the shoreline from upland locations. There are a variety of types of public access including picnic areas, pathways and trails, floats and docks, promenades, viewing towers, bridges, boat launches, street ends, ingress and egress, parking and others, all of which must consider handicapped accessibility.

**8.5.2 Goal.** To protect and enhance shoreline visual and physical access consistent with the Act and the Public Trust Doctrine.

### 8.5.3 Policies:

1. Expand the amount and diversity of shoreline public access opportunities consistent with the character, functions and values of the shoreline, private rights and public safety.
2. Consider public access in the review and approval of all development projects, except single-family residences.
3. Acquire (i.e., through purchase, donation or other agreement) and develop property to provide public access to the water's edge at regular intervals along the shoreline and at the ends of all public rights-of-way abutting the shoreline.
4. Ensure that publicly owned shoreline areas afford public access to the water's edge, where feasible and compatible with the functions and values of the shoreline ecology.
5. Design and screen shoreline public access points to minimize objectionable impacts on adjoining properties.
6. Ensure that building and structural profiles (i.e., on shorelands and overwater in aquatic areas) are as low as possible to minimize visual impacts on the shoreline.
7. Minimize shoreline public access to areas easily damaged by human presence.

## 8.6 RECREATION GOAL AND POLICIES

**8.6.1 Purpose.** As required by RCW 90.58.100(2)(c), this section addresses the preservation and enlargement of recreational opportunities, including but not limited to parks, tidelands, beaches, and recreational areas. Recreational development includes both public and private facilities for passive recreational activities such as hiking, viewing, photography, and fishing. It also includes facilities for active or more intensive uses such as parks, campgrounds, golf courses and other outdoor recreation areas.

**8.6.2 Goal.** To encourage diverse water-oriented recreational opportunities in shoreline areas that can reasonably tolerate such uses during peak use periods without destroying the integrity and character of the shoreline.

### 8.6.3 Policies:

1. Coordinate with the Washington State Parks & Recreation Commission and the Pierce County Parks and Recreation Department to increase opportunities for water-oriented recreation.
2. Prohibit recreational facilities and activities that adversely affect the integrity and character of the shoreline, or which threaten fragile shoreline ecosystems.
3. Consider recreational needs in shoreline public access and conservation planning.
4. Consider both active and passive recreational needs in the development of recreational areas.
5. Support efforts of both the federal and state governments to acquire and develop additional shoreline properties for public recreational uses.

## 8.7 CIRCULATION GOAL AND POLICIES

**8.7.1 Purpose.** As required by RCW 90.58.100(2)(d), this section addresses the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals, and other public utilities and facilities.

**8.7.2 Goal.** To develop efficient and economical transportation systems which assure the safe movement of people, while minimizing disturbances to the shoreline environment as well as conflicts among different users of the shoreline.

**8.7.3 Policies:**

1. Site non-water dependent transportation and parking facilities as far upland from the land-water interface as possible to reduce interference with both the shoreline ecology as well as other more appropriate shoreline uses.
2. Route transportation corridors to harmonize with the topography and other natural characteristics of the shoreline.
3. Acquire and develop physical and visual public access along shoreline public roads (i.e., turnouts, viewpoints and rest areas) where appropriate given topography, views and natural features.
4. Where feasible, relocate existing shoreline transportation facilities that are disruptive to public shoreline access, and convert such rights-of-way to new public access routes.

## 8.8 SHORELINE USE GOAL AND POLICIES

**8.8.1 Purpose.** As required by RCW 90.58.100(2)(d), this section addresses the proposed general distribution and general location and extent of the use on shorelines and adjacent land areas for housing, business, industry, transportation, agriculture, natural resources, recreation, education, public buildings and grounds, and other categories of public and private uses of the land. This section also addresses the pattern of distribution and location requirements of water uses, including aquaculture, recreation and navigation.

**8.8.2 Goal.** To establish and implement policies and regulations for land uses that are consistent with the requirements of the Shoreline Management Act and the Growth Management Act, and which promote shoreline use patterns that are compatible with the ecological functions and values of the shoreline environment.

**8.8.3 Policies:**

1. Reserve shoreline areas for water-oriented uses, and discourage non water-oriented uses, except for the following: uses accessory to water-oriented

- uses; single-family residences; and uses that are part of mixed-use developments supporting water-dependent uses.
2. Discourage uses that permanently and adversely alter the shoreline, or conflict with or pre-empt water-dependent uses.
  3. Manage preferred shoreline uses (i.e., water-oriented uses and single family residential use) to maintain or enhance the ecological functions and values of shoreline areas and the character of the zones in which they are located.
  4. Manage Town of Eatonville's shorelines according to the order of use preferences established in the Act:
    - a) Preserve the natural character of the shoreline;
    - b) Promote uses that result in long-term over short-term benefit;
    - c) Protect the resources and ecology of the shoreline;
    - d) Increase public access to publicly-owned areas of the shoreline; and
    - e) Increase recreational opportunities for the public along the shoreline.
  5. Encourage the restoration of shoreline areas that have been degraded or diminished in ecological value and function as a result of past activities or catastrophic events.
  6. Ensure that all new development in shoreline areas is consistent with the Land Use Element of the Comprehensive Plan and the Washington State Growth Management Act.

## 8.9 CONSERVATION GOAL AND POLICIES

**8.9.1 Purpose.** As required by RCW 90.58.100(2)(f), this section addresses the preservation of natural resources, including but not limited to scenic vistas, aesthetics, and vital estuarine areas for fisheries and wildlife protection.

**8.9.2 Goal.** To preserve scenic and non-renewable natural resources and to encourage the preservation of renewable natural resources for the benefit of present and future generations.

## 8.9.3 Policies:

1. Develop and implement shoreline management practices that ensure a sustained yield of renewable shoreline resources, while preserving, enhancing and restoring unique and nonrenewable shoreline resources (i.e., wetlands and critical wildlife habitat).
2. Regulate natural resource uses to minimize or eliminate adverse impacts to natural systems and the quality of the shoreline environment.
3. Where practicable, require reclamation and restoration of areas that are biologically and aesthetically degraded while maintaining appropriate use of the shoreline.
4. Preserve the scenic vistas of shoreline areas to the greatest extent possible.
5. Establish and implement regulations that:
  - a) Preserve critical marine and terrestrial wildlife habitats;
  - b) Effectively control erosion and stormwater runoff; and
  - c) Maintain shoreline scenic and visual qualities.
6. Prohibit interference with the natural dynamic processes of shoreline formation and change except for compelling reasons of public necessity or benefit.
7. Maintain the character of the environment and protect fish and wildlife habitat and water quality by requiring vegetated buffer zones along shoreline areas.
8. Effectively regulate commercial timber harvesting to preserve the environmental and scenic qualities of the shoreline environment.
  - a) Require that any commercial timber harvesting within shorelands be selective;
  - b) Prohibit all commercial timber harvesting within required shoreline vegetated buffer areas;
  - c) Prohibit clear-cutting within shorelands unless specifically permitted under an approved conversion option harvest plan or Class IV General forest practices permit.

## **8.10 HISTORIC, CULTURAL, SCIENTIFIC AND EDUCATIONAL GOAL AND POLICIES**

**8.10.1 Purpose.** As required by RCW 90.58.100(2)(g), this section addresses protection and restoration of buildings, sites, and areas having historic, cultural, scientific, or educational significance.

**8.10.2 Goal.** To identify, protect, preserve and restore significant archaeological, historic and cultural sites located in shorelands for educational and scientific purposes, as well as the enjoyment of the general public.

### **8.10.3 Policies:**

1. Protect archaeological, historic and cultural sites and buildings identified on any national, state or local historic register from encroachment by incompatible uses.
2. Where feasible, acquire archaeological, historical and cultural sites, through purchase or gift so as to ensure their protection and preservation for present and future generations.
3. Encourage educational projects and programs that foster a greater appreciation of the importance of shoreline management, maritime activities, environmental conservation and maritime history and heritage.

## **8.11 NATURAL ENVIRONMENT**

**8.11.1 Purposes.** The purposes of the "natural" environment are as follows:

1. To preserve and enhance those shoreland areas relatively free of human influence or possessing natural functions intolerant of human use. There are no natural environment shorelands in the corporate boundary of the Town of Eatonville.
2. To restrict the intensities and types of uses permitted in order to maintain the integrity of the natural shoreland environment.



**8.11.2 Designation Criteria.** The "natural" environment shall be applied to shoreland areas that are relatively free of human influence or disturbance and which possess any one or more of the following characteristics:

1. Areas that are currently performing an important or irreplaceable function in the shoreline ecosystem.
2. Areas that have been degraded by development activities but which have the potential to be easily restored to a natural or near natural condition or are capable of natural regeneration if left undisturbed.
3. Areas representing ecosystems and geologic types that are of particular scientific and educational interest, including the following:
  - a. Areas which represent a high ecological quality of undisturbed natural areas; or
  - b. Areas with established histories of scientific research.
4. Areas considered critical wildlife habitat because they are currently documented as providing one of the following functions:
  - a. Providing food, water or cover and protection for any rare, endangered or threatened species, or for significant populations of flora or fauna during critical stages of their life cycle, and;
  - b. Serving as a seasonal habitat for concentrations of native fish and wildlife (e.g., migration routes, breeding sites, larval rearing grounds, or spawning sites).
5. Areas possessing severe development limitations, due to the presence of critical environmental features including:
  - a. High-risk landslide hazard areas;
  - b. Erosion hazard areas and feeder bluffs;
  - c. Frequently flooded areas; and
6. Outstanding or unique scenic features in their natural state, or areas having a high value in their natural states for low-intensity recreational uses.

## 8.11.3 Management Policies:

1. Prohibit any use or activity that would substantially degrade the ecological functions or natural character of the shoreland area, including, but not necessarily limited to:
  - a. Residences;
  - b. Commercial activities;
  - c. Industrial activities;
  - d. Forestry, except as directed to enhance the natural ecology;
  - e. Agriculture;
  - f. Nonwater-oriented recreation; and
  - g. Roads and parking areas that can be located outside of natural designated shorelands.
2. Prohibit construction of new structural shoreline stabilization and flood control works except where there is a demonstrated need to protect ecological functions and mitigation is applied consistent with State Department of Ecology Shoreline Rules.
3. Allow limited access for scientific, historical, cultural, educational, and low intensity recreational purposes, provided that no significant adverse impact on the area will result.
4. Ensure that uses and activities permitted in areas adjacent to the "natural" environment (i.e., whether located upland or waterward) are compatible and that they will not compromise the integrity of the designation.

## 8.12 PUBLIC CONSERVANCY ENVIRONMENT

**8.12.1 Purposes.** The purposes of the "public conservancy" environment are as follows:

1. To protect, conserve and enhance the ecological functions, existing resources, and valuable historic and cultural areas on publicly owned lands.
2. To provide the public with recreational opportunities consistent with ecological protection and enhancement.

**8.12.2 Designation Criteria.** The "public conservancy" environment shall be applied to publicly owned shorelands dedicated for public use as a park, recreational site, or open space that do not meet the designation criteria for the "natural" environment.

### **8.12.3 Management Policies:**

1. Dedicate all parkland improvements for public use or the support of such use.
2. Allow expansion of existing park facilities only when such expansion will increase recreation opportunities for the public, while concurrently preserving or enhancing the ecological functions of the shoreline.
3. Ensure that development practices and proposals demonstrate preservation of natural features and environmentally sensitive methodologies to serve as examples for public education.
4. Prohibit construction of new structural shoreline stabilization and flood control works except where there is a demonstrated need to protect an existing structure and mitigation is applied consistent with State Department of Ecology Shoreline Regulations, or to protect ecological functions. Require new development to be designed to preclude the need for such work.
5. Ensure that resource preservation is given priority over public access, recreation, and development objectives whenever a significant conflict exists.
6. Ensure that uses and activities permitted in areas adjacent to the "public conservancy" environment (i.e., whether located upland or waterward) are compatible and that they will not compromise the integrity of the designation.

## **8.13 URBAN CONSERVANCY ENVIRONMENT**

**8.13.1 Purposes.** The purposes of the "urban conservancy" environment are as follows:

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1. To provide ecological protection and rehabilitation in urban and developed settings.
2. To allow a variety of water-oriented uses and activities consistent with effective environmental management.

**8.13.2 Designation Criteria.** The "urban conservancy" environment shall be applied to shorelands within areas of permissible urban development (i.e., UGAs designated under RCW 36.70A.110 that are less suitable for higher intensity water-oriented uses and that do not meet the criteria for the "natural" and "public conservancy" environments, but which possess any one or more of the following characteristics:

1. Suitability for a mix of water-enjoyment recreational uses with other uses that allow a substantial number of people to enjoy the shoreline.
2. Flood plains or other areas not suitable for more intensive development.
3. Areas, though substantially degraded, with a potential for ecological rehabilitation.
4. Areas, though partially developed, that retain important ecological functions.

### **8.13.3 Management Policies:**

1. Require that all reasonable efforts are taken to enhance ecological functions during development and redevelopment. Where possible, require shoreline rehabilitation and public access for all non-water-dependent development.
2. Establish standards for shoreline stabilization measures, vegetation management, water quality, and shoreline modifications within the "urban conservancy" designation to ensure that new development does not degrade the shoreline.
3. Implement public access and public recreation objectives whenever feasible and when significant adverse impacts can be mitigated.
4. Permit water-dependent uses outright. Conditionally permit water-related and water-enjoyment uses. Prohibit non-water-oriented uses except as part of mixed-use developments supporting water dependent uses.

5. To the extent feasible, require new development to be designed to reduce the need for shoreline stabilization and flood control works. Ensure that all such works are mitigated consistent with State Department of Ecology Shoreline Rules.

## 8.14 SHORELINE RESIDENTIAL ENVIRONMENT

**8.14.1 Purposes.** The purposes of the "shoreline residential" environment are as follows:

1. To accommodate residential development and associated uses in areas where urban services exist or are planned.
2. To minimize the impacts of residential development on the shoreline ecology.
3. To provide appropriate public access and recreational uses.

**8.14.2 Designation Criteria.** The "shoreline residential" environment shall be applied to shorelands within urban growth areas (UGAs) that do not meet the criteria for the "natural," "public conservancy" or "urban conservancy" environments and that are predominantly developed for single-family or multi-family residential use or are planned and platted for residential development.

### 8.14.3 Management Policies:

1. Permit developments only in those shoreland areas where hazards to the proposed development can be effectively mitigated and where the environment is capable of supporting the proposed use in a manner that protects and enhances ecological functions.
2. Set densities or minimum frontage standards to protect the shoreline ecology and functions based on the following considerations:
  - a. Critical environmental features and sensitivity of the shoreline area;
  - b. The development character and land parcel pattern;
  - c. Level of infrastructure and services available or planned; and
  - d. Other Comprehensive Planning considerations.

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3. Establish development standards for shoreline stabilization, vegetation management, critical area protection, and water quality, to protect and, where significant ecological degradation has occurred, enhance ecological functions over time.
4. Require multi-family and multi-lot residential and recreational developments to provide public access and areas for joint use, community use, or public open space.
5. Require that access, utilities, and public services be available and adequate to serve existing needs and/or planned future development.
6. Limit commercial development to water-oriented uses that serve local residents.
7. Ensure that new development or expansion or remodeling of existing development does not substantially degrade the shoreline ecology or conflict with water-dependent uses.
8. Ensure that uses and activities permitted in areas adjacent to the "urban residential" environment designation (i.e., whether located upland or waterward) are compatible and that they will not compromise the integrity of the designation.
9. Protect existing and potential future wellhead and watershed areas.

### 8.15 URBAN HIGH-INTENSITY ENVIRONMENT

**8.15.1 Purposes.** The purposes of the "urban high-intensity" environment are as follows:

1. To ensure optimum use of shorelines that are either presently urbanized or planned for urbanization.
2. To prevent degradation of ecological functions.
3. To effectively manage the shoreland environment for a variety of urban uses.

**8.15.2 Designation Criteria.** The "urban high-intensity" environment shall be applied to shorelands within areas of permissible urban development (i.e., UGAs designated under RCW 36.70A.110 that do not meet the criteria for the "natural," "public conservancy," "urban conservancy," and "shoreline residential" environment designations.

### **8.15.3 Management Policies:**

1. Permit water-dependent uses outright. Conditionally permit water-related and water enjoyment uses. Prohibit non-water-oriented uses except as part of mixed-use developments supporting water-dependent uses.
2. Achieve full use of existing urban areas before allowing further expansion of high intensity development. Use reasonable long-range projections of regional economic need to guide the amount of shoreline designated high intensity. Encourage the redevelopment of underused areas.
3. Where appropriate, as a condition of approval for new development at a site within an area shown to be biologically, chemically and/or physically degraded by past activities require that the shoreline be restored to a more ecologically productive state.
4. Where practicable, require visual and physical public access. Where appropriate, require that industrial and commercial facilities be designed to permit pedestrian shoreline access.
5. Ensure that uses and activities permitted in areas adjacent to the "urban high-intensity" environment designation (i.e., whether located upland or waterward) are compatible and that they will not compromise the integrity of the designation.

## **8.16 SHORELINE MAP**

Shorelines of the Town of Eatonville are designated urban. Figure 8-1 shows the designations as follows:

- |   |   |                       |
|---|---|-----------------------|
| □ Residentially zoned land along Mashel River, Lynch Creek and Ohop Creek | - | Shoreline Residential |
| □ Parklands along Mashel River and Lynch Creek                            | - | Urban Conservancy     |
| □ Commercial and Industrial lands along Mashel River                      | - | Shoreline Residential |

Figure 8-1  
Shoreline Designations Map