



GRAND MOUND DEVELOPMENT PLAN

CONFEDERATED TRIBES OF THE
CHEHALIS RESERVATION

January 23, 2009



CASCADE DESIGN
PROFESSIONALS, INC.



SHEA
CARR
JEWELL INC.



MAUL
FOSTER
ALONGI

7223 NE Hazel Dell Avenue, Suite B | Vancouver, WA 98665

PURPOSE AND INTENT

With numerous new housing subdivisions and the opening of the Great Wolf Lodge, the character of Grand Mound is quickly changing. The Grand Mound Development Plan (the Plan) is a response to the rapid growth in the last several years. The Confederated Tribes of the Chehalis Reservation (Tribe) initiated this planning effort at the request of Thurston County (County) to start a community conversation and develop a vision for the future of Grand Mound while the area still has a significant amount of undeveloped land and a wide range of opportunities.

Grand Mound is in a period of transition. Historically, this has been a rural area of farms and pastures. In the last 20 years, planning and infrastructure investments have encouraged growth and development in the area. The population has grown slowly, but in the last few years there has been a surge of residential and commercial development. Now is an opportune moment to update previous plans to adapt to changes in demographics, economics, and community needs. This planning effort builds on the solid foundation of previous plans and focuses on strengthening the local economy and creating a sustainable, vibrant community.

This document is intended to serve several purposes: convey the community’s concerns and vision; provide a foundation for future planning efforts by the County; and stimulate cooperation, investment, and public-private partnerships to improve Grand Mound.

CONVEY COMMUNITY CONCERNS AND VISION. The planning process involved interviews with local community leaders and property owners, surveys of public opinion, and a series of public meetings. The comments and concerns heard in this outreach effort have been integrated in various ways into the Plan. Future planning efforts will benefit from this base of knowledge and will need to continue and expand the conversation.

PROVIDE A FOUNDATION FOR FUTURE PLANNING. While the Chehalis Tribe has the legal authority to regulate development of land held in trust status, most of the land in Grand Mound

is regulated by the County. Implementation of this Plan will require changes both in County policy and in development regulations in Grand Mound. This document provides a basis through analysis of economic, market, and land use changes that supports the need to update those policies and regulations. The County may choose to use this document as a starting point for those updates.

STIMULATE COOPERATION, INVESTMENTS, AND PUBLIC- PRIVATE PARTNERSHIPS. The growth in Grand Mound provides a challenge to the capacity of existing infrastructure and an opportunity to make improvements that will provide a benefit to the community and stimulate economic growth. The success of the Great Wolf Lodge provides a model of public-private partnership between the Tribe and the County to provide streetscape improvements, fund sewer improvements, create local jobs, and attract tourism revenue. This type of investment and partnership will be important to making the vision for the future of Grand Mound a reality.



CONTENTS

1	INTRODUCTION	1
2	PLANNING PROCESS	2
3	KEY ISSUES AND CONCERNS	3
3.1	Economic	3
3.2	Transportation	3
3.3	Water and Sewer	4
3.4	Land Use	4
3.5	Environmental	5
4	CONCEPTUAL LAND USE DIAGRAM	5
5	FOCAL AREAS	8
5.1	Old Highway 99 South of SR 12	8
5.2	Old Highway 99 between Highway 9 and Prairie Creek	9
5.3	Old Highway 99 South of Highway 9	10
5.4	North of SR 12 along Elderberry Road	11
6	POLICY RECOMMENDATIONS	12
7	IMPLEMENTATION STRATEGIES	14
7.1	County Policy and Plans	14
7.2	Marketing and Development	15
7.3	Transportation Infrastructure	15
7.4	Water and Sewer	15
	LIMITATIONS	16
	APPENDIX A—Community Outreach Summary	
	APPENDIX B—Economic Analysis	
	APPENDIX C—Transportation Analysis	
	APPENDIX D—Design Standards	
	APPENDIX E—Utilities Analysis	

1 INTRODUCTION

Grand Mound is an unincorporated community in southwest Thurston County located between Olympia and Centralia (see Figure 1). Grand Mound is a small community of under 1,000 people in a rural part of the county characterized by flat prairies of camas and bunch grasses with stands of oaks and Douglas fir trees. The community is bounded by the Chehalis River to the southwest and by the freeway to the east.

In 1853, the area was named "Grand Mound" after a large hillock on the flat prairie. Today it is an important transportation hub at the intersection of the major highways of Interstate 5 (I-5), State Route 12 (SR 12), and Old Highway 99. County plans have identified this area as a center for growth since the late 1970s. In the 1990s an Urban Growth Area (UGA) was designated in Grand Mound and a water and sewer system was constructed to promote higher-density development. For the purposes of this Plan, a larger study area was examined that includes the UGA and surrounding major roadways that influence the area. The expected growth in Grand Mound did not materialize until the last few years, when there was a dramatic increase in residential development and the construction of the Great Wolf Lodge hotel resort. This planning process is intended to coordinate this growth in a way that provides equitable economic benefits, supports the needs of the local community, and protects the environment.

The purpose of the Plan is to engage in a community conversation about the future of Grand Mound. The result is a vision for future land use with recommendations on economic development, infrastructure improvements, design standards, and implementation strategies.

It is unique that this planning process is being led by the Tribe for lands outside of its Reservation. While the Tribe has funded this planning effort, the Plan incorporates the issues and objectives of many stakeholders and is intended to be a tool that all decisionmakers can use. It is not intended to infringe on legal authorities or property rights, but to be used as a foundation for future decisions, at all levels, that affect Grand Mound.

Native Americans historically had a number of villages in the Upper Chehalis region. A major village existed in Grand Mound, called 'aqàaygt, which meant "long prairie." The bulbs of blue-flowered camas that still grows in prairies around Grand Mound were an important component of their diet. To encourage the growth of camas and other edible plants, the tribes regularly burned the prairies. Today, controlled burning is being employed on preserved lands to maintain and restore prairies.



This document describes the community-based vision for future development in Grand Mound. Section 2 of the document describes the process that led to the Grand Mound Development Plan. Section 3 summarizes the key issues and concerns regarding development in Grand Mound. Sections 4 and 5 illustrate the vision for Grand Mound through a Conceptual Land Use Diagram and designs of several important 'focal areas' in Grand Mound. Sections 6 and 7 include recommended land use policy changes and implementation strategies to direct future development to align with the Plan's vision. With the understanding that implementation of this Plan will require further analysis by the County in compliance with the Washington State Growth Management Act (GMA) and investment from private landowners and developers, the land use diagrams and designs should be considered conceptual.

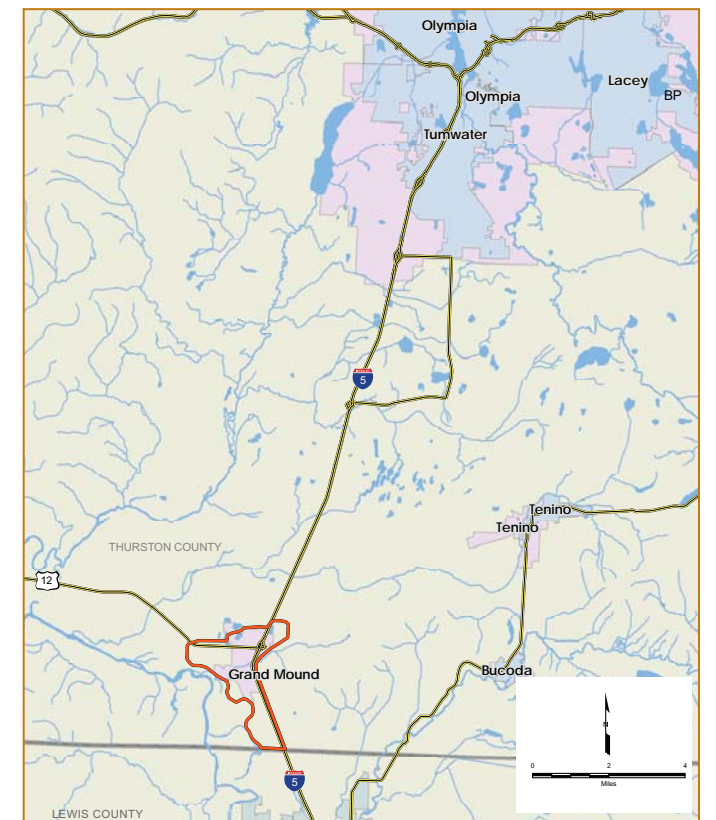


Figure 1. Vicinity Map

2 PLANNING PROCESS

The process to develop the Plan incorporated technical and policy analysis along with public outreach to define the key land use and economic issues to address and to work toward a consensus vision for the future of Grand Mound. A multidisciplinary consulting team examined issues related to land use, economics, transportation, utilities, and the environment. The team engaged representatives from state and County agencies, the Tribe, local businesses, community organizations, and property owners to examine the major issues affecting land use and future growth.

The planning process was initiated in March 2008 with a stakeholder meeting that included representatives from state and county government, the business community, and the Tribe to define the scope of the project, identify important issues, and establish goals and objectives. The planning team conducted research into local issues and interviews with community members, agency staff, local organizations, and business interests. The team also assessed relevant previous plans and studies, including:

- Thurston County Comprehensive Plan
- Grand Mound Subarea Plan
- Grand Mound Water System Plan
- Grand Mound Transportation Study
- Thurston Regional Trails Plan
- Grand Mound Industrial Area Development Action Plan

The planning team developed an “Existing Conditions and Possible Future Trends Report” that included analysis of economic, land use, transportation, and infrastructure issues and presented three potential future land use scenarios. The findings of this report and the land use scenarios were presented to multiple audiences, including the Thurston Regional Planning Council, Tribal members, and the general public. Comments

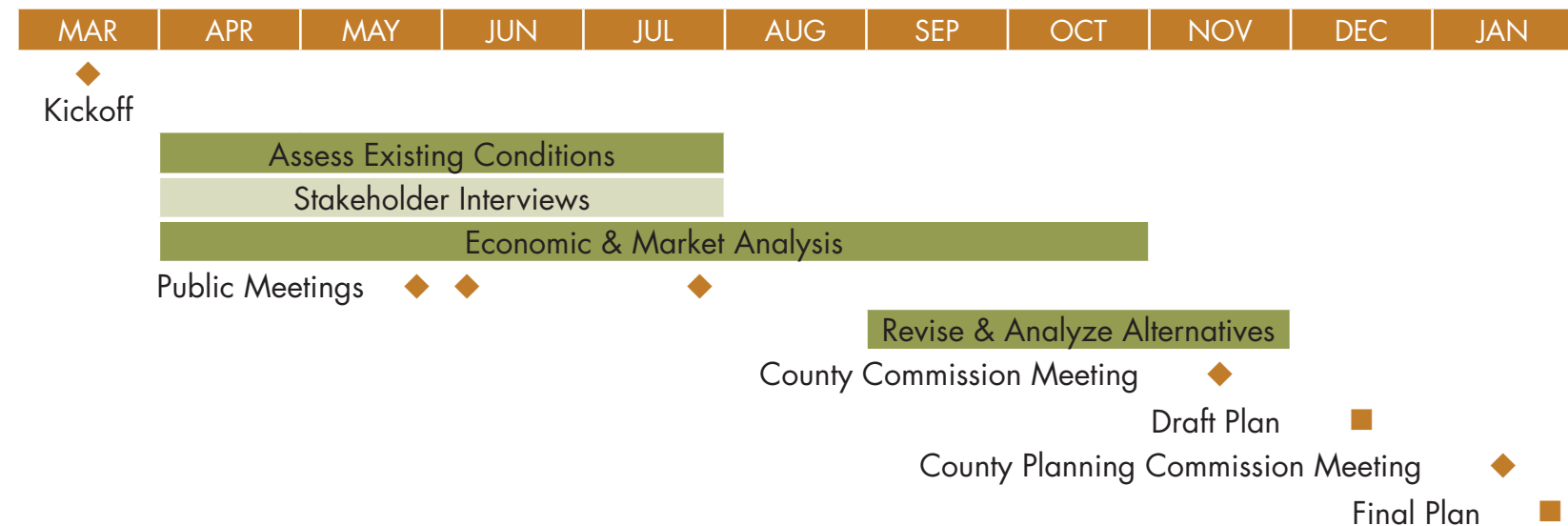
on the land use alternatives were integrated with additional analysis to develop the Conceptual Land Use Diagram.

The community was involved in this planning process through individual meetings with key stakeholders, open public meetings, and questionnaires. Several important overarching themes became apparent through the public process.

- The community largely supports growth in Grand Mound, but expressed a desire that future development occur in a coordinated fashion.
- The views of Chehalis Tribal members and the surrounding community are very similar in regard to what they would like to see and not see in Grand Mound in the future.

In general, the issues and concerns voiced by the community align well with the technical analysis of the consulting team. These community concerns are presented alongside the findings of the technical analyses of the planning process. A more detailed discussion of the community outreach effort is included in Appendix A.

TIMELINE



Community Outreach

Individual Stakeholder Interviews: 12

Public meetings:

May 29, Tribal Community Meeting—32 attendees

June 6, Thurston Regional Planning

Council—39 attendees

July 24, Public Open House—100 attendees

Questionnaire responses: 76



3 KEY ISSUES AND CONCERNS

3.1 ECONOMIC

Economic and market analysis provides the foundation of the Grand Mound Development Plan (see Appendix B). There are four primary drivers of economic change in Grand Mound: regional market trends, location, residential growth, and the Great Wolf Lodge. Each of these drivers creates opportunities for targeted economic development.

- Industrial growth is expanding along the I-5 corridor south from the Puget Sound market and north from the Portland-Vancouver metropolitan area. The Port districts in Thurston and Lewis counties are well positioned to capture this growth. Grand Mound’s location is advantageous for professional services to support this industrial growth.
- The location of Grand Mound at an I-5 interchange and the draw of tourists to the Great Wolf Lodge create a potential market to support large-scale retail development.
- Residential growth in and around Grand Mound supports the development of retail services oriented to the local community.
- The success of the Great Wolf Lodge creates the opportunity for new businesses that complement the resort, such as entertainment centers and restaurants.

Community Concerns

There is a need for more:

- Family wage, career job opportunities;
- Basic retail services such as a grocery store, clothing store, automobile parts, and sit-down restaurants;
- Family-oriented entertainment and recreational opportunities.

3.2 TRANSPORTATION

The transportation infrastructure is essential to the success of future development in Grand Mound. The road network is emblematic of Grand Mound’s transition from a rural to an urban community. The existing streets were designed for rural traffic, without sidewalks or street trees, and with a capacity that is strained by the growing levels of traffic. A number of road-improvement projects are planned and being funded by the Washington State Department of Transportation, the County, the Tribe and private developers to improve the flow of traffic in Grand Mound (see Appendix C). Assessment of the existing transportation system has identified several important areas to address: intersection improvements, access control, and multi-modal options.

- Traffic congestion regularly occurs at the I-5 interchange and the intersection of SR 12 and Old Highway 99 during peak morning and evening commute periods.
- The lack of access control on Old Highway 99 contributes to traffic congestion on this main arterial. SR 12 is on the other end of the spectrum, with very limited access in Grand Mound. To encourage efficient development and more effectively manage traffic, these roads should both move to a more moderate level of access, with a median limiting left turns on Old Highway 99 and a planned new intersection on SR 12.
- Currently, there is limited public or private transit service in Grand Mound. The County bus service, Intercity Transit, currently does not extend service south of Tumwater, approximately 15 miles north of Grand Mound.

- The arterial streets of SR 12, Old Highway 99, and Highway 9 lack connected pedestrian or bicycle pathways. County roadway standards require new development construction to include sidewalks, and new construction on arterials requires bike lanes.

Community Concerns

- Current traffic exceeds capacity of roads. Improvements need to be made ahead of future growth.
- Pedestrian access needs to be improved, especially for children going to and from schools.
- Greater access to public transit is needed, especially for lower-income residents.



3.3 WATER AND SEWER

The County operates a water and sewer utility that serves the Grand Mound UGA. Land use development requires potable drinking water and wastewater-disposal services. In response to recent development and population growth in Grand Mound, the County has initiated a process to acquire additional water rights to meet demand for the next 20 years. Analysis of the water rights transfers concludes that the additional withdrawal from the aquifer is greatly exceeded by its natural recharge capacity, so the groundwater resource appears to be able to support this growth.

The wastewater treatment plant was designed for a much larger population than currently resides in Grand Mound. According to the plant’s discharge permit, renewed in 2004, the wastewater treatment plant operated at approximately 14 percent of capacity. With the construction of the Great Wolf Lodge and the increase in residential development, the demands on the plant have increased but apparently there is still significant capacity.

Community Concerns

- Water and sewer demands of future development must be met and the costs must be shared fairly.
- Future water withdrawal shouldn't deplete the aquifer.

3.4 LAND USE

The current land use designations and zoning in Grand Mound are based on the Grand Mound Subarea Plan adopted in 1996. The plan created districts of commercial, industrial, and residential development with densities of three to sixteen units per acre in the UGA. Most of the land surrounding the UGA is zoned rural residential with a density of one housing unit per five acres. Existing land use in Grand Mound is characterized by small highway-oriented businesses, modest homes, light-industrial uses, and a gravel quarry. These developments are interspersed with areas of vacant land.

In the last three years, there has been a dramatic increase in residential in-fill development in the Grand Mound UGA and surrounding area. Between 1995 and 2004, no new long plat subdivisions were approved; however, in 2007, there were 177 lots in the permitting pipeline.¹ Between April 2007 and April 2008, 35 building permits were issued for new dwelling units in the Grand Mound UGA.

There has been limited recent commercial development in Grand Mound, with the significant exception of the Great Wolf Lodge, which opened in early 2008. The Great Wolf Lodge is a 442,000-square-foot hotel and water park that is estimated to attract over 300,000 visitors per year. In comparison, between 2000 and 2005, building permits were issued for only 16,000 square feet of commercial space in the Grand Mound UGA.¹

Industrial development in Grand Mound has also been slow. From 2000 to 2005 there were no permits issued for new industrial development in Grand Mound.¹

There is a significant amount of undeveloped or underdeveloped land in the approximately 950-acre Grand Mound UGA (see Table 1).

Table 1. Commercial and Industrial Land Supply
(Based on Table 4-11, Thurston County Buildable Lands Report 2007)

Zoning	Vacant or partially used (acres)	Underutilized (acres)
Arterial Commercial	84	15
Light Industrial	28	3
Planned Industrial Park	111	10

¹ Buildable Lands Report for Thurston County. Thurston Regional Planning Council. 2007.

Community Concerns

- People enjoy the open rural character of the area.
- Future development should have a higher design standard and more coherent appearance than existing development.
- There is some anxiety over how future development will affect the character of the area.

What is a UGA?—The Washington State

Growth Management Act enacted into law in 1990 requires counties to concentrate development within designated Urban Growth Areas to curb sprawl and protect the traditional character and economy of rural areas. Areas outside of UGAs are limited in the intensity and density of development that is allowed.



3.5 ENVIRONMENTAL

The prairie landscape around Grand Mound is a regionally unique ecosystem. There are large sections of preserved prairie and oak habitat in the Scatter Creek Wildlife Area north of Grand Mound. The flat terrain of the prairie is suitable for building, but there are several important environmental concerns, including groundwater quality and quantity, flooding, wetlands, and oak habitat.

- Much of the land in Grand Mound sits above the groundwater drinking source for the community. To protect this aquifer, the County has designated a critical aquifer recharge area and a wellhead protection zone (TCC 17.15.500). Future development in Grand Mound will need to incorporate measures to protect the quality and quantity of this groundwater resource.
- Flooding is a major concern along the Chehalis River, and the Tribe has taken the position that development should be greatly restricted in the floodplain, so the planning study area excludes areas in the 100-year floodplain.
- Patches of oak habitat and wetlands occur in the area. Prairie Creek runs through the middle of Grand Mound. The oak stands, wetlands, and Prairie Creek are all environmentally sensitive areas protected under the County critical areas ordinance (TCC 17.15). Development that impacts wetlands and streams is also regulated by federal and state laws.

Community Concerns

- Future development should not pollute the environment.
- Open space and natural resources should be preserved while the area develops.

4 CONCEPTUAL LAND USE DIAGRAM

The Conceptual Land Use Diagram illustrates a pattern of land uses that integrates the array of challenges and opportunities identified in the planning process. It depicts generalized land uses, does not precisely follow property boundaries, and does not correspond to current zoning designations (see Figure 2). The Conceptual Land Use Diagram is based on the following guiding principles:

SENSE OF PLACE. The Conceptual Land Use Diagram is intended to foster an identity and cohesiveness in Grand Mound. Investment in streetscape enhancements will help define the area and create an attractive appearance. Development of a retail village will create a core area of activity. This Plan also includes design standards to address the community's desire for Grand Mound to have a more unified, appealing appearance and will provide long-term economic benefits by fostering an environment that will attract tourists, residents, and businesses (Appendix D).

SYNERGISTIC MIX OF USES. The types of uses and their locations with respect to each other have been designed to complement one another, minimize potential conflicts, and disperse traffic.

- The area surrounding the I-5 interchange and the Old Highway 99 and SR 12 intersection lends itself to commercial uses that will benefit from proximity to major roadways.
- Land near the Great Wolf Lodge will be redeveloped with entertainment and recreation uses that will serve tourists as well as the local population. With appropriate pedestrian walkway improvements, a district could be developed where families could walk between different recreational complexes.



- Planned business parks will be located near the I-5 interchange and near the Lewis County border on Old Highway 99. These locations provide ready access to the freeway and proximity to the Port of Chehalis industrial parks, respectively, that would support professional-service and light-industrial uses.
- Increasing residential density in areas surrounding each of these uses would support the retail, commercial, and industrial uses by providing local customers and employees. These residential areas should provide a mix of housing types to support the multigenerational, and socially and economically diverse community of the surrounding area.

ECONOMIC SUSTAINABILITY. The Conceptual Land Use Plan is based on economic and market analysis at the local and regional levels. The mix of uses described above is intended to create a diverse economic base that is resilient to market cycles. The plan envisions opportunities to bring money into the community through tourism, retain dollars in the local economy by providing spaces for local retail and professional activities, and generate new wealth through light industrial businesses. The types of development envisioned in the plan will increase the number of family-wage jobs in the community and provide part-time and training opportunities for young people and displaced workers.

ENVIRONMENTAL SENSITIVITY. The Plan avoids future development in the 100-year floodplain of the Chehalis River. The Plan envisions integration of open space into future development and protection of the Prairie Creek corridor and other environmentally sensitive areas. These open spaces will serve the community's desire for more park space and will protect natural resources. The compact mix of uses will also create opportunities for people to walk or bike rather than drive and will help curb emission of greenhouse gases.

Particular attention will need to be paid to protection of groundwater quality and quantity, since Grand Mound's drinking water is pumped from wells downgradient of a large section of the UGA. Low-impact development techniques such

as pervious pavements and bioretention swales should be strongly encouraged as a means to maximize infiltration of stormwater runoff and provide water quality treatment. It is recommended that future development also apply green building techniques to minimize water and energy use in new construction.

IMPROVED CONNECTIVITY AND MOBILITY. Increased growth in Grand Mound will bring additional vehicle traffic. The conceptual plan recommends future improvements to alleviate traffic congestion, provide safe opportunities for walking and biking, and improve the viability of mass transit through higher density. Improvements to the grid system of local streets will distribute vehicle traffic more efficiently and safely while reducing the pressure on access points to Old Highway 99.

QUALITY ARCHITECTURE AND DESIGN. Building design and landscaping contribute to developing a sense of place. Design standards are described in Appendix D. These standards will enhance the character of Grand Mound without overly constraining new development.

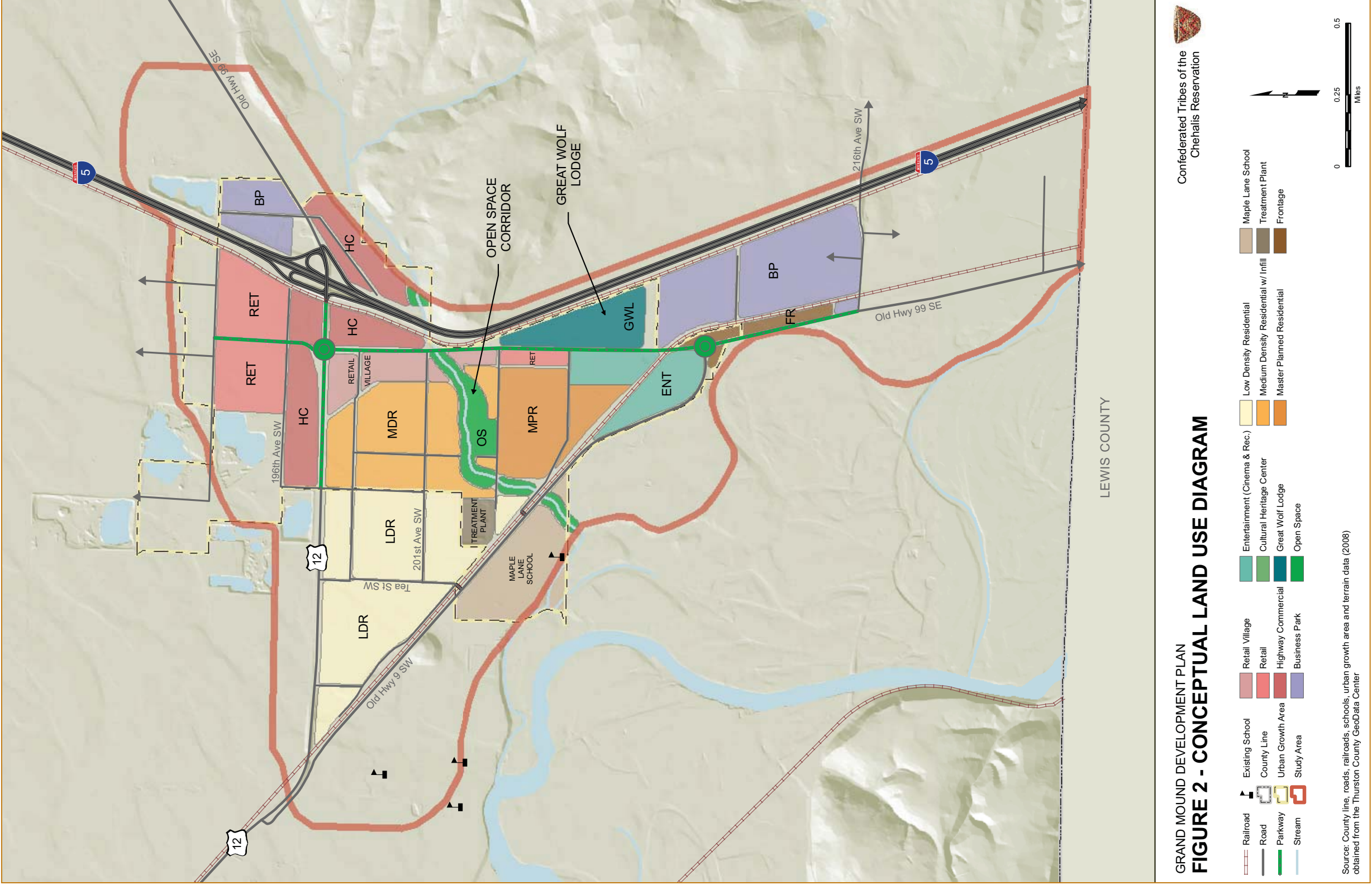
ADAPTABILITY. The Conceptual Land Use Diagram provides general guidelines and a template for future growth, but avoids a level of detail that could constrain developers from responding to market demands.

Live, Work, and Play

The vision for Grand Mound is to create a more compact community with opportunities for jobs, shopping, housing, and recreation, as in older, traditional towns.

Retail stores and restaurants benefit from having customers nearby. Local residents spend less time driving to meet their daily needs. Tourists will have more opportunities to experience and spend money in Grand Mound. Encouraging more dense development in Grand Mound should relieve pressure on developing rural areas of southern Thurston County.





5 FOCAL AREAS

This section describes in greater detail the vision for future land uses in specific areas of Grand Mound.

5.1 OLD HIGHWAY 99 SOUTH OF SR 12

The intersection of Old Highway 99 and SR 12 is the entrance to Grand Mound. The visibility and access of this area make it attractive for retail development. The intersection experiences significant backups during peak traffic hours, so infrastructure improvements will be required to keep this area functional in the future. Several businesses currently occupy this area, including the Dairy Queen, Key Bank, McDonald's, Shell Gas Station, and the recently constructed strip of stores anchored by Quiznos. A large amount of land in this area remains undeveloped.

The Plan envisions the development of a “retail village” or “town center” west of Old Highway 99 and south of SR 12 (see Figures 3 and 4). The retail village concept integrates the community's interests in more local shopping and dining opportunities, improved pedestrian access, and enhanced architectural appearance in Grand Mound. The retail village provides a commercial center that could include a grocery store, restaurants, beauty salons, and other stores in a planned setting with plazas, walkways, and landscaped open spaces, that also promotes walking between stores rather than driving. The existing businesses in this area could be integrated into or become lessees in this type of development.



Figure 3. Retail Village Concept

The retail village would be built with design standards that would enhance the experience of arriving in Grand Mound and create a center for community activity. The design standards would differentiate the appearance of Grand Mound from the typical freeway interchange strip of gas stations, fast-food restaurants, and hotels with large signs and expansive parking lots. The focus on pedestrian-friendly internal access and landscaping creates a sense of arriving in a community. This type of site design provides benefits to the community and to

businesses by creating a development that will maintain its appearance and value over time.

The types of retail businesses on the east side of Old Highway 99 will include highway-oriented uses, such as the gas station and fast-food restaurant currently located there. Future development may include uses such as a hotel or large retail stores that would be attracted to the visibility from the I-5 freeway.



Figure 4. Retail Village Concept—Oblique View

5.2 OLD HIGHWAY 99 BETWEEN HIGHWAY 9 AND PRAIRIE CREEK

5.2.1 DESCRIPTION

The Great Wolf Lodge attracts a large number of tourists to Grand Mound, but there are few other activities for families once they arrive. Local residents have stated that there is a need for more family-oriented recreation and entertainment opportunities. Development of a cinema, bowling alley, arcade, or other family-oriented activities would develop synergies with Great Wolf Lodge and also meet the needs of local residents (see Figure 5). An important design aspect of this type of development will be visual "bridges" and clear walkways to connect and encourage people to walk between the Great Wolf Lodge and the other entertainment venues.

There is also an opportunity to develop a planned residential community in this area. The population of Grand Mound is projected to increase by over 1,500 by 2030. There is a need for a variety of housing types, including multifamily and single family, to provide housing for a range of ages and economic situations. Design of a planned community would create pocket parks and sidewalks to meet the community's desire for more recreation opportunities. Development of a residential community in this location would also benefit from construction of the proposed multiuse trail along the railroad right-of-way considered in the County Trails Plan.

5.2.2 LOCATION RATIONALE

To generate the greatest mutual benefit between Great Wolf Lodge and other entertainment activities, they should be located near each other. The most appropriate locations appear to be across from Great Wolf Lodge and near the intersection of Old Highway 99 and Highway 9. Much of the property in this area is currently undeveloped or underdeveloped.

The Plan locates the planned residential area south of 203rd Avenue SW and north of Highway 9. Most of the area is currently zoned for residential development, with a small area zoned for planned industrial park. Much of the land is undeveloped or underdeveloped and has been fractionated into

small parcels. A master-planned development would involve aggregating a number of properties and designing a community with higher density and more open space than is likely to be permitted under existing zoning.

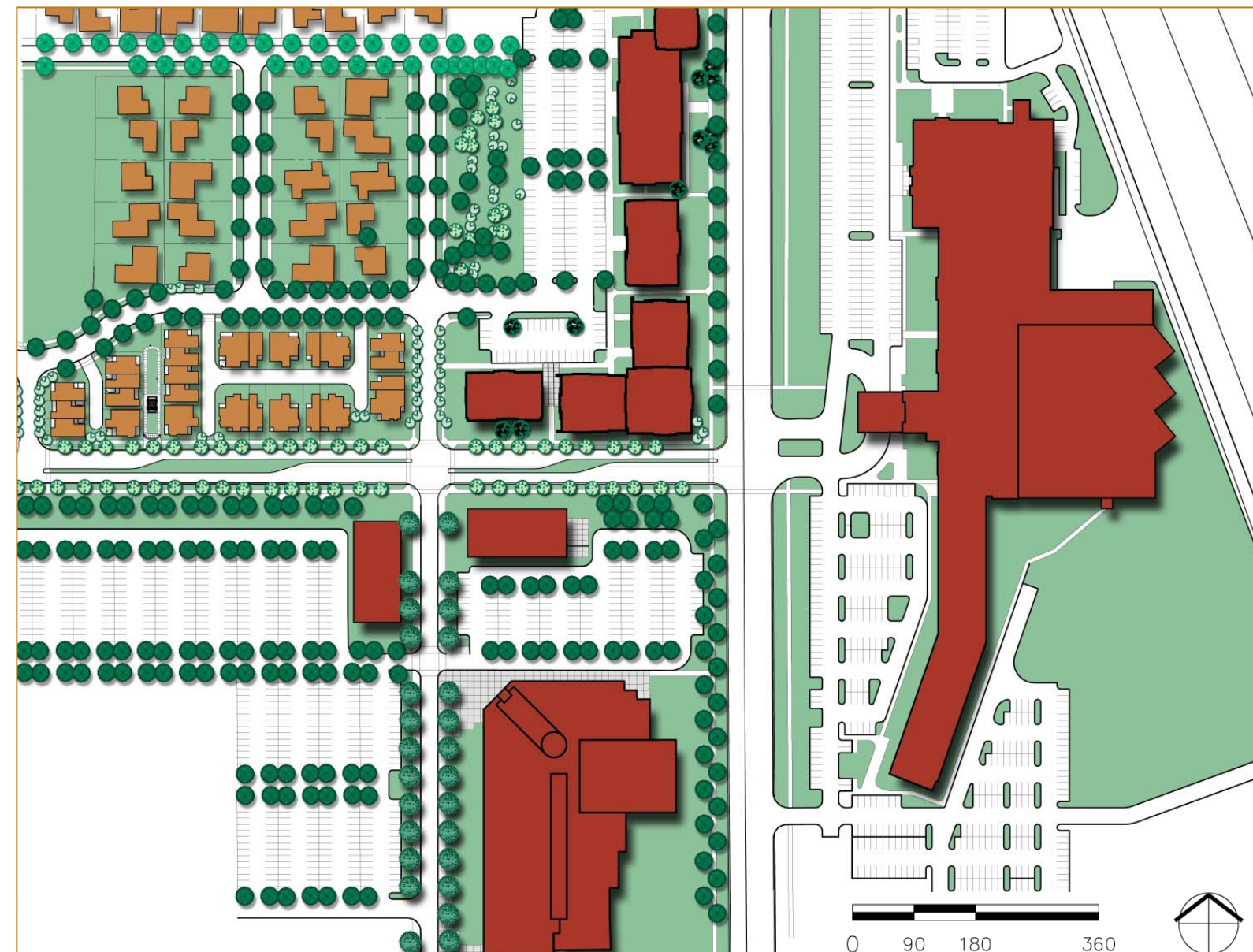


Figure 5. Entertainment and Residential Concept

5.3 OLD HIGHWAY 99 SOUTH OF HIGHWAY 9

5.3.1 DESCRIPTION

The trends of industrial development in Thurston and Lewis counties indicate that there is a strong potential market for business services such as engineering, finance, marketing, and similar sectors. The business park setting can be designed to support a variety of users, from public agencies to technical consulting services, to light-industrial and distribution firms (see Figures 6 and 7). Grand Mound's location between centers of industrial activity in South Puget Sound and Chehalis/Centralia provides a comparative advantage for businesses that provide services to those industries. The business park label is used broadly and could include light-industrial uses as well as professional offices. Design of buildings with simple layouts would allow for flexibility of uses. Buildings in this area will have multiple tenants in most cases, but some could be single-owner-occupied.



Figure 6. Business Park Concept

5.3.2 LOCATION RATIONALE

The Plan locates master-planned business parks on large parcels south of Highway 9 for several reasons. The location is close to the Port of Centralia's industrial parks, which will benefit businesses that support the industrial uses at the Port. The location also separates traffic from the commercial and retail uses to the north. It is also close to the location of a proposed new interchange on I-5. Much of the property in this area is currently undeveloped. Development in this area should integrate protection of oak stands and wetlands into site design.



Figure 7. Business Park Concept—Oblique View

5.4 NORTH OF SR 12 ALONG ELDERBERRY ROAD

5.4.1 DESCRIPTION

Grand Mound’s location on a freeway interchange drives demand for commercial space for automotive and travel-related businesses such as hotels, gas stations, and restaurants. With the increased tourist activity at the Great Wolf Lodge, there is an opportunity to develop a retail complex that would attract consumers from around the region. The large amount of undeveloped, flat land along Elderberry Street lends itself to development of a major retail complex. A large-scale development in this location would benefit from the proximity to the I-5 interchange, complement Great Wolf Lodge as a regional destination, and take advantage of the proximity to the expanding South Puget Sound market.

5.4.2 LOCATION RATIONALE

To provide adequate space for this type of development and to separate traffic, the retail complex is located north of SR 12 near Elderberry Street. There are several large undeveloped or underdeveloped parcels in this area. Location of these commercial uses on the north side of SR 12 provides a right turn into the retail area from the freeway and divides traffic to ease potential increased congestion on Old Highway 99. The Plan designates SR 12 frontage as highway commercial to recognize the long-term demand for those uses.



6 POLICY RECOMMENDATIONS

The character of land and economic development envisioned in the Plan is consistent with the goals and policies of the Thurston County Comprehensive Plan. For example, the Economic Development Element includes the following goals and policy.

“Support sustainable business and industrial development which (1) strengthens and diversifies the economic base; (2) creates jobs and economic opportunities for all citizens; and (3) develops and operates in a manner that maintains a high quality of life and environment.”—Goal 1.

“The county should encourage business development in the Grand Mound Urban Growth Area, which is served by the county-owned water and sewer system.”—Goal 1, Objective B, Policy 2.

The Plan is also consistent with the Community Vision and Planning Objectives developed in the Grand Mound Subarea planning process. Several of these objectives are listed in Table 2—Policy Recommendations.

Implementation of the Conceptual Land Use Diagram would require a number of changes to existing land use policy and development regulations in Grand Mound. The most significant changes are listed in Table 2—Policy Recommendations. Thurston County exercises land use regulatory authority in Grand Mound under the Washington State Growth Management Act (Chapter 36.70A RCW). The County’s land use policies are established in the County Comprehensive Plan and the Grand Mound Subarea Plan. Those policies are

implemented through development regulations in the County code. In general, the policies of the Comprehensive Plan and Grand Mound Subarea Plan are supportive of the Conceptual Land Use Diagram, but changes in the urban growth boundary, zoning, and design standards would be required.

The Tribe has authority to regulate development of tribally owned land held in trust status. Development of trust lands is regulated through the Tribe’s Comprehensive Land Use Plan and development regulations. Since most of the land in the study area is under the jurisdiction of the County, the policy recommendations focus on County plans and code.

Table 2. Policy Recommendations

POLICY	DEGREE OF CHANGE	RECOMMENDED CHANGE
KEY: ● Significant Change ○ Minor Amendment ○ No Change		
SUBAREA PLAN		
Community Vision and Planning Objectives	○	<p>The Community Vision and Planning objectives of the current Grand Mound Subarea Plan align with the objectives heard through stakeholder interviews and public meetings as part of the 10 Year Development Plan process.</p> <ol style="list-style-type: none">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.”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.”5. “Residential areas of the community will continue to infill with a variety of housing types and should maintain a low density character.”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.”
Urban Growth Boundary	●	<p>The Conceptual Land Use Diagram identifies areas outside of the existing UGA that provide strong opportunities for high-intensity uses. A change to the UGA boundary would be required to permit those uses. Either the UGA could be expanded or the configuration changed to include these properties, but remove others to maintain the same acreage. The GMA includes prescriptive guidelines for establishing and changing UGA boundaries (RCW 36.70A.110). The GMA also restricts extension of sewer service beyond the UGA boundary (RCW 36.70A.110). Alternatively, these lands could be developed if the Tribe transferred property into trust status, but the sewer restriction would remain for the County.</p>

Table 2. Policy Recommendations, Continued

POLICY	DEGREE OF CHANGE	RECOMMENDED CHANGE
KEY: ● Significant Change ○ Minor Amendment ○ No Change		
SUBAREA PLAN (CONTINUED)		
Land Use Designations	○	<p>Planned Industrial Park—The current subarea plan designates 362 acres as Planned Industrial. These areas remain largely undeveloped or underdeveloped. Economic and market analysis indicates that much of this area should be designated for commercial, entertainment, or residential land uses.</p> <p>Arterial Commercial—The subarea plan designates 259 acres as Arterial Commercial. This designation allows a wide range of commercial uses and high-density residential, but the emphasis on automobile orientation may need to be decreased to allow for a pedestrian-oriented design in the Retail Village area.</p>
ZONING		
Planned Industrial	●	The commercial entertainment uses located near the Great Wolf Lodge in the Conceptual Land Use Diagram would not be supported by the current PID zoning. This area would need to be rezoned to allow entertainment- or tourism-oriented uses.
R3-6/1	○	In the area south of Prairie Creek zoned R 3-6/1, the PRD overlay zone could be applied to allow planned development that includes a mix of housing stocks, densities, and pedestrian-friendly features this type of development. The small, fragmented parcels in this area will present a challenge to establishing this type of development.
Arterial Commercial	○	<p>The AC zone allows for the types of uses envisioned in the Retail Village and Retail land use concepts. The zone allows for a variety of retail uses and housing at a minimum density of six units per acre.</p> <p>To promote the pedestrian-oriented design envisioned in the Retail Village concept, a new zone may need to be developed or design guidelines may need to be amended. For example, setback requirements could be decreased to zero to allow for parking internal to parcels.</p>
Family Entertainment	●	None of the zones in Grand Mound specify cinemas, arcades, or similar facilities as primary or special uses. The AC zone could be amended to include these uses or a new zone could be developed.
DESIGN STANDARDS		
Grand Mound Design Guidelines	○	The Grand Mound Design Guidelines adopted in 1998 should be amended to include the 2008 Grand Mound Design Standards developed as part of this Plan (see Appendix D). The new standards add guidance on landscaping, streetscapes, site design, and architecture. The additional guidelines will provide long-term value to future development through attractive architecture with unifying elements that help to define Grand Mound as a cohesive community.
STORMWATER MANAGEMENT		
Thurston County Drainage Manual	○	The drainage manual will be updated as part of the County’s compliance with the National Pollutant Discharge Elimination System (NPDES) municipal stormwater permit. The update should include management techniques equivalent to the Puget Sound Low Impact Development (LID) manual.
Thurston County Code	○	The County stormwater codes will also be updated to comply with the municipal NPDES permit. Incentives such as density bonuses or expedited permitting should be considered to encourage the use of LID in Grand Mound. Codes could also be changed to require application of LID when feasible.

7 IMPLEMENTATION STRATEGIES

7.1 COUNTY POLICY AND PLANS

Implementation of the Conceptual Land Use Diagram requires changes in County land use policy, investment in infrastructure (Capital Facilities Plans), and private investment to construct the proposed uses. The process for changing the County land use policies is presented in Figure 8. Changes to comprehensive plan land use designations and zoning classifications would be required on a number of properties. These changes, outlined in the policy recommendations, would need to be approved through a comprehensive plan amendment process as outlined in the GMA (RCW 36.70A.130), the County comprehensive plan (Chapter 11) and county code (TCC Chapter 25.59). This process includes review and approval by the County Planning Commission and the Board of County Commissioners. The process also includes environmental review under the State Environmental Policy Act (SEPA), public notice, and public meeting requirements. As required under the GMA, the County comprehensive plan may be amended only once per year, with an exception for emergencies (RCW 36.70A.130). All proposed amendments to the comprehensive plan are considered at the same time through establishing a docket of proposed amendments. The amendments are evaluated for cumulative impacts, consistency within the comprehensive plan, consistency with county-wide planning policies, related plans, and the comprehensive plans of counties and cities with which the county has common borders or related regional issues.

In June 2008, the Board of County Commissioners approved placement of an update to the Grand Mound Urban Subarea and Comprehensive Plan as a “Tier 1 Priority A” amendment on the docket. The update was described in the docket as follows:

“Update the Industrial and Residential zoning districts in the Grand Mound Urban Growth Area to the highest best uses identified in public process, plans and government-to-government agreements developed between the Confederated Tribes of the Chehalis Nation and Thurston County.”

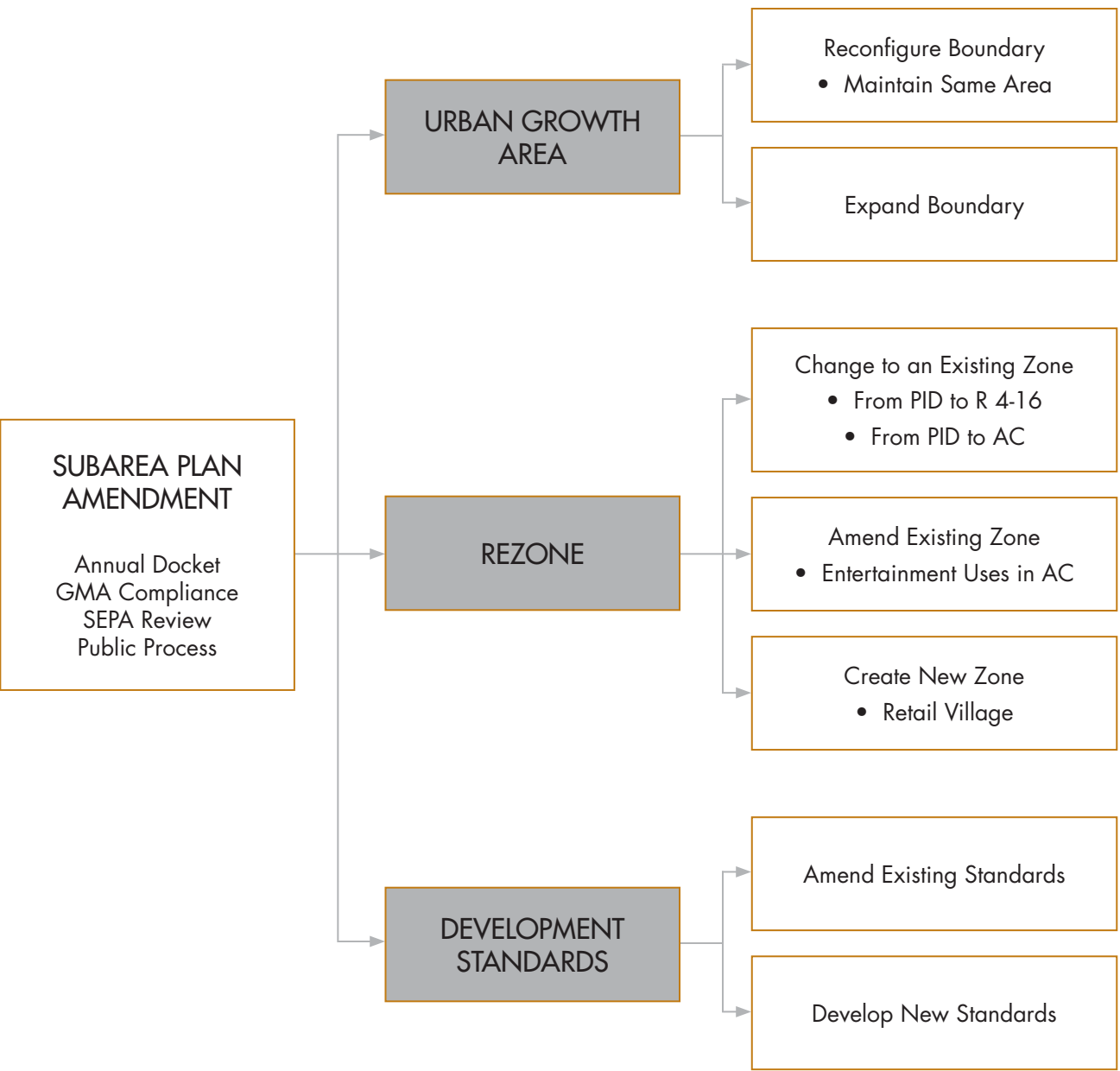


Figure 8. Plan Amendment Process

7.2 MARKETING AND DEVELOPMENT

Revising the land use planning framework in Grand Mound will position the area to capture current market opportunities and to develop and grow in accordance with the community’s vision. Attracting developers and investment in Grand Mound will require a concerted effort from the County, Tribe, Thurston County Economic Development Corporation, and local businesses. These entities should consider actively targeting and marketing Grand Mound to the industry clusters identified in Section 3.1. Existing local businesses should also be supported and encouraged to expand and take advantage of growth opportunities.



7.3 TRANSPORTATION INFRASTRUCTURE

Analysis of the Conceptual Land Use Diagram indicates that over a 20-year period, growth in Grand Mound will cause several intersections to perform below the County-designated level of service (LOS) standards (see Appendix C). Several key roadway improvements are recommended.

NEW INTERSECTION ON SR 12

Located approximately halfway between Old Highway 99 and Pecan Street, on an approximate alignment with Tea Street to

the south, or the UGA boundary, a planned intersection would serve the highway commercial uses north of SR 12 and the residential and mixed-uses south of SR 12. An intersection at this location was previously recommended in the “Grand Mound SR 12 Access and Operations Study” prepared by Parametrix for Thurston County in 2003.

ACCESS CONTROLS ON OLD HIGHWAY 99

Current County plans and road standards require the expansion of Old Highway 99 to five lanes (two northbound, two southbound, one center turn lane) with bike lanes and sidewalks. This expansion will happen concurrently with each new development along the highway. A plan for the entire road should be developed that includes methods to limit left turns from the center lane to guide traffic and reduce congestion points.

IMPROVEMENTS TO OLD HIGHWAY 99 AND SR 12 INTERSECTION

Current planned WSDOT improvements for this intersection will provide width for two left-turn lanes in the westbound direction, although the lack of a second receiving lane requires that only one left-turn lane be opened with the WSDOT project. As development occurs along the west side of Old Highway 99, the County will require the widening of Old Highway 99 to five lanes, which will provide the additional receiving lane. Further evaluation for this study indicates that this second westbound left turn, coupled with a northbound channelized free-right-turn lane, would result in traffic meeting the County LOS under the Plan in 2030.

NEW INTERSECTION FOR SARGENT ROAD AND OLD HIGHWAY 99

The existing intersection of Sargent Road and Old Highway 99 is very close to the intersection with 203rd Avenue SW. Creation of a new intersection approximately halfway between 203rd Ave SW and 198th Ave SW would improve that distance and enhance access to the planned Retail Village area.

ROUNDAABOUT AT INTERSECTION OF SARGENT ROAD AND 198TH AVE SW AND 197TH AVE SW

The three roads at the intersection currently do not align. Construction of a roundabout at this location will resolve the alignment problem and create a gateway feature connecting the planned Retail Village with the residential area to the west.

These road recommendations should be a part of any development plan for this area, and should be considered for addition to the Thurston County Transportation Improvement Program list. Impact fee credits can then be offered to development projects that build portions of these roads. This will allow the County to encourage development that is consistent with the Plan.

7.4 WATER AND SEWER

Based on a planning-level analysis, it appears that there will be a need to invest in water and sewer infrastructure to support implementation of the Plan (see Appendix D). The County is in the process of acquiring approximately 480 acre-feet of water rights to expand the water supply. This additional water will support a significant increase in population, but build-out of the Plan may require additional rights. The sewer system was designed to provide service for approximately the same level of population in Grand Mound as is currently forecast for the next 20 years. However, with the higher-intensity development envisioned in this Plan, the capacity of the system may be exceeded over time.

ACKNOWLEDGMENTS

The Grand Mound Development Plan was created thanks to the dedicated efforts of the community members who shared their time and opinions, and the Chehalis Tribe and Thurston County leadership and staff listed below.

CONFEDERATED TRIBES OF THE CHEHALIS RESERVATION

TRIBAL BUSINESS COMMITTEE
David Burnett, Chairman
Don Secena, Vice Chairman
Joyleen McCrory, Secretary
Jessie Goodard, Treasurer
John Shortman, Fifth Member

CHEHALIS TRIBAL ENTERPRISES
David Youckton, Director
Chris Richardson, Chief Financial Officer

Lennea Magnus, Director of Planning

THURSTON COUNTY

BOARD OF COUNTY COMMISSIONERS
Robert MacLeod
Cathy Wolfe
Dianne Oberquell

Scott Clark, Long Range Planning Manager

LIMITATIONS

The services undertaken in completing this report were performed consistent with generally accepted professional consulting principles and practices. No other warranty, express or implied, is made. These services were performed consistent with our agreement with the Confederated Tribes of the Chehalis Reservation. This report is solely for the use and information of our client unless otherwise noted. Any reliance on this report by a third party is at such party’s sole risk.

Opinions and recommendations contained in this report apply to conditions existing when services were performed and are intended only for the client, purposes, locations, time frames, and project parameters indicated. We are not responsible for the impacts of any changes in environmental standards, practices, or regulations subsequent to performance of services. We do not warrant the accuracy of information supplied by others, or the use of segregated portions of this report.

