Appendix 1 – Public Access Plan for Lacey and Lacey’s Urban Growth Areas
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Acknowledgments

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Photographs taken by David R. Burns, AICP, Principal Planner, unless noted otherwise.
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I. Introduction

A. Background

Generally - This shoreline access plan has been created to provide an analysis of public access opportunities to Lacey's Shoreline areas and to plan for the acquisition and long term management of shoreline access for public use. It meets the requirements of the Shorelines Management Act for Lacey's shoreline public access planning process and is intended to guide Lacey's efforts in achieving public shoreline access goals.

This Plan provides an inventory of existing public access to shorelines, discussion of opportunities for additional access and criteria for evaluation of access opportunities. In addition, this Plan discusses specific strategies and programs to acquire shoreline areas and access for public use and provides policy guidance for achieving shoreline access goals.

This shoreline access plan has been created as an appendix of Lacey's Shoreline Master Program and is intended to be used in concert with the Shoreline Master Program, the Comprehensive Land Use Plan and the Comprehensive Plan for Outdoor Recreation for goal and policy guidance on issues involving public shoreline access and open space.

Requirements of state law for public shoreline access planning - There are three basic policy areas to the Shoreline Management Act: shoreline use, environmental protection and public access. The SMA emphasizes accommodation of reasonable and appropriate uses, protection of shoreline environmental resources, and protection of the public's right to access and use the shorelines (see RCW 90.58.020).

Master programs must include a public access element making provisions for public access to publicly owned areas, and a recreational element for the preservation and expansion of recreational opportunities.

The overarching policy is that “the public’s opportunity to enjoy the physical and aesthetic qualities of natural shorelines of the state shall be preserved to the greatest extent feasible consistent with the overall best interest of the state and the people generally. Alterations of the natural conditions of the shorelines of the state, in those limited instances when authorized, shall be given priority for…development that will provide an opportunity for substantial numbers of people to enjoy the shorelines of the state.”

The SMA also implements the common law Public Trust Doctrine. The essence of this court doctrine is that the waters of the state are a public resource for the purposes of navigation, conducting commerce, fishing, recreation and similar uses and that this trust is not invalidated by private ownership of the underlying land. The doctrine limits public and private use of tidelands and other shorelands to protect the public's right to use the waters of the state.

Public access is defined as the ability of the general public to reach, touch, and enjoy the water’s edge, to travel on the waters of the state, and to view the water and the shoreline from adjacent locations (WAC 173 26 221(4)(a)).
B. Timeline

A timeline for the complete Shoreline Master Program update (a multi-year program) is below:

TABLE 1: TIMELINE FOR THE SHORELINE MASTER PROGRAM UPDATE FOR THE CITY OF LACEY.

<table>
<thead>
<tr>
<th>Phase</th>
<th>Update Schedule</th>
<th>Timeline</th>
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</thead>
<tbody>
<tr>
<td>1</td>
<td>Determine what shorelines are regulated under the act</td>
<td>Winter 2008</td>
</tr>
<tr>
<td></td>
<td>Conduct an inventory of all existing and available data for shorelines</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Public Open Houses</td>
<td></td>
</tr>
<tr>
<td>2</td>
<td>Analyze and characterize shoreline conditions</td>
<td>Spring 2008</td>
</tr>
<tr>
<td>3</td>
<td>Categorize each shoreline segment into a designation such as urban, suburban, or rural. Each will have a different set of rules.</td>
<td>Fall 2008</td>
</tr>
<tr>
<td></td>
<td>Develop draft rules and policies</td>
<td>Winter-Spring 2009</td>
</tr>
<tr>
<td></td>
<td>Public meetings</td>
<td></td>
</tr>
<tr>
<td>4</td>
<td>Analyze the cumulative impacts of expected shoreline development or redevelopment</td>
<td>Winter-Spring 2009</td>
</tr>
<tr>
<td></td>
<td>Develop a restoration (and preservation) plan, including public access</td>
<td></td>
</tr>
<tr>
<td>5</td>
<td>Planning Commission Consideration of the Regional Draft</td>
<td>Late 2009 - 2011</td>
</tr>
<tr>
<td></td>
<td>Development of a Shoreline Master Program specific to Lacey</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Public hearings</td>
<td></td>
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<td></td>
<td>Planning Commission recommendation</td>
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<td></td>
<td>City Council approval</td>
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<td></td>
<td>State approval</td>
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</table>

C. Methods and Sources of Information

The shoreline Public Access Plan compliments other Lacey planning documents that address our natural resource and environmentally sensitive areas. It provides the same emphasis and vision expressed throughout Lacey's comprehensive planning documents for the wise use, protection and conservation of natural resource and sensitive areas.

This overriding theme and culture is articulated throughout Lacey's Comprehensive Land Use Plan and its many elements including the Environmental Protection and Resource Conservation Plan, the Comprehensive Plan for Outdoor Recreation and the core Land Use element. These documents, and the vision they provide for the community, guide Lacey in its efforts to acquire, develop and manage shoreline properties for parks, habitat, and other recreational and cultural needs and activities.
D. Purpose, Content and Use of this Plan

Analysis of opportunity and need - This plan establishes a baseline inventory of existing public access sites to shorelines and examines what opportunities may be available for additional access. It sets forth criteria for classification of access types and provides a framework for assessing the value of various access opportunities.

The Plan identifies what public access opportunities are of value to the public and identifies opportunities to achieve additional access through shoreline development review and incentive programs.

Shoreline designation determines management options - This Plan discusses the balance needed between types of public access and natural limitations of shoreline designations to accommodate various uses. Shorelines are given designations based upon specific characteristics and each has identified functions and values.

Long term management of these shoreline areas needs to consider and match access opportunities. When developing shoreline access the city needs to consider the type of access appropriate for wise management and protection of the shorelines. This plan provides general guidance for the appropriate public use of shoreline areas while also protecting the shoreline’s functions and values over the long term.

Advantages of using a Public Access Plan as part of Lacey's shoreline program - Public access for every project or type of shoreline would be problematic. Some projects or shorelines may not be well suited for public access. State law allows exemption from requiring access under certain stipulations and where a public access plan and public planning process has identified need and determined an alternative approach is in the best interest of the public. Lacey has used this process to provide an assessment of public access opportunities with guidance on issues to consider when public access will be required under shoreline regulatory authority as a condition of a permit.

Developing a public access plan creates an inventory of existing public access and identifies future needs and opportunities that can be implemented through shoreline development proposals with site specific assessments. The public access plan is the foundation for development of public access in the public interest.

Summary - This plan is meant to provide a comprehensive analysis of public access to shorelines, with several areas of focus.

One focus is a review of what public access includes and how it relates to goals for protection of shoreline natural functions and values. In defining what public access is, the Plan identifies various types of public access and use. In relationship to shorelines protection, the Plan discusses expectations for use based upon shoreline designation and classification. The classification determines what should be planned and how the shoreline is managed over the long term.

Another focus is an analysis of shoreline access use and public value. This reviews the public’s existing inventory of access, what is of public value, what opportunities might exist for additional public access, and what criteria should be considered when planning and developing public access.

A third major focus is a discussion of strategies for acquiring public access. This reviews regulatory control, incentive based programs, and development of public property and how these might be utilized to achieve Lacey's public access goals.
A final focus is the articulation of specific public access goals and policies. Goals and policies cover the full range of public access issues.

Together discussion of these focus areas is intended to guide Lacey's effort in meeting the public access needs of the Lacey Community and the requirements of state law.

This plan builds upon the vision expressed in Lacey's existing Comprehensive Land Use Plan, the Comprehensive Plan for Outdoor Recreation and the Lacey Shoreline Master Program. These documents provide a vision for the long term management and protection of Lacey's shoreline resources.
II. Shoreline Management Act Public Access Requirements

A. Three Broad Policies
The Shoreline Management Act has three broad policies:
1. Encourage water-dependent uses
2. Protect shoreline natural resources
3. Promote public access

B. Public Access Planning Process, Purpose and Use
As part of the public access policy, the Shorelines Management Act has language requiring local shoreline master programs to contain a public access plan. The public access plan should be a comprehensive analysis of public access need and opportunity and a blueprint to guide the acquisition, development and management of public access to shoreline resources over the long term.

WAC 173-26-221 (4) Public Access (c) planning process to address public access, states "At a minimum, the public access planning should result in public access requirements for shoreline permits, recommended projects, port master plans, and/or actions to be taken to develop public shoreline access to shorelines on public property...."

WAC 173-26-221 (4) (d) standards iii. further states that shoreline master programs should "provide standards for the dedication and improvement of public access in developments for water-enjoyment, water-related, and nonwater-dependent uses and for the subdivision of land into more than 4 parcels. In these cases, public access should be required except: (A) Where the local government provides more effective public access through a public access planning process described in WAC 173-26-221 (4)(c). ...."

These WAC provisions provide us an option of taking more control over when and how Lacey will require public access when reviewing and applying regulatory conditions to development activity.
III. Type, Use and Value of Various Forms of Shoreline Public Access

Public access defined - As stated in the introduction of this plan, state law defines public access as "the ability of the general public to reach, touch, and enjoy the water’s edge, to travel on the waters of the state, and to view the water and the shoreline from adjacent locations (WAC 173 26 221(4)(a))."

Shoreline access may take many forms and have many different uses associated with it and it may have a wide variety of infrastructure requirements and impacts.

Relationship to the City's Comprehensive Plan for Outdoor Recreation - The requirement to plan for public access is very close in concept to the City's planning process used to develop its Comprehensive Plan for Outdoor Recreation. This was once an optional GMA plan that the City developed years ago to accomplish park planning, including city park facilities and properties adjacent to shorelines and waterfront acquisition and development.

The City's Comprehensive Plan for Outdoor Recreation looks at the City's need for outdoor recreation and provides comprehensive planning for the delivery of this service to the Lacey community. This purpose spans a wide range of public activities from what are termed passive (low activity non intrusive recreation use) to very intensive, high activity use; (Long Lake Park for example). This includes our water front property like Long Lake and Wanchers Park, and it includes trail systems that provide shoreline access opportunities.

The Outdoor Recreation Plan has level of service standards, service area radius standards and a long term plan for management. Essentially it covers the City's need to provide recreation areas for the public, including waterfront active recreation opportunities. This aspect of public access does not need to be duplicated in this public access plan.

However, the Comprehensive Plan for Outdoor Recreation does not deal specifically with shoreline access, nor does it look at the types of small shoreline access opportunities that may be beneficial to Lacey that might be acquired through regulatory action. This access plan will focus on classification of access types, inventory of existing and potential shoreline access, and strategies to acquire access.

Large significant access to shorelines, generally over an acre in size, will be considered a public responsibility and task requiring public ownership. Major recreation uses can be measured with nationally accepted level of service standards. However, there will be many smaller access opportunities that cannot be characterized using level of service standards that look at acreage and active recreation land needs. These may require a different level of service standard such as an access point for a certain length of shoreline area and a number of access points considered necessary for each reach. In considering level of service, this access plan will focus on basic access opportunities not covered with level of service standards that are already covered in the Comprehensive Plan for Outdoor Recreation. This Plan will address access only and will refer to the Comprehensive Plan for Outdoor Recreation in discussing and detailing goals and policies for larger, publically owned recreation areas. It will also have a focus on those smaller access opportunities that will typically be dealt with during review of privately initiated shoreline projects as discussed under implementation strategies in Section V of this Plan.

Identification and classification of various types of public shoreline access -
For classification of public access types we can fashion descriptions similar to how our Comprehensive Plan for Outdoor Recreation classifies parks. This system classifies parks according to intended use, size, and service radius. For public access we will want to focus on use and value. This will help give us a
framework for assessing need, and assigning priority for particular public access type and use and location.

General Park Classifications - Classification of parks considers intended use, client base, service radius and associated infrastructure and maintenance needs. Park types are divided into the following classifications as discussed in the 2010 Comprehensive Plan for Outdoor Recreation (see page 22 of that Plan);

A. **Plazas and Public Spaces** - such as children's playgrounds and downtown parks, located within 2 or 3 blocks of every home or business, typically provided by residential developments and retained, maintained and managed by their Homeowners Associations;

B. **Neighborhood parks** - of 5 to 20 acres, located within one-half mile of every residential area, with a minimum of 2 acres per every 1,000 residents;

C. **Community parks** - of 40 to 100 acres that offer a broad range of facilities located within 2 to 3 miles of every residential area, with a minimum of 3 acres per 1,000 residents;

D. **Regional parks** - offers recreation opportunities to a county wide or larger region;

E. **Other** - There are also special purpose facilities, linear parks, open space and conservancy site classifications, which also have specific purposes and use, design criteria, and infrastructure requirements.

Proposed Shoreline Access Classifications - For the purposes of public access planning we can consider a similar classification in regard to client base and location. Access may or may not have park activities associated with it, so an acreage per capita level of service measure utilized for public parks will not be applicable to access opportunities unless they are being considered for park development.

There are also differences for location requirements and service radius. Shoreline access is geographically limited to the lakes and stream corridors. We cannot choose to place them within a certain distance to all neighborhood areas as we would with the design and acquisition of a neighborhood park site. When developing public shoreline access, we will generally need to assume it will take on a regional character.

For the purpose of classification of access to shorelines we can use the following descriptions:

- **Mini residential access, localized interest** - localized access generally designed for a specific development or neighborhood, may be part of a subdivision's required open space, and may be designed for active or passive recreation. Designed for a local service of homes within a 2-3 block radius, generally less than one acre. Infrastructure and maintenance issues are minimal and may be the responsibility of a Home Owners Association (HOA) if the access is owned by the association.

  Both Implementation strategy and incentive strategies discussed in Section V of this plan could be utilized to acquire this type of access for the public;

- **Mini residential access, regional interest, active or passive, associated facilities** - Small opportunity designed to provide a recognized value to community (view point opportunity, rest stop along trail system etc.) is normally but not necessarily associated with a trail system, park, or other recreational opportunity that can provide more than local visibility and access.
Infrastructure needs may vary depending upon resources available. Active recreation opportunity needs to be located along shoreline area designated for active use (residential).

These opportunities should normally be pursued where available because associated recreation opportunities are of a finite nature limited by proximity to other supporting facilities and activities.

Both Implementation strategies and incentive strategies discussed in Section V of this plan could be utilized to acquire this type of access for the public.

- **Mini access, regional interest, passive only** - Small opportunity that provides viewpoint, scientific classroom study or other non-invasive activity valued by the public because of unique, rare, or sensitive properties.

  Infrastructure investment would be minimal except signing and control of access to protect shoreline values.

  This type of access can be associated with a conservancy or natural zone where controlled access and protection of functions and values are still relatively un-impacted and conservation and protection is the highest priority.

  Opportunities for this type of access are always valued and should be pursued where limited opportunities exist.

  Implementation strategy and incentive strategies discussed in Section V of this plan could be utilized to acquire this type of access for the public.

- **Neighborhood and Community Access** - These facilities are designed for the entire community and impact to shorelines and infrastructure needs would be expected to be significant. A service radius of the entire community should be expected.

  This designation needs to provide shoreline opportunities for the full community. It will be utilized by persons who live in areas with no other shoreline access opportunities. It needs to serve a range of access uses from passive to active. It may include swimming, boating and fishing. This type of access will require public ownership and infrastructure investment.

  Strategies to acquire ownership discussed in Section V under both Implementation and Incentives should be utilized.

**Note of caution when classifying access opportunities** - This classification system is a guidepost only. The needs and opportunities for shoreline access will present themselves in a number of shapes and forms with many possible combinations of use opportunities.

**Public Value used in evaluating access opportunities and priority** - The same measures used to consider level of service for general parks are not necessarily applicable to access alone. For access alone, acres would not necessarily be an applicable measure of need, benefit or public demand for the opportunity.

Value of a particular access is based upon what individual opportunities offer. Shoreline property is limited. Every development further limits options for acquisition of property for public use and access.
Generally, because this is a limited resource that is becoming rarer and scarcer, it will be in the public's best interest to carefully review all development to identify opportunities for public access and to take advantage of what is available before they are lost. A list of criteria to consider the value would help assign priority to the qualities/features that would be most beneficial. These would include:

- Opportunity to serve a geographical area that does not have an existing access or the only access is limited, or is not convenient based upon physical limitations/boundaries/other barriers;

- Area needed to provide connectivity to other shoreline access areas;

- Particularly unique and interesting areas because of some feature;

- Sensitive areas that provide a particular rare view with special habitat;

- Viewpoints providing quality opportunity for views of the water or waterfront area. This will be particularly valuable as part of a trail system, or simply sidewalk strolling experience for neighborhood walks;

- The site has opportunities for active recreation and can further priorities and level of service demands of the Lacey community.

**Location considerations** - Our Plan for Outdoor Recreation also divides the City into service areas based upon proximity to residential area, barriers for travel and access to various services. Considering location for public access, location criteria should address what portion of the lake/stream is being provided access. Three accesses at the same lake property will only provide one experience. Three accesses in different reaches of the lake or creek corridor may provide a more comprehensive access opportunity to the lake resources.

Access opportunities of value will include connectivity to shorelines and properties adjacent to shorelines that can interconnect open space areas, parks, key neighborhood focus areas, trails and other sites of value. As the City reviews planning permits, including non shoreline permits, projects should be reviewed for connectivity opportunities using the Comprehensive Land Use Plan map and trail/pedestrian features as a guide.
IV. Existing Public Access Inventory and Opportunities for Additional Public Access along Shorelines

Identification of access, existing and potential - The City has identified the partially developed parcels and buildable land that could be expected to develop and exceed the threshold expected to provide public access (more than four lots). These areas may have opportunity for access and all should be reviewed and considered for opportunity as discussed in Section V of this plan. These areas are shown on maps A1-1 through A1-6.

In development of these maps, an underlying assumption was made that parcels under an acre with existing development will generally not be subject to access condition standards. The guidelines exempt short plats with no more than 4 parcels from access provision requirements. Lacey’s minimum size in the LD 0-4 zone (generally applied to shoreline parcels) is 7,500 square feet. Parcels under an acre with existing improvements are not expected to be able to carve out more than 4 lots in an infill scenario.

The results are maps that show parcels greater than 1 acre that are considered under developed (and may redevelop) or un-developed. Symbols have also been placed to identify existing public improvements and activities such as boat launch, swimming facility, access, etc.

The process of conditioning a project to require access through regulatory review can only accomplish limited opportunities. Development of significant public access opportunities for active recreation, like Long Lake Park, requires City ownership and public resources to create and maintain.

It is expected that major access opportunities will be on public property and developed by the public. From this standpoint, every effort should be made to utilize special programs as discussed in Section V of this plan to acquire community access that is owned by the public. This may be possible through permit regulation, but only if innovative incentive programs are utilized.

The following table provides an inventory of existing public access opportunities to various shorelines in Lacey and the Lacey growth area. These areas are displayed on maps A1-1 through A1-6 following the table. In addition, planned public access opportunities are identified as well as other opportunities that should be considered for future acquisition and provision of public access/open space/recreation activities.
### TABLE 2: EXISTING, PLANNED, AND OPPORTUNITIES FOR PUBLIC ACCESS FOR LACEY AND UGA.

<table>
<thead>
<tr>
<th>Shoreline</th>
<th>Existing Public Access</th>
<th>% and Length of shoreline in public ownership</th>
<th>Planned Public Access</th>
<th>Other Opportunities</th>
<th>Goals for specific water body</th>
</tr>
</thead>
<tbody>
<tr>
<td>Nisqually Reach</td>
<td>The public has accessed this marine shoreline for many years. However, the Planned Community developed on the property only has the open space, associated trail system and marine shoreline as open space partly owned by the Home Owner Association. No official &quot;General Public&quot; access is shown on plat documents. At this time the Home Owners Association has not controlled access to the beach and the trail system is still accessed by the general public.</td>
<td>N/A</td>
<td>None</td>
<td>The Hawks Prairie Planned Community preserves this stretch of land as part of the planned community's open space. It currently provides a trail to the beach and a view area of this reach. Historically, the public has been able to access this beach. However, it is not a public dedicated trail and by condition of the Master Plan Community only serves the planned community residents. Given maintenance issues it may be to the advantage of the residents to have the City involved in maintenance, security and protection of this shoreline for the benefit of the general public. The City could initiate discussion with the Home Owner's</td>
<td>Maintaining public access to marine shoreline for viewing. Preservation of this marine area in its natural state. Work with the Hawks prairie Planned Community Home Owners Association to maintain the access to the beach the public has enjoyed over the last several decades. Consider working with the Home Owners Association to take ownership of the property for long term maintenance and management.</td>
</tr>
<tr>
<td>Shoreline</td>
<td>Existing Public Access</td>
<td>% and Length of Shoreline in Public Ownership</td>
<td>Planned Public Access</td>
<td>Other Opportunities</td>
<td>Goals for Specific Water Body</td>
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<tr>
<td></td>
<td></td>
<td></td>
<td>Association to transfer ownership and acquire these areas for maintenance and management for all of Lacey's citizens.</td>
<td></td>
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<tr>
<td>Rivers/Streams</td>
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<tr>
<td>Woodland Creek</td>
<td>Pleasant Glade Park (City of Lacey)</td>
<td>Urban Trails – preserve the Woodland/Mill Creek Corridor for public access and resource conservation.</td>
<td>The Lacey Comprehensive Land Use Plan shows a future trail system throughout the Woodland Creek corridor. Currently the City has a park and trail system around Lake Lois. These trails tie into trails through Saint Martin's property. Saint Martin's property, north of Martin Way, is the start of the Woodland Creek shoreline jurisdiction. This area has a system of trails that provide the opportunity to create a partnership with Saint Martin's to provide access for educational opportunities consistent with Saint Martin's campus policy and trail use.</td>
<td></td>
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<tr>
<td>Shoreline</td>
<td>Existing Public Access</td>
<td>% and Length of Shoreline in Public Ownership</td>
<td>Planned Public Access</td>
<td>Other Opportunities</td>
<td>Goals for Specific Water Body</td>
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<tr>
<td><strong>Lakes</strong></td>
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<tr>
<td>Chambers Lake</td>
<td>Chehalis Western Trail (Thurston County) Boat ramp (State)</td>
<td>Reserved pending GIS calculation</td>
<td>Plans for the Chambers Lake Open Space include public access (City of Olympia).</td>
<td>A large parcel containing a designated wetland on the east side of Chambers Lake was designated open space as part of a plat dedication. This property may have an opportunity for development of public access and use in the future. This lake is also adjacent to the Chehalis Western Trail providing opportunities for connectivity.</td>
<td>Connectivity to Regional trail and preservation of shorelines</td>
</tr>
<tr>
<td>Hicks Lake</td>
<td>Wanchers Park (City of Lacey) Boat Ramp (State)</td>
<td>Reserved pending GIS calculation</td>
<td>South Hicks Lake Wetlands (City of Lacey) trails planned. West Hicks Lake Wetlands (City of Lacey) – plans to have a connected trails system between the park, boat ramps, and wetlands.</td>
<td>As part of platting requirements the city acquires wetland areas that are adjacent to the lake to facilitate preservation and proper management of these resources. This provides opportunities for various forms of passive recreation opportunities for the public.</td>
<td>Fishing, swimming, viewing at established Wanchers Park. Connectivity to planned trails surrounding the associated wetland systems and establishment of trail points with habitat views. Ownership of 100% of associated wetlands and 30% or more of waterfront shoreline; 10% in residential designated</td>
</tr>
<tr>
<td>Shoreline</td>
<td>Existing Public Access</td>
<td>% and Length of shoreline in public ownership</td>
<td>Planned Public Access</td>
<td>Other Opportunities</td>
<td>Goals for specific water body</td>
</tr>
<tr>
<td>---------------</td>
<td>----------------------------------------------------------------------------------------</td>
<td>---------------------------------------------</td>
<td>---------------------------------------------</td>
<td>-------------------------------------------------------------------------------------</td>
<td>--------------------------------------------------------------------------------------------</td>
</tr>
<tr>
<td>Long Lake</td>
<td>Long Lake Park (City of Lacey) (swimming, sunbathing, volleyball). Boat ramp (state)</td>
<td>Reserved pending GIS calculation</td>
<td>Long Lake park expansion to adjacent parcels.</td>
<td>Several portions of the wetlands on the south west side and at the south end of Long Lake were acquired as plat requirements and are owned by the City of Lacey. These properties have opportunity for a trail around the outside edge of the wetland buffer that could also provide access to the lake. This area is considered sensitive but could provide passive recreation opportunity.</td>
<td>Swimming, boating, fishing, views, connectivity to trail systems, preservation of associated wetland areas. Ownership of 10% of shoreline waterfront in residential areas for active use and 100% of shoreline in designated Natural areas and associated wetland systems for connectivity to trails and Preservation.</td>
</tr>
<tr>
<td>Pattison Lake</td>
<td>Lake Pointe Open Space Institutional Designation</td>
<td>Reserved pending GIS calculation</td>
<td>Reserved pending GIS calculation</td>
<td>There is a Homeowners association open space on the west side of the lake where the tip has lake frontage. This site may provide an opportunity for future limited public access. This open space corridor has limitations.</td>
<td></td>
</tr>
</tbody>
</table>
### Southwick

The City of Lacey and the North Thurston Public Schools own the majority of the property immediately adjacent to the south end of Southwick Lake. With the exception of one property, these properties run contiguous to one another and provide lake access. The City of Lacey acquired its wetland property and buffers along the south end of Southwick lake as plat requirements, when properties developed in the late 1990s. North Thurston's wetland area was reserved pending GIS study. No official plans have been developed. Lacey currently owns two open space parcels along the lake. These could accommodate a section of trail around the lake for public use at some time in the future. A major city park (Rainier Vista) is immediately across Ruddell Road to the west and could be used as a staging area for a trail system around the lake.

**Goals for specific water body**
- Preserve lake shoreline in natural state for views.
- Connectivity to surrounding residential areas and Rainier Vista park.
dedicated to open space as a requirement when it established a school on the property.

### TABLE 3: COMMUNITY ACTIVE RECREATION USE: NEED AND PRIORITY ASSESSMENT

**NOTE:** Additional material and periodic updates to be added pending update of Comprehensive Plan for Outdoor Recreation and definition of community needs and priorities for these facilities.

<table>
<thead>
<tr>
<th>Swimming</th>
<th>Boating</th>
<th>Fishing</th>
<th>Trails</th>
<th>General Access</th>
</tr>
</thead>
<tbody>
<tr>
<td>An opportunity for swimming along Hicks Lake has been identified as having benefit for Lacey’s recreation program.</td>
<td>Lacey’s lakes are relatively small and not conducive to motor boating, given other uses present. Opportunities currently available at Long Lake, Hicks Lake and Pattison Lake.</td>
<td>The Parks Department has identified significant use of its existing facilities at the Community Center and has plans for addition of public fishing piers at lakes where it can be accommodated given the shoreline functions and values. Any opportunities to provide area for this amenity should be reviewed for potential.</td>
<td>Trails are planned to be added as identified in Lacey’s Comprehensive Land Use Plan map. Lacey’s vision is for interconnection of trail systems around Hicks and Southwick Lakes, Woodland Creek and public access at Butterball Cove. Pedestrian trails that tie into key neighborhood access areas, parks and other neighborhood focus points are a priority.</td>
<td>A full range of access points are needed to provide convenient and interconnected access to all of Lacey’s lakes and other appropriate shoreline areas as identified on the Lacey Comprehensive Land Use Plan map. All projects near a designated trail area should be reviewed for potential use and benefit.</td>
</tr>
</tbody>
</table>
TABLE 4: IDENTIFIED CRITERIA/PERCEIVED NEED FOR SPECIFIC PUBLIC RECREATION/ACCESS OPPORTUNITIES

NOTE: Additional activities/criteria will be updated with the update of the Comprehensive Plan for Outdoor Recreation and Development of Updated Priorities

<table>
<thead>
<tr>
<th>Use:</th>
<th>Swimming</th>
<th>Boating</th>
<th>Fishing</th>
<th>Trails</th>
<th>General Access</th>
</tr>
</thead>
<tbody>
<tr>
<td>Description and discussion of need:</td>
<td>An opportunity at each lake capable of supporting a community swimming facility; Expected use of Hicks Lake as an additional resource to supplement community’s opportunity at Long Lake.</td>
<td>Opportunity needed at each lake capable of supporting this use. The lakes of Long, Hicks and Pattison all currently provide this opportunity. No additional access need for this use has been identified.</td>
<td>Additional fishing opportunities needed for the community. At least one public fishing pier for each lake that is capable of supporting this activity and opportunity for two if the opportunity becomes available. Demand for this activity would support a number of additional opportunities at Long, Hicks, Pattison and potentially Chambers Lakes.</td>
<td>As specified on Comprehensive Land Use Plan map. A number of trail connections that may or may not involve physical access to lakes are needed. Wherever an interconnection is available that would enhance opportunities for the overall trail system it should be reviewed. Whenever new homes are being proposed there will be a need and a nexus for connection and use of the trail system.</td>
<td>One access for every 1/4 mile of shoreline and at least one for each reach with distinct characteristics. Trail access with views or rest stops that may or may not provide direct access will be needed. The need for connectivity is expected to be significant and every project should be evaluated for its potential benefit and suitability for this function.</td>
</tr>
<tr>
<td>Assessment</td>
<td>Unmet need</td>
<td>Unmet need</td>
<td>Unmet need</td>
<td>Unmet need</td>
<td>Unmet need</td>
</tr>
</tbody>
</table>
V. Approaches and Strategies to Achieve Goals for Public Access and Protection and Management of Lacey's Shorelines

A. Regulatory Mandate

Shoreline regulation and jurisdiction - State law requires the review and regulation of land use on property within the shoreline jurisdiction. There is an established permitting and review process required for all projects being developed within this jurisdiction (within 200 feet of the ordinary high water mark of a designated shoreline management water body).

As part of this review process, with a few exceptions, there is a requirement to review proposed projects and apply a condition for appropriate public access.

This review process, and guidance under WAC 173.221, allows Lacey to review the proposal, the specific project site, applicable environmental criteria and assess the need and potential for establishing public access on the site as a condition of the permit.

Consideration of the suitability of sites for public access opportunities, Generally - When new potential access opportunities are identified, public access planning needs to review individual site suitability and potential impacts to the shoreline environment. This evaluation should include the suitability of the site to accommodate improvements required for the public access, considering its proposed use, and the shoreline designation and environmental sensitivity. In addition, public access planning, for sites being evaluated as part of a permit requirement, should be integrated with and support the goals of the private applicant.

Environmental protection concerns - As part of a site's evaluation, the site must be judged for its suitability for a range of public access and use needs; active water recreation or passive recreation, view opportunities only or full conservation with no physical interaction with the shoreline. Generally, only public access use suitable for the protection of the shorelines identified functions and values should be considered. If public benefit continues to create environmental costs, no net loss may be achieved on a community level.

Accommodating infrastructure and design needs of the public access use - Along with considerations of suitability for protection of shorelines there are a number of criteria for suitability that go with accommodating various public use scenarios; will there be a need for parking and can it be accommodated, is there a need for sanitary facilities, can public access be designed to complement the existing neighborhood character and design, or would it disrupt the livability of residents and compromise privacy and enjoyment of surrounding residential homes? Is there an opportunity for "eyes" on the area to provide regular monitoring and surveillance of the area, or would there be a security risk?

Integration with the applicant's needs and goals - In addition to environmental and public design considerations, a project needs to consider goals of the private land owner. Without compromising overall goals of the public access program, individual access needs should accommodate goals of the applicant. The applicant's proposed project and public access use and design should both be evaluated for opportunities where one can complement the other. Every effort should be made to achieve both the goals of the applicant and the needs of the public.

Where a residential subdivision is involved, a design for public access should be developed that will provide what home buyers would consider an amenity to the neighborhood. It must consider the values residents consider important and address privacy, security, aesthetics and long term management and
maintenance. Most importantly, it must add what residents will consider value to the investment they have made in their home.

Something that adds value to the development and is seen as a long term asset will sell itself. A poorly designed concept, or request for public access for an unquantified use and undisclosed need, will not be as palatable to our development community. In the worse case, a poorly conceived condition for public access might be considered a taking and devaluing of their product and sales potential.

**B. Incentive Based Programs**

*Generally* - Another strategy Lacey will use to achieve public access and open space objectives is the development and implementation of unique innovative programs to provide incentives for land owners to dedicate public access and shorelines property to the city for public use and long term protection and management.

These programs will focus on providing incentives to property owners that give the owner special value and opportunities in exchange for the provision of shoreline property and access that provides a special benefit and asset to the public.

**Incentive Dedication Density Bonus Strategy** - During the beginning stages of the Shoreline Master Program update, advanced planners from the three cities of Lacey, Olympia and Tumwater met to discuss Regional's preliminary work on the first draft being produced with the Department of Ecology's grant. Planners met on a regular basis to review the preliminary work, identify issues and consider new opportunities and strategies.

One idea discussed was the concept of density incentives for a land owner/developer that dedicated shoreline area and public access. In developing this idea, a set of criteria was developed considered necessary for an incentive program to work. These included the following points:

A. Incentive programs should provide an option that is superior for the shorelines considering, environmental protection and public use/interest, that meets all requirements of the Shoreline Management Act and furthers its spirit and intent;

B. The opportunity for the developer should be superior from a market and business standpoint to result in an independent decision to pursue the program opportunity;

C. Any development resulting from the program should be compatible and further the intent of GMA plans and further the concepts the city is emphasizing in implementation of GMA and its community vision;

D. Any development that results from the program should be compatible and complementary to the existing neighborhood in which it is located;

E. Innovative approaches and unique ideas should be encouraged to find ways to make preferred concepts work. Flexibility in general code standards should be permitted with an emphasis on design for compatibility with surrounding developments and functionality considering livability and improvements to a resident's quality of life;

These same points are adopted as goals and policies in Section VI of this plan.
Within this framework, Lacey should develop an optional program for a land owner to dedicate shoreline property and the right for public access for significantly enhanced development opportunity.

Shoreline regulations already restrict what can be developed within the shoreline jurisdiction and the master program has regulatory authority for application of conditions for public access. In looking at development opportunity for shoreline areas there are many restrictions that impact density and location. If wetlands are present development is prohibited within the wetland and its associated buffer.

The incentive program could provide a developer another option to consider when weighing these standards and restrictions in designing a development that will be successful in the market place. In exchange for dedication of the shoreline portion of an ownership to the City, an option with significant benefits over a traditional development approach can be encouraged. Opportunity might include the following:

A. Significantly enhanced density, over what the underlying shoreline and zoning designation would normally permit.

B. Opportunity for a project designed with a mix of uses not normally permitted within the underlying zoning district. This might be a range of residential forms and types or limited commercial activity consistent with village concepts;

C. Relaxation of normal zoning standards in favor of a design focus that can achieve Comprehensive Land Use Plan goals for compatibility and functionality. This needs to result in a higher quality of life and a superior neighborhood experience for residents.

D. Opportunity to transfer benefits of the program for a project throughout the city consistent with the framework of this program considering the emphasis on GMA principals and the vision for neighborhoods articulated in the Comprehensive Land Use Plan.

E. Opportunity to build a project designed with these special features on the subject property if the physical development takes place outside the shoreline jurisdiction on the sites upland areas;

F. Potential opportunity to build a portion of a project within the shorelines jurisdiction if the fronting shoreline area is dedicated to the public providing significant public benefit and all other public interest goals of the program are satisfied and all shoreline requirements of the Shoreline Master program are met.

Implementation of this program can be accomplished with specific Comprehensive Land Use Plan goals and policies providing the intent and expectations of the program. These relate to the community's vision for quality neighborhoods and compliance with principals and strategies of GMA.

In addition, zoning provisions can be developed to provide for this program throughout a variety of zones and in a variety of areas as a permitted use or in overlay designations or "receiving areas".

Design expectations exist in the design chapter to require a design considering both aesthetic values and functionality for enhanced livability.
C. Use of Shoreline Classifications and Designation for Best Use and Management of Shorelines

An important emphasis of shorelines management is protection of the natural values and functions of our shorelines. As part of the Shoreline Master Program update, Lacey did an inventory and classification of its shoreline areas. Through evaluation of individual reaches shorelines were classified according to designations for shoreline use and protection.

Appropriate designations have been assigned based upon the evaluation of functions and values and what the science suggests for management of shoreline over the long term. Designations applied to Lacey's shorelines include Natural, Conservancy, and Shoreline Residential.

These have varying degrees of intensity of use, going from very restrictive under the Natural designation, to accommodating significant residential development under the residential designation. As access opportunities become available a one size fits all approach will not be an acceptable way of establishing and developing public access and public use. When sites are reviewed for public access opportunities, the shoreline designation applied to an individual site should guide the type and intensity of public use considered.

Generally the Natural designation should not accommodate intensive recreation uses. These areas are sensitive, usually have significant wetland resources in addition to shorelines and because of sensitive aspects are still relatively undeveloped. These types of areas need protection and are opportunities for passive activities with view points and trails providing views of the shorelines. They will generally not be well suited for active water related activities.

The Conservancy environment, as the name implies, is also a designation where restrictions are applied because of the value and sensitivity of shoreline resources and a need for care in management. This designation is also generally not an area expected to accommodate intensive public or private use.

The areas designated Shoreline Residential is predominantly developed out with intensive residential use of the shorelines. These areas may be suited for intensive use and recreation activity and can be worked into development concepts as part of a development recreation/open space requirement.
VI. Goals and Policies Concerning Public Access to Shorelines in Lacey and the Lacey Urban Growth Area: These Lacey specific goals and policies supplement the more general goals and policies recommended by the State guidebook which are found in the Shoreline Master Program in Section 17.46.000

1. Goal - Provide a full range of shoreline access and use for the Lacey community.
   A. Policy - Consider the type of public shoreline access that is needed for the Lacey community; passive, active, view points, beach recreation etc. Determine what access opportunities exist and what additional opportunities should be pursued based upon value to the public.
   B. Policy - Develop an inventory of existing and public access to shorelines. Develop an inventory of potential opportunities for public access that Lacey could pursue in achieving its public access goals.
   C. Policy - To support implementing efforts, particularly regulatory actions of conditioning permits, include a discussion of identified public access opportunities in planning documents with justification and expectations for acquisition and development; The Comprehensive Land Use Plan; the Comprehensive Plan for Outdoor Recreation and the Capital Facilities element.
   D. Policy - Consider a range of strategies and programs to acquire valued public access opportunities.
   E. Policy - Actively pursue public access opportunities with a variety of special programs such as the incentive dedication strategy.

2. Goal - Develop special innovative program(s) to achieve Lacey's public access goals with incentives attractive to the development community.
   A. Policy - Craft Incentive programs to gain needed public access opportunities that provide a development option that is superior for the shorelines considering, environmental protection and public use/interest, that meet all requirements of the Shoreline Management Act and furthers its spirit and intent;
   B. Policy - Develop program strategies that offer opportunity for the developer that is superior from a market and business standpoint and will result in a developer's independent decision to pursue the program opportunity;
   C. Policy - Any development resulting from an incentive program needs to be compatible and further the intent of GMA plans and further the concepts the city is emphasizing in implementation of GMA and its community vision;
   D. Policy - Any development that results from an incentive program needs to be compatible and complementary to the existing neighborhood in which it is located;
   E. Policy - Innovative approaches and unique ideas should be encouraged to find ways to make preferred concepts work. Flexibility in general code standards should be permitted with an emphasis on design for compatibility with surrounding developments and functionality considering livability and improvements to a resident's quality of life;

3. Goal - Establish a shoreline access program that compliments the need for shorelines protection and recovery and restorative planning.
   A. Policy - Lacey will manage shoreline access opportunities consistent with the emphasis to protect, restore and improve our shorelines identified functions and values.
   B. Policy - When applying conditions for public access, Lacey will select public access sites appropriate to the shoreline designation and requirements for its environmental protection and maintenance of its natural functions and values.
   C. Policy - Site evaluation shall include a site's potential to accommodate the improvement requirements necessary for various public access activities.
D. **Policy** - Public access facilities such as fishing piers may be developed over water if ecological impacts are mitigated.

4. **Goal** - Implement a shoreline access strategy that meets City of Lacey needs through permit administration to achieve its shoreline access goals while being sensitive to needs of landowners.
   
   A. **Policy** - Lacey will demonstrate need for an access to provide the applicant a reason, purpose and justification for public access;
   
   B. **Policy** - Lacey will provide specificity of the use and intended design for the applicant to assess and have a comfort level with successful integration of the intended public access with his/her own goals and objectives.
   
   C. **Policy** - Lacey will increase public access to publically owned shorelines.
   
   D. **Policy** - Lacey will consider objectives of private projects and landowners as it develops plans for public access and as much as possible, without compromising Lacey's public access goals and goals of the state, will design the access and long term management in a way that accomplishes both.
   
   E. **Policy** - Public access developed as part of a shoreline permit requirement should be designed to enhance the proposed project by adding value to the property for current and future residents of the site/ownership/development. Ideally, the relationship should be considered a partnership between the developer and the city, where the establishment of public access tied into other public amenities (regional trail, lake trail, parks etc.) will improve a projects marketability and attractiveness, adding value to the proposed development by establishing an amenity residents of the site/ownership/development will see as added value to their home.
VII. Resources

City of Lacey, 2008. Lacey Comprehensive Plan, (including Capital Facilities Chapter).
Thurston Regional Planning Council, 2008. Draft Shoreline Inventory for the Cities of Lacey, Olympia, and Tumwater and their UGAs.
Thurston County, 2008. Thurston County Comprehensive Plan (including Capital Facilities Chapter).