shoreline
shoreline
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Shoreline Element

In conformance with the goals of the State Shoreline Management Act, the Seattle Shoreline Master Program accommodates a variety of functions and activities unique to the shoreline district, especially water-dependent businesses and shoreline recreation activities, and protects and enhances public access, natural areas, ecological functions and views of the water. Policies in this section guide management of Seattle’s shorelines and describe the purposes of the shoreline environments. Together with the Seattle Shoreline Master Program Regulations in the Land Use Code, including the maps of the Shoreline District showing the locations of shoreline environments, and Shoreline Restoration and Enhancement Plan, these policies constitute the Seattle Shoreline Master Program.

A Shorelines

shoreline use

LUG39 Encourage shoreline uses that result in long-term over short-term benefit.

LUG40 Define appropriate uses for specific segments of the shoreline.

LUG41 Locate uses that are not water-dependent or water-related on upland lots to optimize shoreline use and access.

LUG42 Protect ecological function of those areas of shoreline that are biologically significant or that are geologically fragile.

LUG43 Restore and enhance ecological function through non-regulatory programs and policies.

LU231 Allow only those uses, developments, and shoreline modifications that retain options for future generations, unless identified benefits clearly outweigh the physical, social, environmental and economic loss over a 20-year planning horizon. Use preference will be given in the following order:

1. On waterfront lots:
   a. Uses that protect or restore and enhance natural areas and ecological processes and functions, particularly those areas or systems identified as containing or having unique geological, ecological or biological significance.

   b. Water-dependent uses are uses that cannot exist in other than a waterfront location and are dependent on the water by reason of the intrinsic nature of operations.

   c. “Water-related use” - a use or portion of a use not intrinsically dependent on a waterfront location but whose economic viability is dependent upon a location in the shoreline district because:

      1. The use has a functional requirement for a waterfront location, such as the arrival or shipment of materials by water (a substantial portion of up to 50 percent of its product or materials arrive by vessel), or the need for large quantities of water in the use; or

      2. The storage of material that is transported by a vessel and is either loaded or off-loaded in the Shoreline District; or

      3. The use provides a necessary service supportive of water-dependent uses and the proximity of the use to its customers makes its services less expensive and/or more convenient.

   d. Water-enjoyment uses - those uses that facilitate public access to the
Shoreline Figure 1

Seattle Shorelines

Shorelines

- Statewide Significance
- Other Shoreline Areas

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shoreline as a primary characteristic of the use; or a use that provides for recreational use or aesthetic enjoyment of the shoreline for a substantial number of people as a general characteristic of the use and which, through location, design, and operation, ensures the public's ability to enjoy the physical and aesthetic qualities of the shoreline. In order to qualify as a water-enjoyment use, the use must be open to the general public, and the shoreline-oriented space within the project must be devoted to the specific aspects of the use that fosters shoreline enjoyment.

e. Floating home uses existing as of January 2011, which are considered conforming preferred uses because of their historic role and legal recognition by the City. The intent of this policy is to recognize the existing floating home community in Lake Union and Portage Bay, while protecting natural areas, preserving public access to the shoreline, and preventing the displacement of water-dependent commercial and manufacturing uses by new floating homes. Applicable development and Shoreline Master Program regulations may only impose reasonable conditions and mitigation that will not effectively preclude maintenance, repair, replacement, and remodeling of existing floating homes and floating home moorages by rendering these actions impracticable.

f. Single-family residential uses are preferred uses where they are appropriately located and can be developed without significant impact to ecological functions or displacement of water-dependent uses.

g. Uses that are not water-dependent with regulated public access or with ecological restoration and enhancement.

h. Uses that are not water-dependent, water-related or water-enjoyment as defined above, without regulated public access or ecological restoration and enhancement.

2. On upland lots: Preferred uses are those that complement uses on adjacent waterfront lots.

3. The preference for protection of the ecological conditions of the shoreline shall be accomplished by prohibiting uses that would negatively impact natural areas, by providing mitigation for negative impacts caused by the use and by providing restoration and enhancement of natural areas where they are degraded.

4. Preferred uses will vary according to the purpose of the shoreline environment.

a. Where the purpose of the environment is to encourage water-dependent and water-related uses, these uses shall be preferred by prohibiting and/or restricting the number of uses that are not water-dependent or water-related allowed on waterfront lots.

b. Where the purpose of the environment is to provide public access, these uses shall be preferred by allowing uses that provide public access.

c. Where the purpose of the environment is to protect ecological processes and functions, protection of ecological processes and functions shall be preferred by permitting uses that achieve this purpose.

LU232 In the Land Use Code, identify appropriate shoreline uses and related standards, and provide site development standards and other appropriate criteria indicating minimal acceptable standards to be achieved.
**shoreline element**

**LU233** Allow live-aboards on vessels in moorage areas and provide standards that mitigate the impacts of live-aboard uses on the shoreline environment.

**LU234** Allow a wider range of uses on upland lots than on waterfront lots in order to support water-dependent and water-related uses on waterfront lots, while avoiding potential incompatibility with those uses.

**shoreline access**

**LUG44** Maximize public access — both physical and visual — to Seattle’s shorelines.

**LUG45** Preserve and enhance views of the shoreline and water from upland areas, where appropriate.

**LU235** Enable opportunities for substantial numbers of people to enjoy the shorelines by requiring access to public property located on the water and by allowing uses that are not water-dependent to locate on waterfront lots when those uses provide additional public access to the shoreline and are located in waterfront areas less suited for water-dependent uses.

**LU236** Promote public enjoyment of the shorelines through public access standards that require improvements to be safe, well designed, and with adequate access to the water.

**LU237** Encourage adopt-a-beach and other programs that promote voluntary maintenance of public access areas in the Shoreline District.

**LU238** Maintain standards and criteria for providing public access, except for lots developed for single-family residences, to achieve the following:
1. linkages between shoreline public facilities via trails, paths, etc., that connect boating and other recreational facilities.

2. visible signage at all publicly owned or controlled shorelines and all required public access on private property.

3. development of bonuses or incentives for the development of public access on private property, if appropriate.

4. provision of public access opportunities by public agencies such as the City, Port of Seattle, King County and the State at new shoreline facilities and encourage these agencies to provide similar opportunities in existing facilities.

5. view and visual access from upland and waterfront lots.

6. prioritize the operating requirements of water-dependent uses over preservation of views.

7. protection and enhancement of views by limiting view blockage caused by off-premise signs and other signs.

**LU239** Waterways, which are public highways for watercraft providing access from land to water and from water to land platted by the Washington State Harbor Line Commission for the convenience of commerce and navigation, in Lake Union and Portage Bay are for public navigation access and commerce, and in general, the City shall not request that the designation be removed from waterways. The City may request that waterways be vacated only when the City reclaims the area as street right-of-way or for public park purposes. The City may request that the dry land portion of a waterway be re-designated for the additional purpose of providing permanent public access improvements.

**LU240** Shoreline street ends are a valuable resource for public use, access and shoreline restoration. Design public or private use or develop
ment of street ends to enhance, rather than reduce, public access and to restore the ecological conditions of the shoreline.

**transportation in the shoreline**

**LUG46** Provide a transportation network that supports and enhances use of and access to the shorelines.

**LUG47** Relocate or demolish transportation facilities that are functionally or aesthetically disruptive to the shoreline, such as the aerial portion of the Alaskan Way Viaduct on the Central Waterfront between King Street and Union Street.

**LU241** Encourage the transport of materials and cargo in the Shoreline District via modes having the least environmental impact.

**LU242** Encourage large vessels (cruise ships and cargo container ships) to connect to dock side electrical facilities or use other energy alternatives while in port, to reduce engine idling and exhaust emissions.

**LU243** Discourage, and reduce over time vehicle parking on waterfront lots in the Shoreline.

**LU244** Encourage the maintenance and future development of inter-modal commuter ferry services, to complement other public transportation systems, from both intra-city locations and elsewhere in the region.

**LU245** Provide public transportation convenient to the shoreline.

**LU246**

1. Locate streets, highways, freeways and railroads away from the shoreline in order to maximize the area of waterfront lots. Discourage streets, highways, freeways and railroads not needed for access to shoreline lots in the Shoreline District. A replacement for the State Route 99 Viaduct with a tunnel and/or a surface roadway may be located in the Shoreline District because it represents a critical link in the transportation network.

2. To facilitate expeditious construction in an environmentally and fiscally responsible manner, standards for major state and regional transportation projects should be considered that will allow flexibility in construction staging, utility relocation, and construction-related mitigation and uses, provided that the projects result in no net loss of ecological function.

3. Prohibit aerial transportation structures over 35 feet high, such as bridges and viaducts, on the Central Waterfront in the Shoreline Environments between King Street and Union Street, except for aerial pedestrian walkways associated with Colman Dock, in order to facilitate the revitalization of downtown’s waterfront, provide opportunities for public access to the Central Waterfront shoreline, and preserve views of Elliott Bay and the land forms beyond.

**LU247** The primary purpose of waterways in Lake Union and Portage Bay is to facilitate navigation and commerce by providing waterborne access to adjacent properties, access to the land for the loading and unloading of watercraft, and temporary moorage. Waterways are also important for providing public access from dry land to the water.

**LU248** Public access shall be the preferred use for vacated rights-of-way. Public rights-of-way may be used or developed for uses other than public access, provided that such uses are determined by the City to be in the public interest, and that public access of substantial quality and at least comparable to that available in the right-of-way is provided.

**shoreline protection and restoration**

**LUG48** Require that no net loss of ecological functions occur as a result of uses, development, shoreline modifications, maintenance...
activities or expansion of existing uses, development or shoreline modifications.

**LU249** Use mitigation sequencing to meet no net loss of ecological functions. Mitigation sequencing refers to taking steps in this order: avoid, rectify, minimize and/or compensate for the loss to ecological functions.

**LU250** Protect the natural environment of the shoreline through development regulations that include a requirement to use best management practices to control impacts from construction and development activities.

**LU251** Regulate development on those areas of shorelines that are biologically significant or geologically fragile to prevent harm to property, organisms or the general public.

**LU252** Develop methods to measure both the impacts of development in the Shoreline District and the effects of mitigation so that no net loss of ecological function occurs through development projects.

**LU253** Monitor the benefits of mitigation techniques to determine which are best suited to meet the goal of no net loss of ecological function.

**LU254** Conserve existing shoreline vegetation and encourage new shoreline plantings with native plants, to protect habitat and other ecological functions, reduce the need for shoreline stabilization structures, and improve visual and aesthetic qualities of the shoreline.

**LU255** Avoid development in areas identified as special wildlife or priority saltwater or fresh water habitat unless no feasible alternative locations exist except for a water-dependent use or water-related use that has a functional requirement for a location over water and is located in saltwater habitat that is priority habitat solely due to its use by anadromous fish for migration, if the development mitigates impacts to achieve no net loss of ecological function.

**LU256** Protect environmentally critical areas as set out in the policies for environmentally critical areas and modified to reflect the special circumstances of such areas in the Shoreline District.
LU257 Require that all commercial, industrial or other high intensity uses provide means for treating natural or artificial urban run-off to acceptable standards. Developments with industrial or commercial uses that use or process substances potentially harmful to public health and/or aquatic life shall provide means to prevent point and non-point discharge of those substances.

LU258 Consider the Lower Duwamish Watershed Habitat Restoration Plan (Weiner, K.S and Clark, J.A. 1996); the Port of Seattle Lower Duwamish River Habitat Restoration Plan, the Final Lower Duwamish River NRDA Restoration Plan and Programmatic Environmental Impact Statement, the WRIA 8 Chinook Salmon Conservation Plan and implementation documents and WRIA 9 Salmon Habitat Plan and implementation documents when conducting planning, permitting, mitigation and restoration activities within the Duwamish/Green River and Cedar River watersheds.

LU259 Allow dredging in the minimum amount necessary for water-dependent uses, environmental mitigation or enhancement, clean-up of contaminated materials, and installation of utilities and bridges.

LU260 Allow fill on submerged land that does not create dry land only where necessary and in a manner that minimizes short- and long-term environmental damage, for the operation of a water-dependent or water-related use, transportation projects of statewide significance, installation of a bridge or utility line, disposal of dredged material in accordance with the Dredged Material Management Program, beach nourishment or environmental mitigation or restoration and enhancement. Design projects to ensure no net loss of ecological function through mitigation sequencing.

LU261 Permit landfill that creates dry land only where necessary for transportation projects of statewide significance, repair of pocket erosion for water-dependent and water-related uses, beach nourishment, or for environmental mitigation or restoration and enhancement. Construct fill projects in a manner that minimizes short and long-term environmental damage and design projects to ensure no net loss of ecological function through mitigation sequencing.

LU262 Work with other government agencies and shoreline users to reduce the input of pollutants, to restore contaminated areas, to control disposal of dredge spoils, and to determine the appropriate mitigation for project impacts.

LU263 Use a restoration plan to identify areas that have potential for shoreline habitat restoration. Identify restoration opportunities that will best achieve ecological improvement, describe the appropriate restoration activities for the conditions in those areas, and provide incentives for achieving restoration of the shorelines.

LU264 Support programs that inform the public about shoreline conservation practices and identify methods by which public and private shoreline owners or community groups may encourage aquatic and terrestrial life, require such methods when appropriate, and provide incentives for such projects.

LU265 Support the scientific study of the shoreline ecosystems that will provide information to help update baseline condition information; to monitor the impact of any action; and to guide protection, restoration and enhancement activities to meet the no net loss requirements and implement the restoration plan.

LU266 Where applicable, new or expanded development and maintenance shall include environmental cleanup and restoration of the shoreline to comply with any relevant state and federal law.
shoreline economic development

**LUG51** Encourage economic activity and development by supporting the retention and expansion of existing water-dependent and water-related businesses on waterfront lots.

**LU267** Support the retention and expansion of existing conforming water-dependent and water-related businesses, and anticipate the creation of new water-dependent and water-related development in areas now dedicated to such use.

**LU268** Identify and designate appropriate land adjacent to deep water for industrial and commercial uses that require such condition.

**LU269** Provide regulatory and non-regulatory incentives for property owners to include public amenities and ecological enhancements on private property.

**LU270** Identify and designate appropriate land for water-dependent business and industrial uses as follows:

1. **Cargo Handling Facilities:**
   a. Reserve space in deep water areas with adequate vessel maneuvering areas to permit the Port of Seattle and other marine industries to remain competitive with other ports.
   b. Work with the Port of Seattle to develop a long-range port plan in order to provide predictability for property owners and private industry in the Duwamish and in Elliott Bay.

2. **Tug and Barge Facilities:** Retain Seattle’s role as the Gateway to Alaska and ensure ample area is designated for uses that serve Puget Sound and Pacific trade.

3. **Shipbuilding, Boat Building and Repairs:** Maintain a critical mass of facilities in Seattle in order to meet the needs of the diverse fleets that visit or have a home port in Seattle, including fishing, transport, recreation and military vessels.

4. **Moorage:** Meet the long-term and transient needs of ships and boats including fishing, transport, recreation and military. Support long-term moorage in sheltered areas close to services, and short-term moorage in more open areas. Support the efficient use of Fishermen’s Terminal, Shilshole Bay Marina and other public moorage facilities. Protect commercial and recreational moorage from displacement by encouraging the full use of submerged lands for recreational moorage in areas less suited for commercial moorage and less sensitive to environmental degradation. Require large recreational marinas to provide some commercial transient moorage as part of their facilities.

5. **Recreational Boating:** Maintain diverse opportunities for recreational boaters to access the water. Allow a variety of boating facilities, from launching ramps for small “car top” or “hand-carried” boats to major marinas. Encourage recreational moorage by providing both long-term and short-term moorage at marinas and short-term moorage at cultural and recreational sites.

6. **Passenger Terminals:** Maintain and expand the opportunity for convenient travel by ship to local and distant ports for residents and visitors. Encourage passenger-only ferries on the Central Waterfront.

7. **Fishing Industry:** Maintain a critical mass of support services including boat building and repair, moorage, fish processors, and supply houses to allow Seattle fishermen to continue to service and have a home-port for their vessels in Seattle waters. Recognize the importance of the local fishing industry in
supplying local markets and restaurants. Recognize the economic contribution of distant-water fisheries to Seattle’s maritime and general economy.

LU271 Allow multi-use developments including uses that are not water-dependent or water-related where the demand for water-dependent and water-related uses is less than the land available or if the use that is not water-dependent is either limited in size, provides a benefit to existing water-dependent and water-related uses in the area or is necessary for the viability of the water-dependent uses. Such multi-use development shall provide shoreline ecological restoration, which is preferred, and/or additional public access to the shoreline to achieve other Shoreline Master Program goals.

shelfine recreation

LU273 Provide for recreational boating facilities including moorage and service facilities on publicly-owned land and encourage the provision of such facilities on private property in appropriate areas that minimize environmental impacts.

LU274 Increase publicly-owned shorelines, giving priority to those areas of the City that lack recreational facilities.

LU275 Explore alternatives to acquisition for providing public recreation at the shoreline and on the water.

LU276 Identify submerged lands that could be used for underwater parks.

shelfine archeological and historic resources

LU277 Designate, protect, preserve and support restoration of sites and areas of the Shoreline District having historic or cultural significance, including through landmark designation where appropriate.

LU278 Avoid impacts to areas identified as archaeologically and historically significant, unless no reasonable alternative locations exist and impacts to the resource are mitigated.

shelfine environments

The Shoreline Master Program must address a wide range of physical conditions and development settings along areas of the shoreline. The Shoreline Master Program prescribes different environmental protection measures, allowable use provisions and
development standards for each of these areas of the shoreline. The method to account for different shoreline conditions is to assign an environment designation to each distinct shoreline section. The environment designation assignments provide the framework for implementing shoreline policies and regulatory measures specific to the environment designations. The shoreline environments within Seattle’s Shoreline District is divided into two broad categories; Conservancy and Urban and then subdivided further within these two categories.

The Conservancy shoreline environments are less developed and provide for areas of navigation, recreation and habitat protection. The Urban shoreline environments are areas that are more developed and provide for single family residential development and water-dependent and water-related uses. The Conservancy and Urban shoreline environments are described in the following goals and policies.

Conservancy shoreline environment goals and policies

**Conserve Navigation (CN) Environment**

**LUG64** The purpose of the Conservancy Navigation Environment is to preserve the shoreline environment while providing navigational use of the water.

**LUG65** Allow in-water and over-water structures that are primarily for navigational purposes.

**LUG66** Enhance and restore ecological function, where feasible, in areas where such function has been previously degraded.

**Conservancy Preservation (CP) Environment**

**LUG66** The purpose of the Conservancy Preservation Environment is to preserve, enhance and restore the ecological functions in the Shoreline District.

**LUG67** Prohibit uses that substantially degrade the ecological functions or natural character of the shoreline.

**LUG68** Prohibit commercial and industrial uses and non-water-oriented recreation.

**LUG69** Prohibit parking that can be located outside the CP area.

**LUG70** Limit access and utilities to those necessary to sustain permitted uses and activities.

**Conservancy Recreation (CR) Environment**

**LUG67** The purpose of the Conservancy Recreation Environment is to preserve and enhance the shoreline environment while providing opportunities for shoreline recreation.

**LUG68** Prioritize public access, water-dependent recreation and other water-oriented uses compatible with ecological protection.
LU288 Locate public access and public recreation only where the impacts on ecological functions can be effectively mitigated.

**Conservancy Waterway (CW) Environment**

LU289 Provide navigational access to adjacent properties, access to and from land for the loading and unloading of watercraft and temporary moorage.

LU290 Allow in- and over-water structures only where needed for navigational purposes, temporary moorage, minor vessel repair, pedestrian bridges and/or ecological restoration.

LU291 Minimize impacts on navigation, public views and ecological functions.

**Urban General (UG) environment**

LU292 Allow uses that are not water-oriented only when in combination with water-dependent uses or in limited situations where they do not conflict with or limit opportunities for water-dependent uses or on sites where there is no direct access to the shoreline.

LU293 Require visual access to the water through view corridors or other means for commercial and larger multifamily residential projects.

LU294 Provide for public access to the shoreline and require shoreline environmental restoration and enhancement for uses that are not water-dependent.

**Urban Harborfront (UH) Environment**

LU295 Allow commercial and industrial uses that are not water-dependent or water-related.

LU296 Require visual public access where feasible.

LU297 Allow a mix of uses in recognition of this environment’s roles in tourism and transportation, while ensuring a high degree of public access and recognizing the historic, environmental and anthropogenic natures of this area.

LU298 Allow uses that are not water-oriented as part of mixed-use developments or in circumstances where they do not conflict with or limit opportunities for water-oriented uses.

LU299 Allow uses that are not water-oriented on sites where there is no direct access to the shoreline.

LU290 Allow in- and over-water structures only where needed for navigational purposes, temporary moorage, minor vessel repair, pedestrian bridges and/or ecological restoration.

LU291 Minimize impacts on navigation, public views and ecological functions.
**Urban Maritime (UM) Environment**

**LU306** Design public access to minimize interference with water-dependent, water-related and industrial uses and encourage that public access be located on street ends, parks and other public lands.

**LU307** Allow uses that are not water-dependent to locate on waterfront lots in limited circumstances and in a limited square footage on a site as part of development that includes water-dependent or water-related uses, where it is demonstrated that the allowed uses will benefit water-dependent uses and where the use will not preclude future use by water-dependent uses.

**LU308** Allow uses that are not-water-dependent or water-related on lots where there is no direct access to the shoreline.

**Urban Residential (UR) Environment**

**LU310** Provide development standards that allow residential development and protect ecological functions, such as shoreline armoring standards and structure setback regulations.

**LU311** Multifamily development is not a preferred use in the Shoreline District and should be limited to locations where allowed as of January 2011.
LU312 Require public access as part of multifamily development of greater than four units.

LU313 Provide for access, utilities and public services to adequately serve existing and planned development.

**shorelines of statewide significance**

In addition to the goals and policies of each shoreline environment the following goals apply to all shorelines of statewide significance under the jurisdiction of the Shoreline Master Program, which include: Puget Sound, the Duwamish River (shorelines from the south city limits north to South Massachusetts on the east side and Southwest Bronson Street on the west side, and including Harbor Island and the East and West Duwamish Waterways), Lake Washington and Union Bay to the Montlake Bridge, as illustrated in Shoreline Figure 1.

LU314 Protect the ecology of natural beaches and fish migration routes, including the natural processes associated with feeder bluffs.

LU315 Encourage and enhance shoreline recreational activities, particularly in developed parks.

LU316 Provide for quality public access to the shoreline.

LU317 Preserve views of Puget Sound and the land forms beyond, as well as views of Lake Washington and Union Bay.

LU318 Preserve and enhance the resources of natural areas and fish migration routes, feeding areas and spawning areas.

**height in the shoreline district**

LU319 The 35-foot height limit provided in the Shoreline Management Act shall be the standard for maximum height in the Seattle Shoreline District. Exceptions in the development standards of a shoreline environment may be made consistent with the Act and with underlying zoning and special districts where:

1. a greater height will decrease the impact of the development on the ecological condition;

2. a greater height will not obstruct views from public trails and viewpoints;

3. a greater height will not obstruct shoreline views from a substantial number of residences on areas adjoining the “shorelines of the state” as defined in RCW 90.58.030(1)(g) that are in Seattle and will serve a beneficial public interest; or

4. greater height is necessary for bridges, or equipment of water-dependent or water-related uses or manufacturing uses.

LU320 Heights lower than 35 feet:

1. shall be the standard for structures overwater; and

2. where a reduced height is warranted because of the underlying residential zone; or

3. where a reduced height is warranted because public views or the views of a substantial number of residences on areas adjoining the “shorelines of the state” as defined in RCW 90.58.030(1)(g) that are in Seattle could be blocked.

**SMP process**

LU321 Conduct periodic assessments of the performance of and the need for change in the Shoreline Master Program.

LUG76 Continue shoreline planning by periodically updating the inventory, goals, policies and regulations to respond to changing priorities and conditions in Seattle’s shorelines.