

Grand Mound Subarea Plan Update

November 28, 2023

Thurston County
Community Planning and Economic Development



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Adopting Resolution

Resolution No. 11219, effective July 1, 1996

Amendments

Resolution No. 11588, December 15, 1997 (document reprinted)

Resolution No. 13734, December 20, 2006 (transportation chapter updates)

Resolution No. XXXXX, November 28, 2023 (complete repeal and replace)

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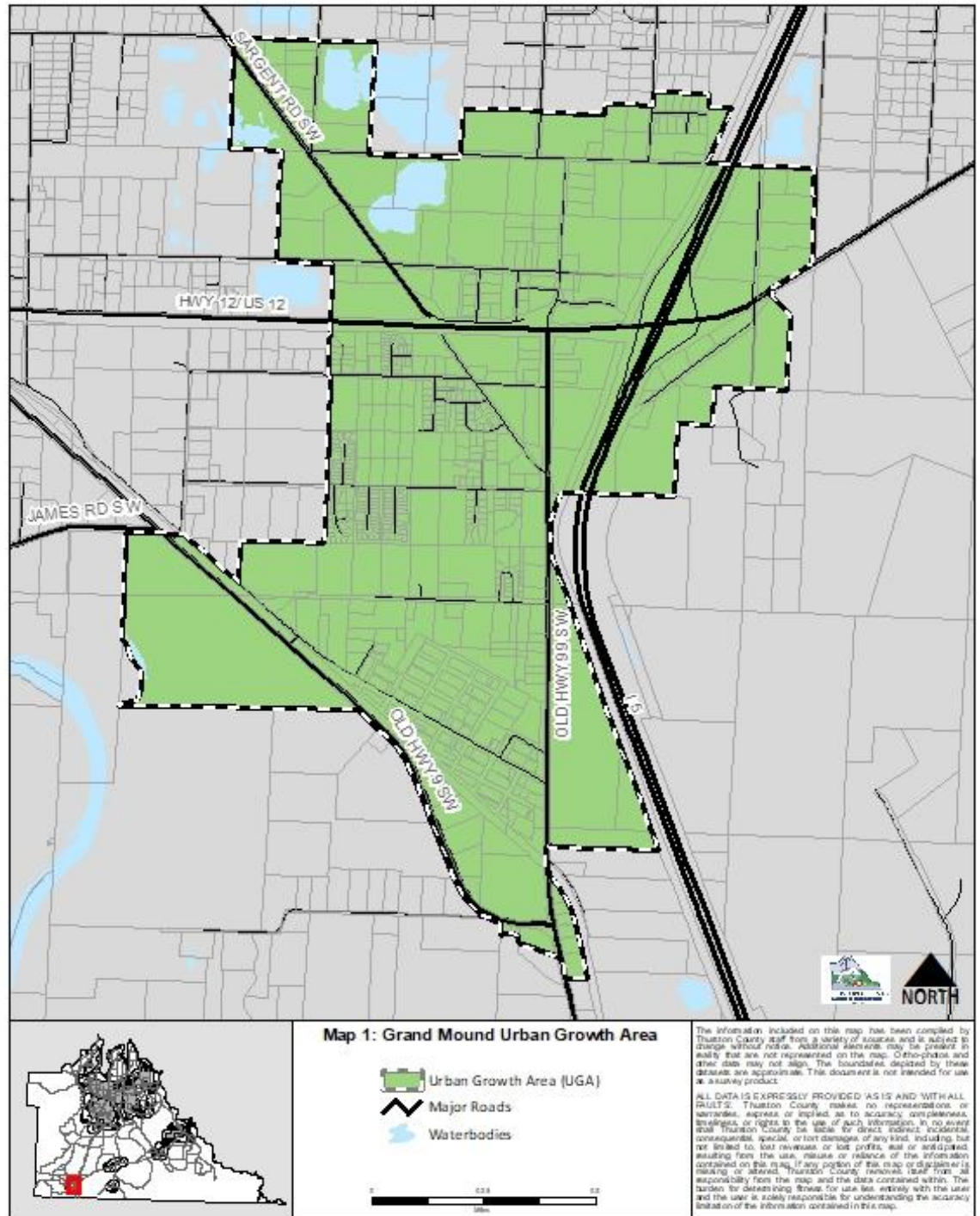
Introduction

The Grand Mound subarea is an Urban Growth Area (UGA) of 982 acres located along the I-5 corridor, 15 miles southwest of Olympia, in southwest Thurston County. The Grand Mound UGA is generally bounded by Ivan Street and I-5 to the east, 193rd Avenue to the north, Old Highway 9 to the south, and about midway between Tea Street and Old Highway 99 to the west. Its location at the nexus of US Route 12, I-5, and Old Highway 99 make Grand Mound attractive for commercial development to serve the traveling public, including a waterpark, hotels, and restaurants. Its population has more than doubled since the original UGA was established in 1995.

Grand Mound sits adjacent to the largest area of commercially significant farmland in the county and the Bountiful Byway, a 60-mile loop tour of the region's local farms and locally produced products. It is next to the Chehalis River, bisected by a salmon-bearing seasonal stream, and incorporates the natural features of Thurston County prairie lands. Parts of Grand Mound still retain a mixed-use character.

The Grand Mound subarea and UGA were first established by the county in 1995. At the time, it was comprised of approximately 950 acres and generally centered around the intersection of State Route 12 and Old Highway 99, just west of the Interstate 5 interchange. The area consisted of scattered low-density residential uses mixed with commercial and light industrial uses located primarily along the main arterials, and the area has roughly remained the same.

MAP 1: GRAND MOUND UGA



PURPOSE

The purpose of the Grand Mound Subarea Plan is to provide a document that serves as a guide for the growth of the Grand Mound community over the next 20 years. This plan is an update to the 1996 Grand Mound Subarea Plan and compliments the Thurston County Comprehensive Plan in addition to goals and objectives of Washington State's Growth Management Act by planning for urban growth and protecting the surrounding rural area. The county identified Grand Mound as an Urban Growth Area under state law (RCW 36.70a, 110), where urban growth shall be encouraged and outside of which growth can occur only if it is not urban in nature. Before this, the community had spearheaded a water system and sewer utility to protect the underlying aquifer.

The Thurston County Comprehensive Plan is the general policy plan that guides the overall development of the county.

Subarea plans are prepared for those areas where more detailed land use policies and designations are needed to address unique features or needs.

HISTORY

Planning for the Grand Mound area began in the 1970's with the development of the 1978 Rochester Subarea Plan, which covered the entire southwest corner of the county and identified a 15 square mile area around Rochester and Grand Mound as a "growth center" to promote growth and economic development in south Thurston County. Now, the Rochester subarea has a separate plan consisting of an unincorporated community covering 8,619 acres, and surrounds the area designated as the Grand Mound UGA. These communities are closely related and often referred to as the same place. Grand Mound is distinguished as the area of more development, filled with gas stations and

Refer to the Rochester Subarea Plan for more information on the surrounding area.

businesses, while Rochester is predominately zoned for low density residential. Planning between Rochester and Grand Mound remain connected in many ways. Grand Mound is part of the Rochester School District; there is interest in creating a shared use trail between them; and the Rochester subarea plan identifies the need to focus growth in Grand Mound. Many of the area residents identify and feel strongly that they are one community.

In 1980, the county adopted new zoning for the Rochester subarea to make the “growth center” a mixed-use district. It allowed residential, commercial, and industrial land uses to be located throughout the community. This mixed-use pattern is evident today in both the Rochester and Grand Mound subareas. In the mid-1980’s, the local community expressed interest in developing sanitary sewer and water supply systems that would allow denser development in the Grand Mound area. In response, the county has continuously worked with the local citizen’s committee to adopt a Grand Mound Sewer Service Area and develop sewer and water plans.

For more information on the Sanitary Sewer and Water Supply systems and how they relate to groundwater, see the Capital Facilities & Utilities chapter.

The 1988 Comprehensive Plan applied an Industrial land use designation to the overall Rochester-Grand Mound area.

The 1995 Thurston County Comprehensive Plan established the Grand Mound Urban Growth Area (UGA), covering 950 acres in the vicinity of the I-5 interchange. This UGA met the criteria of an urban growth area as defined by the State Growth Management Act and it is specifically intended to support the sewer and water planning in Grand Mound. It encompasses most of the 1988 sewer service area and extends beyond it to capture adjacent lands capable of being developed with urban uses. It is also intended to support the community's overall goals of:

- Enhancing economic development opportunities through sewer and water provision;
 - Providing family wage job opportunities in the local community;
 - Providing retail and service businesses for surrounding residents and the traveling public; and
 - Providing an adequate supply of housing and variety of housing types to support the projected population growth.
- Thurston County is in the process of updating both its Water System Plan and its General Sewer and Wastewater Facility Plan. See the Capital Facilities & Utilities chapter for more information.*

The Grand Mound Subarea Plan was created for the UGA in 1996. Since then, the land use plan, UGA boundary, zoning, and sewer and water plans have been further evaluated and refined. This Grand Mound Subarea Plan presents the updated land use plan and UGA boundary.

In 2018, Thurston Regional Planning Council published a Transportation Current Conditions Report for the UGA and administered a Grand Mound community transportation and placemaking survey on behalf of Thurston County. Thurston County and TRPC facilitated community open houses in Grand Mound and Rochester in 2018.

COMMUNITY VISION AND PLANNING OBJECTIVES

Community visions and objectives are used to guide the future development of an area. These visions and objectives were identified by Grand Mound residents and property owners during the public workshop held 1995. These visions and objectives were revisited at the public workshops held in Grand Mound UGA in 2018:

1. *Grand Mound will continue to evolve into a commercial trade center, providing a variety of retail and service uses for residents in the general*

region and the traveling public. Commercial uses should be located where there is high visibility from major roadways and where good access can be provided for both local and regional traffic.

- 2. Commercial centers should be developed rather than narrow strip development in order to protect the quality of the community and to improve traffic safety and flow.*
- 3. Light manufacturing and storage/warehouse uses will continue to develop within Grand Mound. Industrial uses should be located where they can take maximum advantage of rail and freeway access in order to minimize impacts on traffic flow in the community.*
- 4. Commercial and industrial development will benefit the community by enhancing job opportunities and the local tax base which, in turn, will increase support for schools, parks, and other community facilities.*
- 5. Residential areas of the community will continue to infill with a variety of housing types and should maintain a low-density character. People working in local jobs should be able to afford to live within the community. Residential areas should be protected from the impacts of commercial and industrial uses and should have good pedestrian access to transit stops, bike routes and shopping areas.*
- 6. Residential densities should be set at a level that will feasibly support sewer and water facilities, will preserve the open space character of the area, and will be compatible with adjacent low intensity uses outside of the UGA.*
- 7. To the extent possible, existing land uses should not have to take on a non-conforming use status with new zoning. An exception would be for sparsely scattered residences that may be located within predominantly commercial and industrial areas.*

8. *Interim land uses should be allowed prior to sewer and water, as long as such uses are designed so that they allow for urban infill when utilities become available.*
9. *A safe, smooth flowing road system needs to be maintained within the community as future development occurs. Public transit services should continue to be monitored to ensure that adequate service is provided.*
10. *Properties that are predominantly covered with wetlands or floodplains should be located outside the UGA.*

These community objectives for Grand Mound supplement the land use goals, objectives and policies in the Thurston County Comprehensive Plan. The land use plan described later in this chapter, as well as the accompanying zoning, serve to implement this community vision and set of planning objectives.

During public outreach with the Grand Mound and Rochester community in 2018 and 2019, residents were asked if these vision statements still resonated with their community. Residents and business owners felt that some of these statements were still relevant today whereas others are less so.

Newly emergent issues for Grand Mound include traffic conditions that lead to unsafe conditions for pedestrians and bicyclists; a need for more public parks, open space, and trails; the need for a better balance between fast-food to serve travelers and sit down restaurants and grocery stores to serve the local community; and the desire for better communication among the local residents, the Chehalis Tribe, and the county regarding future development.

Land Use

The Grand Mound Urban Growth Area is composed primarily of lands zoned for industrial uses and accounts for 43% of land in the UGA. Most of these industrial lands are designated as Planned Industrial Development (PI), which is unique to the Grand Mound UGA and allows for a mixture of service, retail, research, assembly, storage, and other mixtures of industrial and commercial uses. The purpose of this district is to encourage planning of the entire industrial site within a “park-like” environment. The other industrial lands are designated as Light Industrial, which allow for more intense industrial uses like manufacturing and assembly.

The County is in the process of conducting a Countywide Study of Industrial Lands (Industrial Lands Assessment). The purpose of the study is to determine whether an adequate supply of industrial lands exists to accommodate demand. The result of this study will include recommended changes to policies and regulatory requirements for the County’s land use planning, including Grand Mound.

LAND USE TYPE	GROSS ACRES	PERCENT (%) OF TOTAL ACRES
Arterial Commercial (AC)	310	32%
Light Industrial (LI)	109	11%
Planned Industrial Development (PID)	318	32%
Residential 3-6/1 (R3-6/1)	228	23%
Residential 4-16/1 (R4-16/1)	14	2%
Total	979	100.0%

Source: Land Area by Land Use, Thurston County Geodata

A commercial core is located at the center of the UGA along Old Highway 99, off Interstate 5. The Arterial Commercial core accounts for roughly 32% of lands, which allows for a range of commercial uses, as well as things like storage and medium to high density residential units.

The remaining 25% of the UGA is composed of medium to high density residential units.

The land use in the Grand Mound Subarea is consistent with the County's Official Zoning Map.

Other land use designations for unincorporated Thurston County can be found in the Land Use chapter and is displayed on the Future Land Use Map (Map L-1) in the Comprehensive Plan.

Zoning information is available and mapped online through the County's GeoData Center.

EXISTING LAND USE

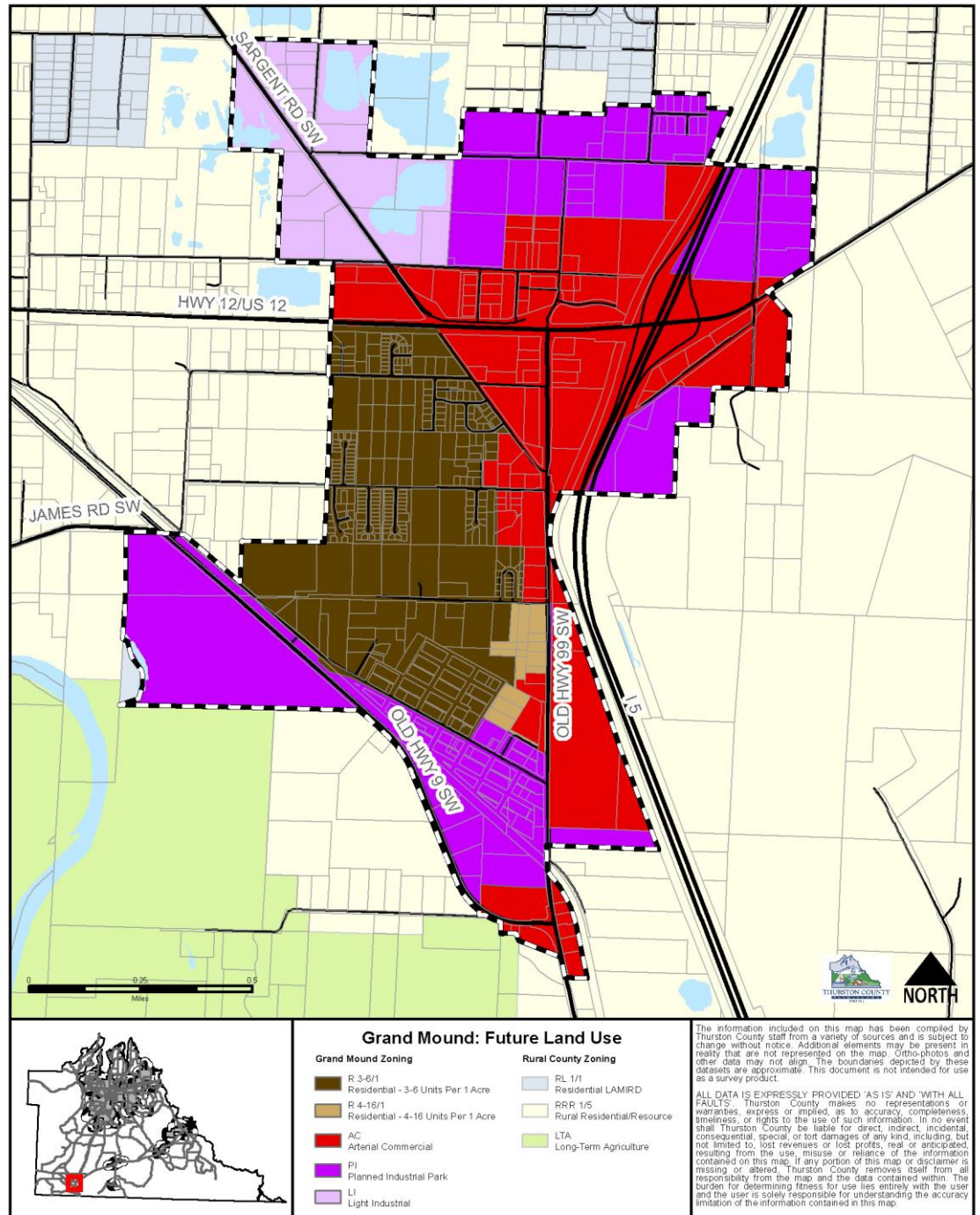
Based on the Buildable Lands Report completed by Thurston Regional Planning Council (TRPC) in 2021, there is a broad mixture of commercial, light industrial, and residential land uses within the Grand Mound UGA. The purpose of the report is to determine how much of each land type will be needed in the UGA to accommodate at least twenty years of projected urban growth (2045), in accordance with the State Growth Management Act. The analysis is based on the population and employment forecasts for the community. A substantial amount of the UGA is currently vacant, developable land.

Thurston Regional Planning Council (TRPC) provides information available to the public on active land use mapping, population projections, development potential, and other land use planning considerations.

View the Land Use Chapter of the Thurston County Comprehensive Plan for more information on the Buildable Lands Report and population estimates.

Commercial uses within the Grand Mound UGA include highway-oriented businesses and community commercial use. Industrial uses include manufacturing business and non-manufacturing uses (like storage and repair). There are also several active and inactive gravel mines in the area. Residential uses range in housing type and density. For health code reasons, densities must be lower than four units per acre when sewer service is not available. This has limited densities to less than the maximum six units per acre allowed by the previous zoning. Housing types include mobile home parks and duplexes (at a density of four units per acre), and single-family homes, including site-built, manufactured, and older mobile homes (with a density range of one unit per five acres to two units per acre). Several homes also have home-based businesses associated with them.

MAP 2: GRAND MOUND FUTURE LAND USE MAP



LAND USE DESIGNATIONS

The Grand Mound UGA includes the following zoning and land use designations:

Residential

A wide range of housing types should be supported in the UGA, including single family homes, duplexes, mobile home parks, and accessory dwelling units.

See the Land Use chapter of the Thurston County Comprehensive Plan for more information on unincorporated land use designations.

Residential 3-6 units per acre (R 3-6): Located in the western portion of the UGA and set back from main arterials in the community where the majority of commercial and industrial uses are located.

A wide range of housing types may be allowed, including single family homes, duplexes, mobile home parks, and accessory dwelling units. Development occurring prior to sewer and water should be configured such that when sewer and water facilities become available, the site can be infilled to achieve the minimum density requirement.

This designation is a receiving area for the county-wide transfer of development rights program, which helps support the conservation of long-term farmlands in the rural part of the county.

Residential 4-16 units per acre (R 4-16): Located along Old Highway 99 that currently has a mixture of residential densities and vacant land. This designation allows for single family and multifamily residences and can provide more affordable housing opportunities than the 3-6 units per acre designation. Development within this designation should be at a minimum residential density of 4 units per acre, in order to ensure more

compact development within the urban growth area and to ensure that development can feasibly support the necessary sewer and water facilities.

In addition to single family and multifamily residences, mobile home parks and accessory dwelling units may be allowed. Development occurring prior to sewer and water should be configured such that when sewer and water facilities become available, the site can be infilled to achieve the minimum density requirement.

Neighborhood commercial uses are also allowed within this designation as long as such uses can be designed to mitigate impacts on surrounding residential properties. Neighborhood commercial uses are intended to serve the everyday personal needs of the local neighborhood and are subject to approval of a special use permit.

This designation is a receiving area for the county-wide transfer of development rights program, which helps support the conservation of long-term farmlands in the rural part of the county.

Commercial

A broad range of highway oriented commercial uses for the traveling public and local community. This designation also allows high density residential uses (up to 16 units per acre) as well as residences in conjunction with an allowed commercial use.

See the Economic chapter for more information on employment growth.

Arterial Commercial (AC): Located

surrounding the intersection of SR 12 and Old Highway 99 and extends outward to encompass other lands with high visibility and good access to the main arterials. It extends south along Old Highway 99 to 203rd

Avenue to encompass the existing commercial uses along this stretch of the road. It extends to the east side of I-5 to include several properties adjacent to Old Highway 99. It also includes an area at the intersection of Old Highways 99 and 9.

This designation allows for a broad range of highway oriented commercial uses for the traveling public and community commercial uses, primarily to serve the local community. It also allows infilling on properties along the main arterials where existing commercial development is interspersed with vacant or underdeveloped parcels.

This designation also allows high density residential uses (up to 16 units per acre) as well as residences in conjunction with an allowed commercial use. Residential development within this designation should be at a minimum density of 6 units per acre, in order to ensure more compact development within the urban growth area and to provide a broader range of affordable housing opportunities.

Industrial

The largest land use designation in the UGA. It provides industrial development in a way that protects areas surrounding the UGA and in turn protects industrial uses from others which may interfere with efficient industrial operations.

Planned Industrial Development (PI): Located to take maximum advantage of the two railroad lines through the community and where there is access to SR 12 and I-5. Also located where there are large vacant parcels that could accommodate industrial uses. This zone protects the character of adjacent commercial areas and encourages comprehensive planning of industrial sites that allow for a broad range of assembly, processing, and storage uses. This designation also includes

the development portion of the Maple Lane School site (correctional facility) and commercial uses that primarily serve the industrial uses.

Light Industrial (LI): Located in the northwestern corner of the UGA where several light industrial uses already exist, such as gravel mining and concrete block manufacturing. Allows for industrial uses involved in processing, fabrication, and storage of products, as well as commercial uses that primarily serve industrial uses.

FUTURE LAND USE

The Buildable Lands Report also estimates the amount of land needed in order to accommodate the projected employment growth in the year 2045 and compares it to the vacant and underdeveloped land within the UGA.

Since there are limited wetlands, floodplains, and steep slopes within the Grand Mound UGA, nearly all of the existing vacant and underdeveloped land is buildable. However, a certain amount of this buildable land can

Underdeveloped land includes parcels that are occupied by a use that does not cover the entire site and can be further developed (like a single house on a 2-acre parcel in an area designed for 3-6 units per acre) and parcels that are designated for more intensive use than that which currently occupies the property (like a single-family home on land designated for commercial uses).

be expected to be held out of the marketplace for investment, future expansion, or personal use. Based on the report, there is sufficient land supply within the Grand Mound UGA to accommodate the projected population and economic growth through the year 2045.

ACRES OF LAND AVAILABLE TO DEVELOP			
	Commercial or Mixed-Use Zones	Industrial Zones	Total
	13	20	33
ESTIMATED ACRES OF LAND NEEDED			
Vacant	93	122	216
Redevelopable	15	18	33
Total Available	108	140	249

Source: TRPC Buildable Lands Report (2021)

Although mitigation for impacts to species listed under the Endangered Species Act and covered by the Thurston County Habitat Conservation Plan may result in mitigation that could impact the development capacity in the Grand Mound UGA; the Thurston County Buildable lands analysis accounted for this by adding ten percent of the “more preferred” soil area to each parcel’s critical area acreage.

SURROUNDING LAND USES

The land surrounding the Grand Mound UGA consists largely of low density residential, designated natural resource lands for agriculture and forestry, and public parks land. Grand Mound acts as a commercial gateway for the surrounding area. The community has a particular interest in agricultural uses, which are supported by the commercial and industrial zones.

FINAL URBAN GROWTH AREA BOUNDARY***Boundary Description***

The Grand Mound Urban Growth Area (UGA) boundary adopted in the 1995 Thurston County Comprehensive Plan encompassed 958 acres. Changes have since been made to the UGA that has been both reduced and expanded along different portions of the boundary, resulting in a total of 982 acres. The final Grand Mound UGA described above meets the designation criteria of the Growth Management Act and County-Wide Planning Policies.

The UGA has sufficient land to accommodate projected growth and this Subarea Plan does not make any additional refinements to the size of the Grand Mound UGA.

Natural Resources

Grand Mound lies nestled in a broad reach of prairie and wooded landscape located in the Chehalis River basin. Most of the region is characterized by relatively lowland flat topography, with floodplains along the Chehalis River.

EXISTING ENVIRONMENTALLY SENSITIVE AREAS

Groundwater

Grand Mound is located over a shallow, highly productive aquifer which underlies the Scatter Creek and Chehalis River Valleys. This aquifer is unconfined and is, therefore, highly susceptible to contamination and land use impacts. Most of the land area in the Grand Mound UGA is classified as "extremely critical aquifer recharge area". This aquifer provides the sole source of drinking water to the community. One potential source of contamination that is a concern in Grand Mound is the high concentration of on-site sewage disposal systems. Well water nitrate levels have been found to be elevated in this area. There is also concern with the other types of wastes that are disposed of in on-site systems as well, such as chemicals used in households and businesses. Connection to the Sanitary Sewer and Water Supply systems help to prevent contamination of groundwater from septic leakage and overuse of unregulated water. Development within this extremely critical aquifer area is guided by the Thurston County Critical Areas Ordinance.

More information relating to critical aquifers, wetlands, fish and wildlife habitat areas, floodplains, and geologically hazardous areas for all rural unincorporated county are part of the Environment, Recreation, and Open Space Chapter of the Comprehensive Plan.

Maps of critical areas are available online through the County's GeoData Center.

Surface Water

Prairie Creek, a tributary of the Chehalis River, is a small seasonal stream that

winds through the Grand Mound UGA from the northeast to the southwest and drains much of the area. The County has classified Prairie Creek as a Type 3 stream since it supports a small run of chum salmon and possibly coho salmon. Development occurring adjacent to Prairie Creek is guided by the Thurston County Critical Areas Ordinance.

Wetlands and Floodplains

Wetlands have been identified in a few small areas in the northeastern and southern edges of the UGA; however, they do not appear to pose a significant development constraint. Based on maps produced by the Federal Emergency Management Agency (FEMA), there are no significant 100-year floodplains within the proposed UGA. The Thurston County Critical Areas Ordinance guides development adjacent to wetlands and within floodplains.

Habitat & Species

Historically, the UGA was covered by prairie oak ecosystem, which formed on the excessively well-drained soils generated from glacial outwash. Prairies persisted in an open space state and avoided succession to coniferous forest through their tendency toward drought and frequent but patchy burning by native peoples. Since Euro-American settlement, high-quality native prairies and oak woodland ecosystems have declined due to development, agricultural, and fire suppression. However, a significant stand of oak woodlands forms an almost continuous corridor along Prairie Creek through the community. The Thurston County Critical Areas Ordinance protects prairie and oak woodland habitat and the species they support. At the time of application, the County completes a review for rare and endangered plants, animals, and priority species. The Thurston County Critical Areas Ordinance guides development in and around these habitats.

Geologic Hazards

Geologically hazardous areas include those areas particularly subject to

erosion, siltation, landslide, or other seismic hazard. Due to the relatively flat topography of the Grand Mound UGA, there are no identified landslide hazard areas. However, potential areas include active and inactive gravel mining sites. Development within geologic hazard areas is guided by the Thurston County Critical Areas Ordinance.

Population and Housing Growth

PROJECTIONS FOR GROWTH

Thurston Regional Planning Council (TRPC) is the official agency that projects growth and employment forecasts for all of Thurston County. TRPC coordinates with the State Office of Financial Management (OFM) in determining realistic population and employment projections for the County. TRPC then allocates that growth by planning areas within the County.

See the *Economic Development* chapter for more information on employment.

These projections are from the 2022 update to the Small Area Population Estimates and Population and Employment Forecast. Growth projections by 5-year increments for the period from 2020 to 2045 for the Grand Mound UGA are presented in the table below. TRPC projections and forecast estimate an overall slow and steady growth of approximately four percent per year between 2020 and 2045.

	2020	2025	2030	2035	2040	2045
Population	1,358	1,870	2,270	2,505	2,665	2,745
Dwelling Units	424	510	600	675	720	735

Source: TRPC Population and Housing Forecast, 2022 Update

	2020 DWELLING UNITS	2040 DWELLING UNITS	FUTURE DEMAND 2020-2040	FUTURE SUPPLY 2020-PLUS	EXCESS CAPACITY	PERCENT EXCESS CAPACITY
Grand Mound UGA	430	720	290	370	80	22%

Source: TRPC Buildable Lands, 2021 Update

Buildable Lands (2021) estimates that there is sufficient supply for residential development existing within the Grand Mound UGA to accommodate projected growth through the year 2040.

According to TRPC, in 2020 there were 1,358 people living in the Grand Mound UGA with a total of 430 dwelling units. In 2022, TRPC updated its Housing Estimates by Type, increasing the dwelling unit total from 430 to 470. Average household size using the 2020 TRPC population and dwelling units data, is approximately 3.2 persons per dwelling unit. The TRPC Average Household Size by Jurisdiction data does not list the Grand Mound UGA, but the two largest average household sizes are Yelm at 3.14 and the Nisqually Reservation at 3.40, while the county average household size sits at 2.51.

In 1995, there were approximately 575 people living in the Grand Mound UGA, with a total of 237 dwelling units.

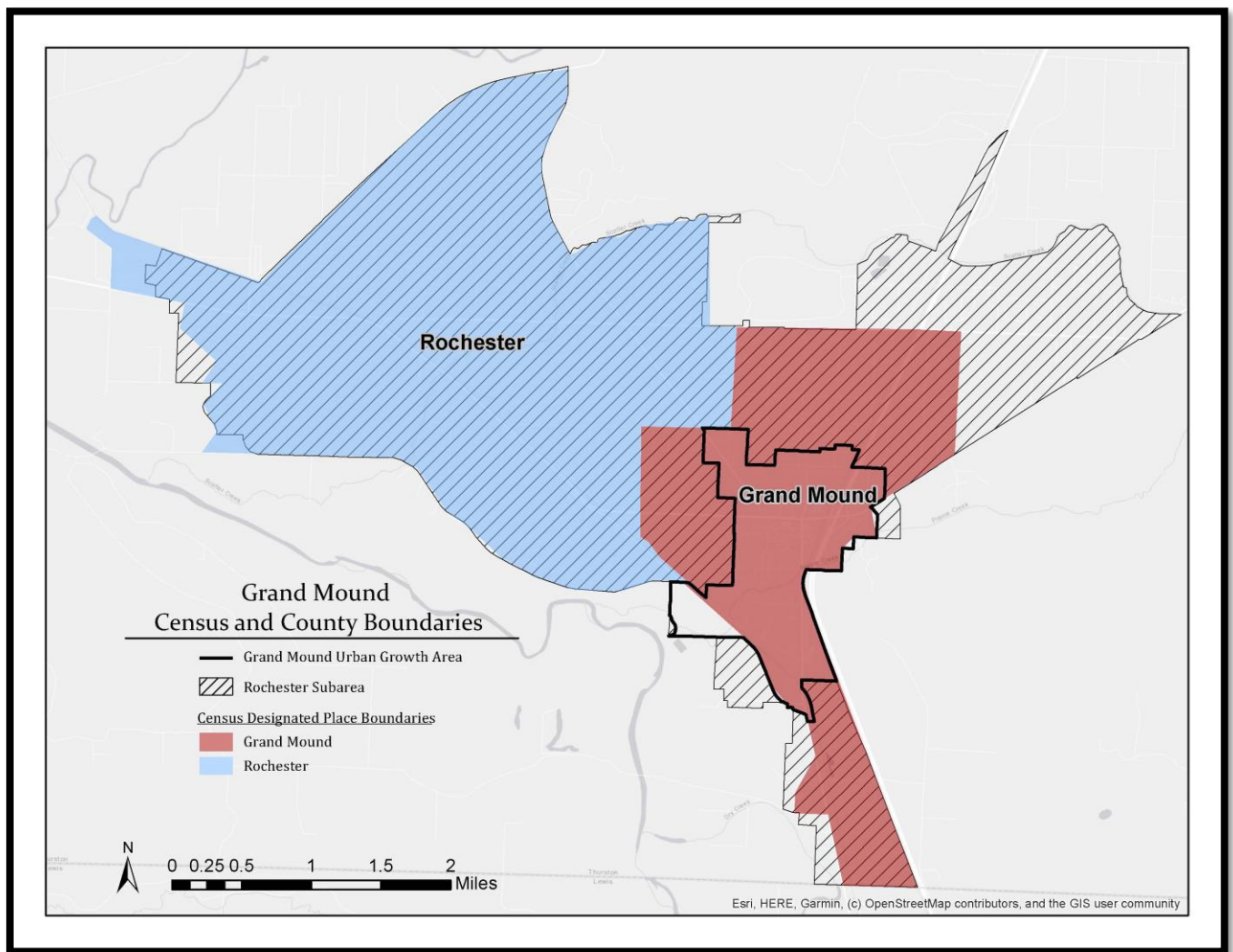
	SINGLE-FAMILY	MULTIFAMILY	MANUFACTURED HOME	TOTAL
Available Dwelling Units by Type 2020	230	85	155	470

Source: TRPC Housing Estimates by Type: Thurston County Cities and Urban Growth Areas, 2022 Update.

DEMOGRAPHICS

The U.S. Census Bureau conducts a national count of people living in the country by promoting surveys and hiring thousands to knock on doors to collect demographic information. The Bureau identifies a Grand Mound "Census Designated Place," or CDP, with boundaries stretching beyond the county-designated Thurston County Subarea borders. This border difference makes comparing data from the Census Bureau difficult in this area.

MAP 3: GRAND MOUND CENSUS AND COUNTY BOUNDARIES



Source: Thurston County Geodata

Within the larger CDP area, the population for 2020 was estimated at 3,301 people and 1,194 housing units. The CDP boundary that extends beyond the UGA boundary consists mostly of developed single-family homes. The Grand Mound UGA does not have specific census data but is roughly about 10% in

size of the larger CDP boundaries that overlay both Rochester and Grand Mound. TRPC’s Buildable Lands report states that within the Grand Mound UGA, there is a population of 1,358 people and 424 dwelling units within the Grand Mound UGA.

Below is a Table illustrating the 2020 CDP data for Grand Mound/Rochester. When considering this data, it’s important to understand that the Grand Mound UGA is a small subset, about 10%, of the broader CDP, and so this data may not accurately characterize the community within the Grand Mound UGA.

GRAND MOUND/ROCHESTER CENSUS DESIGNATED PLACE (CDP) QUICK FACTS	
CDP Population	3,301
CDP Dwelling Units	1,194
Median Household Income	\$72,566
Bachelor’s Degree or Higher	19.4%
Employment Rate	59.7%
Race and Ethnicity (Hispanic or Latino)	18.6% (615)
Median Age	34

Source: U.S. Census Bureau, 2020

Preliminary analysis of the Grand Mound UGA indicates a significantly higher than average Hispanic and Latino population compared to the rest of the County.

Transportation

The Grand Mound UGA is greatly impacted by pass-through traffic from outside the area along two state highways and includes several major arterials. Population and employment forecasts indicate Grand Mound will continue to grow significantly over the next 20 years. The transportation network will play a large role in the quality of experience for people who live and work in Grand Mound, and for the area's ability to serve as a gateway to the South Thurston County area.

Additional transportation-related information can be found in the Transportation Chapter of the Thurston County Comprehensive Plan.

The GMA requires an inventory of air, water, and ground transportation facilities and services to define existing capital facilities and travel levels. The GMA also requires that the land use assumptions used in estimating travel be included in the plan. The land use assumptions used in this chapter are consistent with those used in the Regional Transportation Plan, Thurston County Comprehensive Plan, and the Land Use Chapter of this Subarea Plan.

EXISTING INFRASTRUCTURE

Roads

State Highways: Interstate 5 and US 12. Interstate 5 (I-5) runs north-south and provides easy access to nearby urban areas, such as Tumwater and Olympia to the north and Centralia and Chehalis to the south.

For more information on roadway classifications, refer to the Transportation Chapter of the Thurston County Comprehensive Plan.

US 12 is a major east-west roadway through the UGA. It links Grand Mound with Rochester and Oakville to the west and Tenino, Rainier, and Yelm to the east. US 12 is designated as a Washington Highway of

Statewide Significance and is part of the National Highway System.

Arterials: The major UGA arterials are Old Highway 99, Elderberry Street SW (US 12 to 196th Avenue), 196th Avenue (Sargent Rd to Elderberry St SW), and Sargent Road (north of 196th Ave). They are intended to provide a high degree of mobility for all modes of travel and serve as community connections for goods, services, and employment. An Arterial Road is characterized as being of higher volume and speeds. They generally include paved shoulders, higher truck volumes, and fewer driveways. Since movement, not access, is their principal function, access management is essential in order to preserve capacity. In urbanized areas like Grand Mound, urban arterials provide continuity to rural arterials that intercept the urban boundary.

Old Highway 99 functions as a commercial corridor for the Grand Mound area and serves an increasing amount of freight traffic traveling between the I-5 exit and the Port of Chehalis, just south of Grand Mound in Lewis County. The arterial sections of Sargent Road, Elderberry Street, and 196th Avenue serve the developing commercial area north of US 12 and connect Grand Mound to the Littlerock area of Thurston County.

Collectors: Major Collectors include 193rd Avenue SW, 197th Avenue SW, Sargent Road (south of 196th Avenue), and Old Highway 9. Minor Collectors, including Grand Mound Way SW, Tea Street SW, and 201st Street SW, serve Grand Mound's residential neighborhoods. They provide both land access and mobility within residential, commercial, and industrial areas.

A Collector Road is characterized as being medium/high volume, with speeds ranging from 35-50 miles per hour. Such multimodal roadways connect communities with the arterial roadway system, and distribute trips from the arterial system into residential, commercial, and industrial areas using local

roads. They generally include paved shoulders, higher truck volumes, and fewer driveways.

Old Highway 9 serves as a vital connection to Rochester High School and Primary School (located just southwest of the UGA boundary) and will serve any future development at the Maple Lane School site operated by the Department of Corrections. Other Major Collectors link Grand Mound's growing commercial areas to lower density residential and industrial sections.

Local: Roads that provide access to land. A local road is characterized as being low volume, with speeds ranging from 25-50 miles per hour. Such roadways generally connect individual parcels with the arterial-collector roadway system. Local roads offer the lowest level of mobility among the previously mentioned road classifications.

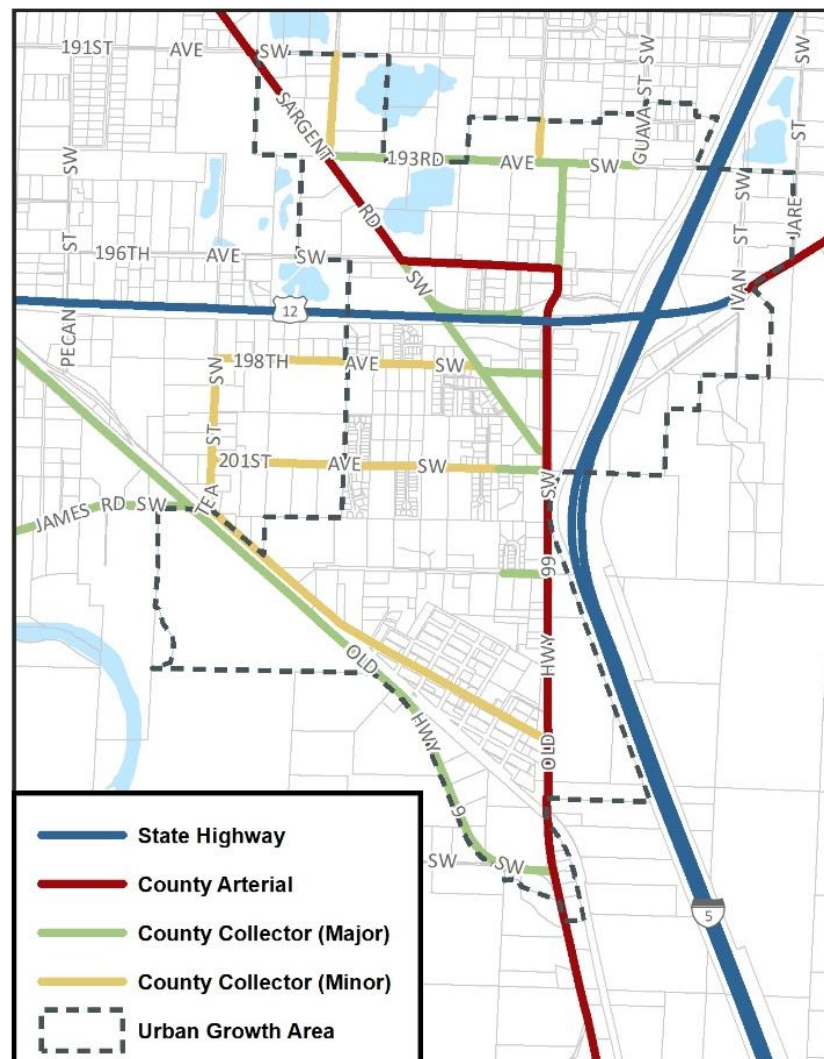


Figure 1. Roadway Classifications. Grand Mound Roadway Functional Classifications – see Map T-2a of the Thurston County Comprehensive Plan. Roads not classified here are considered local roads and shall be designed in accordance with the local roadway section (Grand Mound Transportation Study).

Freight Facilities

The Washington State Department of Transportation has designated certain roads as crucial to freight mobility using the Freight and Goods Transportation System (FGTS), which classifies roadways using five truck gross tonnage

classifications, T-1 through T-5. The Grand Mound UGA has several designated freight corridors within its boundaries, as follows:

- **T-1:** More than 10 million tons per year
 - Interstate 5
- **T-2:** 4 million to 10 million tons per year
 - US 12
 - Old Highway 99 SW
 - 196th Ave SW, between Sargent Rd and Elderberry
- **T-3:** 300,000 to 4 million tons per year
 - Sargent Rd, north of 196th Ave SW
 - Old Highway 9 SW
 - Elderberry St SW
- **T-4:** 100,000 to 300,000 tons per year
 - None in the Grand Mound UGA
- **T-5:** At least 20,000 tons in 60 days and less than 100,000 tons per year
 - None in the Grand Mound UGA

Bicycle Facilities

Thurston County designates bikeways consistent with standards defined by the Washington State Department of Transportation. The Grand Mound UGA does not have much safe and accessible bicycle infrastructure.

Multiuse Trails: Paved or compact gravel paths, separated from roadways, for the primary use of bicyclists and pedestrians. There are no existing Multiuse Trails in the Grand Mound Urban Growth Area.

Bike Lanes: Paved or striped lanes within the roadway, for the primary use of bicyclists, and are typically found in urban areas. There are no existing Bike Lanes in the Grand Mound Urban Growth Area.

The Transportation Chapter of the Thurston County Comprehensive Plan identifies four bikeway classifications: Multiuse Trails, bike lanes, bike routes, and shared travel lanes.

Bike Routes: Paved roadway shoulders for use by pedestrians and bicyclists, emergency pull-offs, and other roadways design functions. Map T-4 of the Comprehensive Plan identifies US 12, Sargent Road SW (north of US 12), and Old Highway 99 as bike routes. While some cyclists use these busy roads' shoulders and sidewalks, their proximity to large trucks and other fast-moving vehicles discourage more users of active transportation.

Shared Travel Lanes: (typically lower-volume rural roads) Accommodate both vehicles and bicycles in the same lane space. Most roads in Grand Mound meet this classification.

Pedestrian Facilities

Grand Mound has a patchwork of pedestrian infrastructure created in response to development requirements in place since the mid-2000s. The majority of existing sidewalks are located along Grand Mound's local roads, adjoining more recent residential development. Grand Mound's arterials and major connectors, such as US-12 and Old Highway 99, have fragmented sections of sidewalk, resulting in a lack of connectivity for pedestrians. Most of the existing sidewalks, curb cuts, and marked crossings are concentrated in the redeveloping commercial areas around the intersection of US 12 and Old Highway 99.

Transit

There is one Park and Ride within the limits of the Grand Mound UGA located just west of the interchange of I-5 with US-12 and Old Highway 99. Rural Transit (rT) (managed by TRPC) operates two routes that stop weekdays at the Park and Ride. Route 3 runs west, connecting Grand Mound to Rochester and the Chehalis Reservation, and north to Tumwater. Route 4 runs from Centralia, north on I-5 to the Grand Mound Park and Ride, then along Old Highway 99 toward Tenino. In 2020, rT began operating its service, fare free. The Grand

Mound Park and Ride also serves as a stop for vanpool routes, facilitated by Intercity Transit, that run from Centralia to Olympia. Twin Transit and Grays Harbor Transit formerly provided bus service to the Grand Mound area, have discontinued these routes as of 2020.

Railroads

Two active railroad lines pass through Grand Mound and provide rail access for future industrial use [Figure 2].

The Puget Sound & Pacific Railroad, which runs parallel to Old Highways 9 and 99, on the way to Elma, is designated by the State of Washington as a railroad freight economic corridor. According to WSDOT's Freight Systems Division, the railroad corridor was considered an R2 line in 2016, which indicates between one and five million tons of freight traveled the corridor (WSDOT, 2016). The railroad is owned by Genesee

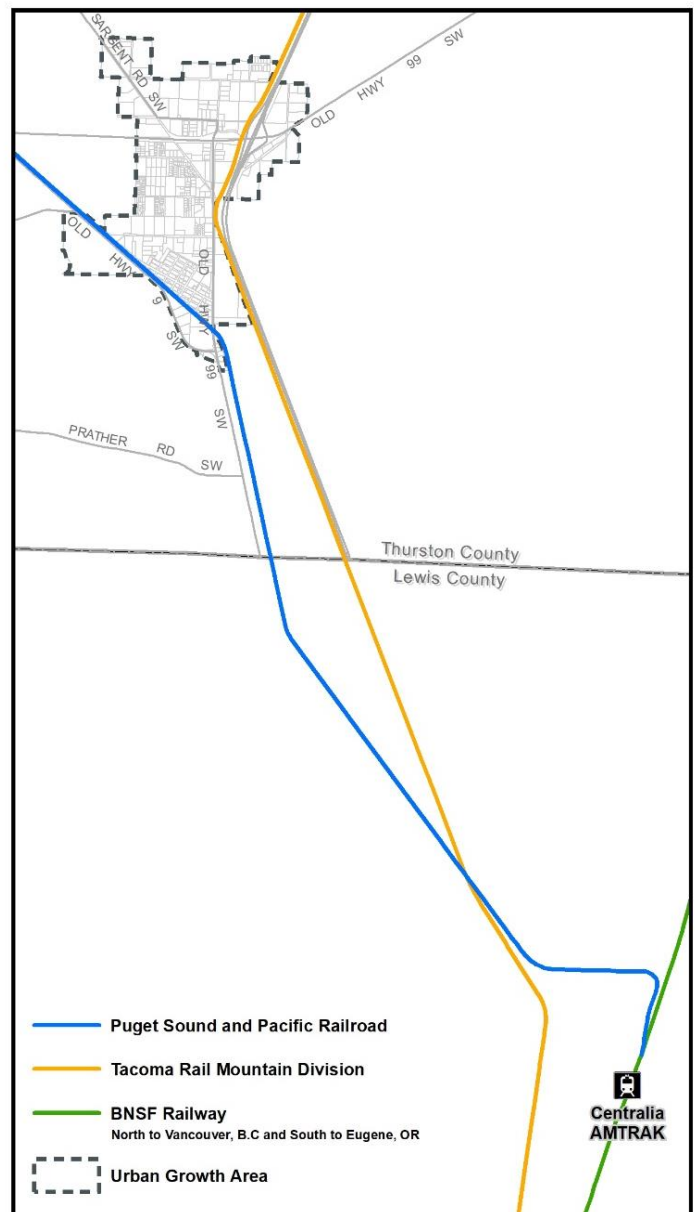


Figure 2. Railroad lines in the Grand Mound UGA area.

& Wyoming Inc. and is integral to the McFarland Cascade pole yard operations in nearby Rochester.

The Tacoma Rail Mountain Division line runs parallel to I-5's western edge through Grand Mound. The railroad line, which is owned by the City of Tacoma, is a handling line carrier for BNSF Railway (Tacoma, 2018). According to WSDOT's Freight Systems Division, the railroad corridor was considered an R5 line in 2016, which indicates that less than half a million tons of freight traveled the corridor (WSDOT, 2016).

The nearest passenger railroad stations are in Centralia and Lacey, on a line owned by the BNSF Railway. Amtrak Cascades trains that stop at these stations travel between Eugene, Ore., and Vancouver, B.C. The railroad line also is a critical route for freight trains traveling along the West Coast.

Air and Water Transportation

As of 2020, there are no air or water transportation facilities within the Grand Mound UGA.

Level of Service Standards

The level of service standards use qualitative measures that factor in things like speed, travel time, freedom to maneuver, traffic interruptions, comfort, convenience, and safety. The description of individual levels of service for intersections is the average stopped delay per vehicle. This measure is similar to the description of road segments in that it gauges driver discomfort and frustration, but it also recognizes fuel consumption and lost travel time.

The GMA requires level of service standards for all arterials and transit routes to determine future improvements.

Levels of service are given letter designations, from A to F, with A representing the best operating conditions (free flow, little delay) and level of service F the

worst (congestion, long delays). Generally, levels of service A and B are high, levels of service C and D are moderate, and levels of service E and F are low.

The adopted level of service for urban areas within Thurston County, including Grand Mound, is level of service “D.” In Grand Mound, level of service “D” is used to determine when road improvements are needed.

See the Transportation Chapter of the County Comprehensive Plan for further information on these designations, intergovernmental coordination, and demand management strategies.

Compliance with level of service standard. The GMA requires specific actions and requirements for bringing into compliance any facilities or services that are below the established level of service standard. Thurston County uses the following plans and policies to address level of service compliance:

Grand Mound Transportation Study. This 2020 study outlines transportation improvements needed to support projected growth within the Grand Mound UGA. The study also established a vision for the transportation system in the UGA and identifies improvements needed to support growth through 2040.

Thurston County Capital Facilities Plan. This plan identifies the six-year bridge, road capacity, bike lane, preservation and safety improvement needs of the County roadway network. The plan also identifies funding strategies for each individual project. The GMA requires the identification of system expansion needs and transportation system management needs to meet current

Future transportation improvements were identified as part of the 2020 Grand Mound Transportation Plan and included in the Capital Facilities Plan, which is updated annually.

See the Transportation Plan for existing peak hour traffic volumes and for future projected (2040) traffic volumes.

and future demands, as well as a multi-year financing plan.

Concurrency. The GMA requires that adequate public facilities and services be provided concurrent with new development. The GMA defines “concurrent with development” for transportation as meaning “improvements or strategies are in place at the time of development, or that a financial commitment is in place to complete the improvements or strategies within six years” of the development. To be consistent with the GMA, Thurston County requires (under Thurston County Code, Chapter 17.10) all new developments to provide adequate transportation facilities. Any proposal that would cause transportation facilities to fall below level of service “D” in Grand Mound will be denied.

FUTURE TRANSPORTATION CONCERNS AND IMPROVEMENTS

The 2020 Grand Mound Transportation Study identified the following community concerns and priorities to guide future transportation improvements in the Grand Mound Urban Growth Area.

Safety. Grand Mound community members identified roadway safety as their greatest transportation-related concern during outreach events in 2018.

Based on safety data provided by WSDOT, between 2014 and 2018, 226 crashes occurred in the Grand Mound area, including seven that resulted in serious injuries and fatalities. The majority of collisions during this period occurred on US 12 and Old Highway 99, and nearly half of all crashes occurred at an intersection, with the highest density at the intersection of

Washington State has adopted Target Zero – a goal to reduce traffic fatalities and serious injuries on Washington’s roadways to zero by the year 2030. Thurston County adopted the same transportation safety goal for County roadways in its Comprehensive Plan (Policy T.1.A.1).

those two roadways. Along US 12, disregarding stop lights, excessive speeding, improper turns, and following too closely were the most recorded conditions at crashes. These factors contribute to a high proportion of rear-end collisions on this roadway, and the concentration of incidents at the signaled intersection with Old Highway 99. Along Old Highway 99 SW, a substantial portion of crashes are related to vehicles entering or exiting driveways, rather than another street, and are caused in part by drivers not granting the right of way as vehicles entering traffic try to merge. In addition, a number of collisions that resulted in a fatality or injury have involved pedestrians and cyclists.

As Grand Mound continues to grow, the area is likely to see increased potential for conflict between different users of the transportation system (residential, commercial, freight), particularly along arterials and major collectors like Old Highway 99 and Sargent Road. Future transportation improvements in Grand Mound should be designed to address these concerns and improve safety for all travelers, such as by creating separated routes and safe crossings for pedestrians and cyclists.

Efficiency

Grand Mound's roadways will continue to serve as a transportation hub for the South County, providing access to I-5 for people and freight traveling east from the Rochester area, west from Tenino and north from Lewis County. Increased development in residential and commercial areas is likely to lead to greater congestion throughout Grand Mound. By 2040, drivers at two intersections, Old Highway 99/Elderberry Street/US 12 and Old Highway 99/Old Highway 9, are anticipated to experience delays that exceed the acceptable levels of service during the PM peak hour. The planned roundabout at US 12 and Sargent Road will alleviate some pressure but will not fully address the predicted delay and will shift traffic patterns in other locations. Future transportation improvements should ensure roadways and intersections in the UGA have adequate capacity

to avoid unacceptable levels of congestion for autos and freight, even as the region grows.

Character

Grand Mound has rich historic, cultural, and environmental amenities that provide the foundation for a strong and vibrant community. As a city that has grown around the intersection of two state highways, Grand Mound serves as a gateway to the agricultural areas, open space, and small towns and cities of south Thurston County. That same location, however, has favored highway-oriented development that contributes to Grand Mound's lack of a cohesive sense of place. Looking ahead, improvements to Grand Mound's transportation infrastructure should contribute to its identity as an urbanized hub that provides services to the South County area while highlighting aspects of its rural heritage and setting. Preferred options identified by community members to make Grand Mound more visible as a community include frontage improvements to Grand Mound's commercial core such as wider sidewalks, plazas, and landscaping; recreation opportunities, such as trails; and continuous sidewalks along the core commercial areas of US 12 and Old Highway 99.

Multi-modal Connections

An overall lack of continuous sidewalks and pathways makes the Grand Mound area challenging to navigate on foot or bicycle. In addition, transit service is limited, with Twin Transit and Grays Harbor Transit eliminating routes serving the Grand Mound area. The rT bus lines stop at the Park and Ride, which is located across the highway from Grand Mound's commercial core and residential areas, limiting its convenience as an access point for those traveling without a personal vehicle. Future transportation improvements should focus on enabling safe connections between the residential and commercial areas of

Grand Mound, and on linking the area to the rest of the region through trails and transit.

As residential development continues to occur within Grand Mound, street patterns will have a strong effect on accessibility and neighborhood character. Grand Mound's existing local streets have been laid out as development occurs, rather than on a planned grid system that considers the long-term operation of the transportation network for all modes of travel. Some subdivisions are laid out in loops or cul-de-sacs that reduce the opportunities for future pedestrian and vehicular connectivity; others are laid out at angles that could make alignment of future road connections more challenging. Future transportation improvements should consider how new development contributes to connectivity across Grand Mound.

Economic Diversity and Tourism. The opening of the Great Wolf Lodge and indoor water park on Old Highway 99 in 2008 marked a significant increase in the number of people visiting Grand Mound as a destination. Since 2008, Grand Mound's core has begun to fill in with a variety of commercial businesses, including additional gas stations, restaurants, a bank, a hotel, and a brewery/distillery. This commercial growth has also led to more congestion and greater difficulty accessing businesses, particularly along Old Highway 99. Continued investment in the region by the Chehalis Tribe and private entities will continue to draw different types of roadway users. Future transportation facilities should support economic growth in Grand Mound, ensuring visiting the area and accessing businesses is a pleasant experience.

The 2020 Grand Mound Transportation Study identified eight projects that best address future transportation needs in the Grand Mound UGA. Each of the projects described was evaluated to understand its benefit to all travel modes, impact to the built and natural environment, and cost.

Intersection Upgrades

- **196th Avenue SW/Sargent Road SW Intersection Improvements.** Construction of a single-lane roundabout at the intersection and widening of sidewalks to accommodate bicyclists and pedestrians. *More detailed information on all projects, including operational analysis, project layouts, and cost estimates can be found in the Grand Mound Transportation Action Plan (2020).*
- **196th Avenue SW/Elderberry Street SW Intersection Improvements.** Construction of a single-lane roundabout at the intersection, including converting the current driveway to provide access to potential development and widening of sidewalks to accommodate bicyclists and pedestrians.
- **US 12/Old Highway 99/Elderberry Street SW Intersection Improvements.** Construction of pedestrian refuge islands for pedestrians crossing the east, west, and south legs of the intersection.
- **Sargent Road SW/201st Avenue SW/Old Highway 99 Intersection Improvements.** Reconfigure Sargent Road to allow right-in/right-out access only at Old Highway 99 and construct a single lane roundabout at 201st Avenue SW.
- **Old Highway 9/Old Highway 99 Intersection Improvements.** Construction of a traffic signal at the existing intersection.

Roadway Improvements

- **Old Highway 99 Improvements.** A major concern on Old Highway 99 today is the mix of users with little separation of modes. Improvements should focus on accommodating all modes in dedicated spaces along

Old Highway 99. In addition to the cross-section identified in Appendix A, improvements include:

- Consolidate business access and/or limit access to right-in/right-out only
 - Create continuous shared-use path on west side of Old Highway 99 for use by pedestrians and bicyclists
 - Connect sidewalks along east side of Old Highway 99 to create a continuous route for pedestrians
 - Create at least two mid-block crossings on Old Highway 99. Locations should be identified to best align with destinations for pedestrians.
- **Sargent Road Improvements.** The construction of a roundabout at US12 will substantially change traffic use on Sargent Road, making it a viable alternative route through Grand Mound that avoids the signaled intersection of US 12 and Old Highway 99. Construction of shared-use path on the south side of Sargent Road to accommodate bicyclists and pedestrians, with widening to provide left-turn storage lanes and sidewalks on the north side of the road.

Trail Connections

- **Power Line Trail.** Construction of a multi-use trail following the current power lines alignment for bicyclists and pedestrians.

Other Improvements

Several additional projects identified throughout the development of this plan could advance the vision of the transportation system in the Grand Mound UGA.

- Ivan Way/Old Highway 99 Intersection Improvements - Land to the east of I-5
- Park & Ride Improvements
- Transit Feasibility Study
- New North-South Connection
- Sargent Road/198th Way Intersection Improvements
- US 12 Pedestrian Overcrossing
- Roadway Maintenance and Preservation

These concepts are discussed in further detail in the Grand Mound Transportation Action Plan (Fehr & Peers, 2020) and were not evaluated as part of the 2020 Grand Mound Transportation Study but could be considered in the future.

Capital Facilities & Utilities

Grand Mound is not incorporated, so most public services are provided by either Thurston County government or special districts. Thurston County provides general government, sheriff, public works, social services, property assessment, public health, cooperative extension, county fair, jail, justice system, and election services. Currently, private companies provide the following services: refuse disposal, recycling, electricity, and telecommunications facilities.

SEWER AND WATER SYSTEMS

In the mid 1980's, a local citizen's committee expressed interest in developing a sanitary sewer system and water supply system that would allow denser development in Grand Mound. In response to this request, the county adopted a Grand Mound Sewer Service Area that covered 440 acres. A Utility Local Improvement District (ULID) was formed through approval by the Grand Mound community in late 1996 to provide water and sewer system improvements in the UGA. Both water and sewer systems are in operation and providing service to customers within the UGA. In 2002, the county established policies to provide water service to properties located outside the UGA, including the nearby Rochester subarea. Sewer and water utilities within the UGA and are on track to be able to continue providing adequate services with the anticipated growth projections over the 20-year planning period. Connection to the Sanitary Sewer and Water Supply systems helps to

The Capital Facilities and Utilities for all unincorporated rural county is described in the Capital Facilities and Utilities of the County's Comprehensive Plan.

For more information on environmentally sensitive areas, see the Natural Resources chapter.

protect the aquifer by preventing leakage from septic systems and overuse of unregulated water.

Thurston County plans for over \$7 million in improvements and expansion of the Grand Mound water and sewer systems from 2023 through 2028.

Water Utility

Thurston County prepares a Water System Plan every ten years, in accordance with Department of Health (DOH) requirements. The purpose of the plan is to define growth trends in the water system service area, identify system deficiencies, and develop a capital improvement program to accommodate projected growth. Currently, the water system is limited by source capacity, the County is projected to exceed in 2034. The Capital Facilities Program (CIP) has a project that will add additional source capacity that is scheduled for completion in 2026.

The most recent Draft Grand Mound Water System Plan was submitted to DOH in 2022 for final review.

Sewer Utility

When a wastewater treatment facility reaches 85% of its permitted capacity, it is required to complete a Plan for Maintaining Adequate Capacity (PMAC), in accordance with Department of Ecology (DOE) requirements. These requirements are satisfied with the General Sewer and Wastewater Facility Plan currently being prepared by the County. Similar to the Water System Plan, the General Sewer and Wastewater Facility Plan defines growth trends in the sewer service area, identifies deficiencies, and develops a capital improvement program to accommodate projected growth. The Plan looks at both the sewer collection system and the wastewater treatment facility.

The most recent General Sewer and Wastewater Facility Plan is scheduled to be completed in 2023.

STORMWATER SYSTEMS

Stormwater facilities and maintenance associated with US 12, including rights-of-way, is managed by Washington State Department of Transportation.

Other stormwater facilities and requirements are maintained and enforced by the County.

Refer to Thurston County Public Works Stormwater Utility about additional regional projects and the Stormwater Management Program Plan (2019) for more information.

SCHOOLS

The Grand Mound UGA is served by Rochester School District 401, with no operating schools within the UGA's boundary. The district provides public education for grades K-12. "Maple Lane School", formerly the Washington State Training School for Girls, was a correctional school within the Grand Mound UGA. Washington State plans to expand the facility for residential treatment in upcoming year.

Economic Development

Grand Mound's economic core lies alongside I5, including several casual restaurants and coffeeshops, a large hotel, gas stations, and industrial and commercial miscellaneous businesses including retail, realty, and home-based occupations. The largest commercial entities easily accessed from the interstate include several of the Chehalis Tribal Enterprises' businesses, such as Great Wolf Lodge, End of the Trail, and Burger Claim. In addition, the tribally owned Talking Cedar contains a restaurant, brewery, and distillery that opened in 2020. The Chehalis Tribe has continued to be an active driver in Grand Mound's economic development and growth, bringing in some of the most successful commercial operations, which attract additional commercial interest. Grand Mound is currently a family vacation destination due to the siting of the Great Wolf Lodge resort and a frequented stop by commuters and travelers along I5 between Portland and Olympia. As industrial businesses expand along the I5 corridor, Grand Mound is expected to a favorable location for incoming industry.

Due to its development patterns, Grand Mound does not currently have an identifiable "downtown" or Main Street, and residents must leave the area to shop at a grocery store in nearby Rochester or Centralia. While the Grand Mound area has options for developers and incoming businesses, 2019 public meetings have indicated that residents have previously been most interested in gaining a local grocery store, parks and recreation areas, and more restaurants that are not fast food.

Agricultural uses surrounding the UGA are featured through the Thurston Bountiful Byway, which is a 60-mile loop tour of rural Thurston County, promoting farms, farmers markets with locally produced products, and businesses that source from local farms. Several hotels, farms, plant nurseries,

markets, and historic sites are featured within Grand Mound and the surrounding area.

EMPLOYMENT

In general, around 95% of new jobs will locate in urban areas. Within urban areas, like urban growth areas, 81% of new jobs are expected to locate in areas zoned for commercial or mixed commercial uses; 6% are expected in areas zoned for industrial uses; and the remaining 13% will locate in areas zoned for residential uses. These tend to include home-based teleworkers, residential site-specific work like construction contractors, natural resource based (such as forestry), or things like churches or apartment managers.

AREA	COMMERCIAL OR MIXED USE	INDUSTRIAL	RESIDENTIAL & SCHOOLS	TOTAL
Grand Mound UGA	190	90	30	310
Total Urban County	27,350	2,030	4,520	33,900

Source: TRPC Buildable Lands Report. 2020-2040 Employment Growth by Type of Zone, Thurston County Urban Areas. Total includes all cities and UGAs.

COMMERCIAL BUILDINGS			
	TOTAL BUILDING FLOOR AREA (SQ. FT.)	DEVELOPED AREA (ACRES)	EMPLOYEE PER AREA (JOBS/ACRE)
Grand Mound UGA	713,300	80	12
Urban South County	2,300,300	274	14
Total Urban County (Average)	26,857,600	2,400	26
INDUSTRIAL BUILDINGS			
	TOTAL BUILDING FLOOR AREA (SQ. FT.)	DEVELOPED AREA (ACRES)	EMPLOYEE PER AREA (JOBS/ACRE)
Grand Mound UGA	153,800	26	5
Urban South County	439,100	74	4
Total Urban County (Average)	13,767,333	1,072	9

Source: Building and Employment Density, TRPC Buildable Lands Report.

Inventory of buildings permitted up to the end of 2019. Urban South County includes the cities of Rainier, Tenino, and Yelm, the town of Bucoda, the Nisqually Indian Reservation, the Confederated Tribes of the Chehalis Reservation, and the Grand Mound UGA. The Total Urban County includes all of South County, plus Olympia, Lacey, Tumwater, Tenino, Yelm, and all associated UGAs within Thurston County.

To provide employment opportunities that meet the anticipated growth over the next 20 years, the UGA needs to have enough developable commercial, mixed use, and industrially zoned lands. As shown in the table above, there are 106 acres of commercial and industrial uses. TRPC projections show that Grand Mound will need to develop 33 more acres to accommodate 280 new jobs.

There are 249 acres of commercial and industrially zoned lands that can be developed or have good potential for redevelopment.

See the Land Use chapter for more information on developable lands.

According to the 2020 US Census, Grand Mound had an employment rate of 53.3%, and a median income of approximately \$51,765, both of which are lower than the state median. Approximately 63% of workers in the Census Designated Place (area data was collected), are employed by private companies, and the average commute is over 25 minutes.

Incoming commercial and industrial development could mean an increase in job opportunity for residents of the subarea and reduce the need for long commutes to surrounding communities.

Note that the area identified in the Census as Grand Mound is different than the UGA boundary, as shown in the Population and Housing Growth chapter of this plan. This makes that data less accurate and difficult to evaluate.

Environment, Recreation, & Open Space

PARKS AND RECREATION

A primary comment received from the community during outreach in 2017-2023 was for more local amenities like including playgrounds and parks. There are currently no parks within the Grand Mound UGA. Nearby to the north is the Scatter Creek Wildlife Area, which has outdoor recreation opportunities for hikers, bird-watchers, hunters, horseback riders, and wildlife viewing.

Consistent with the 2045 Regional Transportation Plan, collaboration with Puget Sound and Pacific Railroad (PSAP), Thurston Regional Planning Council, Washington State Department of Transportation, and other regional stakeholders, work is on-going to formalize a bicycle corridor within existing rights-of-way to connect the southwestern terminus of the Yelm-Tenino Trail with the southern terminus of the Gate-Belmore Trail. Two significant non-motorized gaps remain at the western terminus of the Yelm-Tenino Trail that are not served by trails, but may benefit from on-street enhancements like wider shoulders and signs: a connection to the Town of Bucoda along State Route 507, and a connection to Grand Mound along Old Highway 99.

Archeological & Historic Resources

LOCAL INDIGENOUS HISTORY: CHEHALIS TRIBE, “PEOPLE OF THE SAND”

For many centuries, the Upper and Lower Chehalis people lived in villages along the Chehalis River. They fished the Chehalis, Black, Cowlitz, and Satsop rivers. The Chehalis hunted and gathered from the mountains, across the prairies, to Grays Harbor and in the lower Puget Sound. They lived in cedar longhouses with one end open to the water from which they received a bounty of salmon and other river-based sustenance. The Salish-speaking people thrived for a long time in this region until colonization and their ancestral lands were lost. Their current reservation was established in 1860 and is in Thurston and Grays Harbor Counties, near Oakville (ChehalisTribes.org, 2019).

Today, the Confederated Tribes of the Chehalis Reservation operate several thriving enterprises such as the Lucky Eagle Casino, Eagles Landing Hotel, the Great Wolf Lodge, End of the Trail and Talking Cedar. In addition, they have recently built new community and wellness centers that have dramatically enhanced the quality of life for their people.

Goals and Actions

LAND USE

Goal 1. Provide sufficient land use capacities to maintain the rural character and projected population forecasts for Grand Mound.

- Action 1.1. Monitor land supply and use to ensure a variety of rural densities within the UGA.
- Action 1.2. Help to focus future growth in the UGA to accommodate higher densities.

Goal 2. Provide land availability for public and private gathering places and diverse opportunities for arts, recreation, entertainment, and culture.

- Action 2.1. Consider public-private partnership opportunities for community squares, cooperative markets, public art walks, and outdoor festivals that focus on the community's identity and sense of place.

NATURAL RESOURCES

Goal 1. Develop strategies to conserve groundwater and surface water resources where feasible to ensure water availability and to protect instream flows.

- Action 1.1. Evaluate approaches to protect long-term groundwater availability and quality.
- Action 1.2. Consider needs for long-term protection of instream flows in Prairie Creek tributary.

POPULATION AND HOUSING

Goal 1. Develop strategies to preserve existing affordable housing where feasible to prevent displacement and create social equity.

- Action 1.1. Prioritize infill in areas that create the least amount of displacement.
- Action 1.2. Consider the impacts of zoning amendments and regularly evaluate zoning within the UGA.
- Action 1.3. Ensure outreach includes underrepresented community members, especially related to changes that may impact housing.
- Action 1.4. Consider further evaluation of Grand Mound housing needs in collaboration with the County Comprehensive Plan.

TRANSPORTATION

Goal 1. Reduce traffic fatalities and serious injuries by addressing factors that contribute to collisions.

- Action 1.1. Support transportation improvements that address priority safety concerns identified in the 2020 Grand Mound Transportation Study, such as by constructing roundabouts at the following intersections:
 - 196th Avenue/Sargent Road
 - 196th Avenue/Elderberry Street
 - Sargent Road/201st Ave/Old Highway 99
- Action 1.2. Create safe routes and crossing for pedestrians and bicyclists, where possible, separated from automobile traffic, especially on arterials and freight routes.

Goal 2: Reduce conflict among users by managing access points between private property and the public street system to provide safe and convenient access to land uses for all transportation modes, while preserving the flow of traffic.

- Action 2.1. Limit and provide access to the street network in a manner consistent with the function and purpose of each roadway. Restrict number of driveways located along arterials. Coordinate with local businesses and property owners to consolidate access in commercial and residential areas.
- Action 2.2. Require new development to consolidate and minimize access points along all state highways and arterials.
- Action 2.3. Design the street system so that the majority of direct residential access is provided via local streets.

Goal 3. Maintain access for emergency services, sufficient for a growing community.

- Action 3.1. Consider emergency service needs in the design of transportation facilities, such as considering access by fire trucks and placement of fire suppressant infrastructure.

Goal 4. Meet concurrency requirements under the State Growth Management Act.

- Action 4.1. Provide transportation improvements to raise the level of service of the US 12/Old Hwy 99/Elderberry and Old Highway 99/Old Highway 9 intersections enough to meet the needs of future growth.
- Action 4.2. Ensure future streets and their classifications follow a regular distribution pattern that anticipates potential land uses, allows for connectivity, and provides for orderly development.
- Action 4.3. Require development proponents to dedicate right-of-way, build frontage improvements, and provide fair share mitigation toward impacted off-site improvements to avoid future concurrency problems.

Goal 5. Increase recognition of Grand Mound as a community by incorporating placemaking elements into the design of future transportation improvements.

- Action 5.1. Include welcome signage or other placemaking improvements as part of the design of transportation improvements at “gateway” locations like US 12/Old Hwy 99/Elderberry, US 12/Sargent, and Old Highway 99/Old Highway 9 intersections.
- Action 5.2. Review and create updated design guidelines for landscaping, frontage, and wayfinding that provide a consistent look for people traveling in Grand Mound, especially for the commercial core areas and any trail connections.
- Action 5.3. Include placemaking elements into the design of future transportation improvements along the commercial core area of Grand Mound, such as wider sidewalks, plazas and landscaping.

Goal 6. Increase the share of people who feel safe and comfortable walking or biking in Grand Mound by increasing connectivity of active transportation routes.

- Action 6.1. Create a coordinated system of trails and walkways within the Grand Mound UGA, including improvements identified in the 2020 Grand Mound Transportation Study.
- Action 6.2. Identify appropriate locations along Old Highway 99 SW for at least two mid-block crossings, aligned with destinations for pedestrians.
- Action 6.3. Align bicycle and pedestrian infrastructure with future connections to regional trail network, such as a multiuse trail connecting Rochester and Grand Mound.

- Action 6.4. Require new development to provide pedestrian and bicycle infrastructure consistent, such as sidewalks, crosswalks, and links and signs to the trail system.
- Action 6.5. Find ways to fund and fill gaps in the existing sidewalk network, where adjacent property has not developed or redeveloped, prioritizing improvements that would create contiguous sidewalks along arterials and collectors that connect residential areas to the commercial core.
- Action 6.6. Encourage street networks in new development that create circulation options for all modes. Street patterns should be planned as grid systems without dead ends or long blocks; or, should provide trail connections with adjacent rights-of-way or developed trails to support alternative routes for pedestrian travel.

Goal 7. Increase share of trips made by public transportation by providing reliable, effective public transit connections between Grand Mound and other regional destinations.

- Action 7.1. Work with regional transit operators to identify future placement of transit stops within Grand Mound to enable convenient access to commercial core and residential areas.

Goal 8. Maintain access to businesses and operation levels for freight corridors, while balancing the needs of residents of and visitors to Grand Mound.

- Action 8.1. Support transportation improvements consistent with the 2020 Grand Mound Transportation Study, which incorporated the perspectives, feedback, and priorities of the Grand Mound business community.

- Action 8.2. Provide safe and convenient pedestrian access to businesses in Grand Mound's commercial core area along Old Highway 99, including through continuous sidewalks or multiuse trail and marked crossings.
- Action 8.3. Explore strategies to maintain freight access to and from state highways, while minimizing conflict and optimizing safety for all transportation system users in Grand Mound's commercial core. Coordinate with Lewis County and the Port of Centralia to track the impact of Port traffic to and from Interstate 5.

Goal 9. Maintain community support for transportation improvements in Grand Mound.

- Action 9.1. Integrate land use and transportation decisions to ensure that the transportation system supports the community land use vision.
- Action 9.2. Provide timely and comprehensive opportunities for Grand Mound residents to be informed about and provide input into future transportation priorities and improvements.
- Action 9.3. Coordinate with Washington Department of Transportation (WSDOT) in planning for improvements to US 12, including multimodal infrastructure, the intersection of US 12/Old Hwy 99/Elderberry, the US 12/I-5 interchange, and future connections to Sargent Road from US 12.
- Action 9.4. Coordinate with the Chehalis Tribe and Chehalis Tribal Enterprises to ensure transportation infrastructure matches future development plans to ensure the ongoing safety and efficiency of the roadway network.
- Action 9.5. At a minimum meet federal, state, and local regulations including stormwater runoff improvements related to improvements to public facilities.

- Action 9.6. Provide predictability during the development review process, including minimizing the scope of site-specific traffic studies.

Goal 10. Secure adequate funding to implement the goals and policies in this plan.

- Action 10.1. Obtain equitable roadway improvement funding from new development in Grand Mound, with other sources addressing traffic impacts from “through” traffic using area arterial roads.
- Action 10.2. Use a combination of road funds, federal and state grants, loans, and other sources to fund transportation improvements in the Grand Mound UGA.

CAPITAL FACILITIES AND UTILITIES

Goal 1. Support the development of a comprehensive approach to stormwater management that encourages coordination between transportation, stormwater, and private development projects.

- Action 1.1. Identify areas needing improved and/or updated stormwater drainage infrastructure within the UGA.
- Action 1.2. Involve the Grand Mound community in the assessment and prioritization of stormwater facility projects through the Storm and Surface Water Advisory Board.

Goal 2. Ensure stormwater management systems that utilize and preserve natural drainage systems, such as streams, and construct facilities that complement these systems by taking advantage of opportunities for filtration, infiltration, and flow control where feasible.

- Action 2.1. Require the use of permeable surfaces and other Low Impact Development (LID) technologies in new building construction and property development.
- Action 2.2. Mitigate impacts of stormwater management regulations on private property by hosting meetings, workshops, and trainings with property owners and the community when new regulations are proposed.
- Action 2.3. Determine cumulative impacts of development on surrounding properties and help to minimize the negative consequences of stormwater runoff on properties.

Goal 3. Continue Regional Stormwater Improvements.

- Action 3.1. Develop a natural approach for future stormwater management to implement projects that control flows, reduce flooding, and enhance water quality.

Goal 4. Support planning for long-term water availability to accommodate projected growth and potential source capacity constraints.

- Action 4.1. Evaluate opportunities to ensure water availability beyond the 20-year planning cycles.
- Action 4.2. Explore options that contribute to long-term source capacity within water service area to support Water System Plan and Capital Improvement Program projects.

ECONOMIC DEVELOPMENT

Goal 1. Achieve diversification of Grand Mound's economic base through supporting the establishment and expansion of locally-owned businesses within the commercial corridor.

- Action 1.1. Collaborate with the Chehalis Tribe, South Thurston Economic Development Initiative (STEDI), Thurston Economic Development Council (EDC), Thurston County and other organizations to foster and promote a business-oriented atmosphere that supports the local businesses in the Old Highway 99 Commercial Corridor.
- Action 1.2. Identify and encourage business opportunities that support the local economy and community.

Goal 2. Support the maintenance of local businesses.

- Action 2.1. Encourage and promote small business development that build projects compatible with the community vision.
- Action 2.2. Develop Partnerships with the future Southwest Washington Regional Agricultural Business & Innovation Park.

Goal 3. Support tourism and enhance the local community.

- Action 3.1. Promote and strengthen the development of a downtown commercial corridor along Old Hwy 99 to SR 12.
- Action 3.2. Facilitate the development of a downtown that has a design consistent with the area identity to create a sense of place for Grand Mound.
- Action 3.3. Foster partnerships with the Chehalis Tribe, STEDI, EDC, Experience Olympia & Beyond, and other organizations to promote tourism and business development.

PARKS, TRAILS, AND OPEN SPACE

Goal 1. Coordinate an integrated network of spaces that could expand recreational opportunities for both residents and visitors and utilizes the open space amenities and natural environment.

- Action 1.1. Identify future park sites and related property acquisition needs areas that could benefit the Grand Mound community.
- Action 1.2. As feasible, work with non-profit groups, the County, and other organizations to acquire land for open space conservation, trails network, and future parks.

Goal 2. Coordinate efforts among the community, Rochester School District, and the County to provide and maintain existing and future parks and fields to support sports, recreational, educational, and social activities for the community.

- Action 2.1. Improve and maintain park maintenance at existing facilities.
- Action 2.2. Implement upgrades and improvements to Independence Park and Hoss Fields.
- Action 2.3. As feasible, partner with non-profit groups and other organizations to locate funding opportunities for future improvements.
- Action 2.4. Consult with county, state agencies and local organizations to provide parks, open space, fields, and facilities that support active and passive recreation.
- Action 2.5. Encourage public participation in development of plans for maintenance and operation for parks, open space, fields, and facilities in the Grand Mound area including volunteer efforts.
- Action 2.6. Coordinate with community organizations and residents in the planning, development, operation, authorized use and maintenance of parks, trails, community facilities, and sports fields.

Goal 3. Develop a more walkable community by supporting pedestrian pathways, sidewalks and trails that connect people to places.

- Action 3.1. Coordinate with county, state, Tribal, local organizations and residents to acquire land for trails, community connectors and open

space corridors, such as the extension of the Gate-Belmore trail to Rochester and future trail expansion to Grand Mound.

- Action 3.2. Coordinate maintenance and operation support for parks, trails and open space with other jurisdictions and supporting community groups.
- Action 3.3. Safety and security shall be considered when reviewing and implementing plans for future trails, pathways, and greenways.
- Action 3.4. Encourage the establishment of a trails system sign program that identifies access points and destinations throughout the region.

Goal 4. Create bicycle routes and multiuse pathways to provide safe, secure, and efficient bicycle connections for commuter, visitor, fitness, and recreational riders.

- Action 4.1. Consult and coordinate with Grand Mound area community groups to define and prioritize local bicycle routes.
- Action 4.2. Ensure that local bicycle routes connect with regional bicycle routes throughout the county and adjacent jurisdictions.
- Action 4.3. Support and promote the Thurston County Trails Plan, the future Gate-Belmore and Grand Mound-Rochester trails, and any future trails to and from Grand Mound.