



# Comprehensive Plan



**2026 - 2046**



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Appendix C [Board of County Commissioners Resolution 24-0348](#) Planning Technical Advisory Committee, Population Forecast and Allocation, Periodic Update under the Growth Management Act, 2017-2037

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#### Comprehensive Plan Amendments & Updates

Date	Type	Ordinance	Element(s)
October 4, 2010	Amendment	403	Historic Preservation
December 6, 2010	Amendment	406	Capital Facilities
December 13, 2011	Amendment	424	Capital Facilities
May 8, 2012	Amendment	433	Land Use
August 13, 2013	Amendment	447	Land Use
January 20, 2014	Amendment	454	Land Use
February 10, 2015	Amendment	471	Land Use
<del>August 2019</del> <u>September 10, 2019</u>	Periodic Update	<u>Resolution 2019-05</u>	All
<u>October 8, 2019</u>	<u>Amendment</u>	<u>501</u>	<u>Land Use Map</u>
<u>April 12, 2022</u>	<u>Amendment</u>	<u>524</u>	<u>Historic Preservation</u>
<u>April 12, 2022</u>	<u>Amendment</u>	<u>525</u>	<u>Transportation</u>
<u>TBD</u>	<u>Periodic Update</u>	<u>TBD</u>	<u>All</u>

## CHAPTER 1 - INTRODUCTION

The City of Millwood is small, urban in development, and adjacent to the scenic Spokane River. What started as agricultural development transformed itself into a company town and finally into the small urban municipality it is today.

The city is situated around Spokane Valley with unincorporated Spokane County along the northern border.

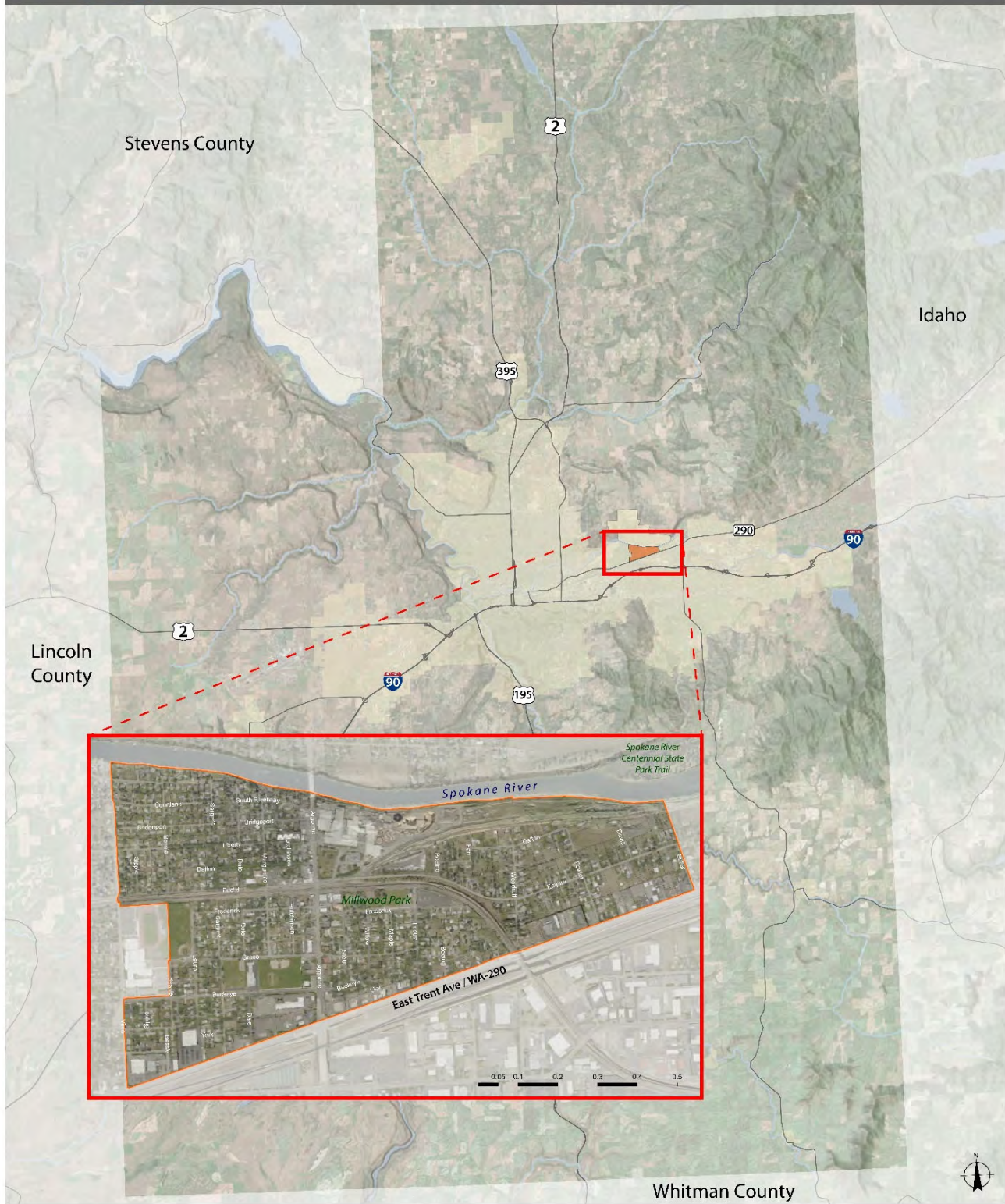
Millwood has a [2024](#) population of [1,7841,925 according to the \(Census Bureau, 2017\)WA State Office of Financial Management \(OFM\)](#) and is approximately 7/10 of a square mile within its incorporated boundaries.

Millwood has grown into a well-developed community with two distinct commercial areas, a choice of housing types, and efficient public services. Several historic buildings preserve the legacy of the company town Millwood once was. Fine parks, tree-lined streets, convenient access to major travel ways, and the beautiful Spokane River make Millwood a desired city to live, work, and play.



Figure 1-1: Spokane River from Argonne Bridge in Millwood.





**Map 1-1 - Millwood Location Map**

## **1.1 MILLWOOD'S HISTORY**

For centuries, the Upper Spokane Indians wintered next to the Spokane River at present-day Millwood. They built sweat lodges and dried the salmon they trapped in the swift river.

A former fur trader, Antoine Plante, brought European culture to the area. Mr. Plante settled on the Spokane River just east of Millwood and established a ferry sometime between 1852 and 1856. Mullan Road served as the location to cross the river until a bridge was built near the Idaho border in 1864.

When a newly-formed Coeur d'Alene-Spokane Railroad Co. was planning an electric rail line in 1903, local settler Seth Woodard and his father, Joseph, enticed the company with the promise of free right-of-way through their adjoining properties. In gratitude, the railroad company located "Woodard Station" on the edge of Seth Woodard's land.

A north-south road was established through Woodard Station in 1908. The following year, a new bridge across the river connected Woodard Station to agricultural regions to the north.

The transportation and river attracted industry. In 1909, W. A. Brazeau convinced Nekoosa-Edwards Paper Co. of Appleton, Wisconsin to invest in building a paper mill at Woodard Station. The new mill began producing paper in September 1911. The mill's management wanted a town name that would promote the mill. "Millwood" was chosen to represent both the Mill and the Woodard's.

By 1911, Millwood had a lumber yard, restaurant, barber shop, general store, and the Wiley hotel. 1912 brought the Millwood Hotel and the first Byram Building. Later, a two-story Masonic Temple building (1921) housed a street-level bank and a mercantile company. The two-story Brown Building (1925) contained a pharmacy, doctor, and dentist. In 1928, a brick Byram Building replaced the wood one and a matching meat market was built next door.

There was little suitable housing for the mill-workers' families. In 1923, Paper Mill management established a revolving home loan fund to help employees build homes. The company offered lots for sale and provided books of house plans for reference. Homes were built in 1923, 1926 and 1928.

The development of northeastern Millwood (platted as "Grandview Acres") was shaped by the early 1900s dream of owning rural land within easy commuting distance to shopping and work - a healthy place to raise food and children.

In 1928, Millwood became the first incorporated Town in the Spokane Valley. Increased housing demand following WWII

spurred Millwood to annex and plat numerous tracts of land north and west of its historic core. These Millwood neighborhoods now display a variety of post-WWII ranch-style homes.

In 2001, the commercial buildings and homes located in Millwood's core were collectively listed on the National Register of Historic Places as "Millwood Historic District". In 2010, a new element was added



Figure 1-2: Inland Empire Paper Company



to the Millwood Comprehensive Plan that discusses the community's goals and values concerning the importance of recognizing and maintaining additional historic properties within the city.

When Mr. Brazeau began promoting a paper mill in 1909, there were three homes in the area. One hundred years later, Millwood has grown to a population over 1,700 and the "paper mill", Inland Empire Paper Company (IEPC), continues to produce paper in the city center.

## **1.2 GROWTH MANAGEMENT ACT (GMA)**

In the State of Washington, over the last several years, significant increases in population and suburban sprawl have increased traffic congestion and threatened forest land, agricultural land, and critical areas such as wetlands, and wildlife habitat conservation areas. Drinking water sources have been threatened. Flooding and landslides have occurred in areas of new development. To address these problems, and to respond to concerns that Washington State is losing the quality of life we have come to enjoy, the Washington State Legislature passed, and the Governor signed into law, the Growth Management Act (GMA) in 1990. Due to population increases at the county and city level were required to complete their Comprehensive Plans which would render them in compliance with GMA by 1994. The GMA has continued to be refined over the past 30 years with recent updates to topics such as housing and climate. The fifteen (15) GMA Goals are identified in RCW 36.70A.020 and included in Section 2.1 below.

## **1.3 COMPREHENSIVE PLANNING**

A comprehensive plan is the basic frame of reference for all administrative and regulatory actions concerned with the municipality's physical development. The purpose of a comprehensive plan is to coordinate land use decisions and municipal services, while at the same time, protecting identified critical areas and ensuring the efficient expenditure of public funds.

Municipalities continually evolve, and planning is an attempt to address change in a well thought out and structured manner. Because conditions change, planning is an ongoing process. The entire community must become involved in planning if the comprehensive plan is to be successful; everyone's interest must be considered.

A comprehensive plan is both a written and graphic portrayal of future land use and development within the community. The citizen's vision becomes embodied in the goals and policies of the plan which then guides both public and private decision makers so that land use and development decisions are made which reflect the desires of the community.

Millwood has prepared this Comprehensive Plan in accordance with the State GMA. The Plan confronts growth and development issues facing the City during a period of moderate to heavy growth in Spokane



**Figure 1-3: The City Hall provides a meeting place for the community.**



County. Pressures from growth and development, if not managed correctly, threaten the character that the City's residents cherish.

This Plan is internally consistent, in that its various elements have been prepared as an integral whole. For example, the demographics chapter contains the population forecasts that were used in determining the land use forecasts in the land use element, as well as calculations in the transportation, utilities, and capital facilities elements.

This Plan is externally consistent, in that it aligns with neighboring jurisdictions, county-wide and state-wide planning documents, policies, and goals all of which are the basis for this document. This plan has been reviewed by other local agencies and jurisdictions for overall regional consistency.

Millwood's Comprehensive Plan is medium to long range in nature, covering needs for a projected twenty years (~~2017-2037~~2026 - 2046). To maintain the effectiveness of the plan, it must be reviewed on a regular basis and revised, as needed.

An effective means of implementation is essential to achieve the desired goals set forth in the Plan. Implementation includes, at a minimum, subdivision regulations, zoning ordinances, development guidelines, public participation, environmental awareness, and an annual review and update ~~of process~~ for the Plan. Implementation measures shall be consistent with the goals and policies set forth in this Plan.

## CHAPTER 2 – PURPOSE OF THE COMPREHENSIVE PLAN

### 2.1 STATE REQUIREMENTS AND REGIONAL PLANNING

In response to legislative findings that uncoordinated growth together with a lack of common goals toward land conservation poses a threat to the public health, safety, and general welfare the state legislature enacted the GMA in 1990. The GMA requires all cities and counties in the state to plan and mandates the fastest growing counties to plan in accordance with state goals and requirements.

A basic objective of the legislation is to guide communities in planning for future growth. This objective is accomplished through the setting of state goals and planning requirements. The state goals emphasize the conservation of important timber, agriculture, and mineral resource lands, protection of critical areas, planning coordination among neighboring jurisdictions, consistency of capital and transportation plans with land use plans, and early and continuous public participation in the planning process.

To guide the development of comprehensive plans and land use regulations for those municipalities and counties to which the GMA applies. The GMA establishes the following goals ([RCW 26.70A.030, updated in 2021 and 2023](#)):

**Urban Growth.** Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.

**Reduce Sprawl.** Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.

**Transportation.** Encourage efficient, multi-modal transportation systems that [will reduce greenhouse gas emissions and per capita vehicle miles traveled, and](#) are based on regional priorities and coordinated with county and city comprehensive plans.

**Housing.** [Plan for and accommodate housing affordable](#) ~~Encourage the availability of affordable housing~~ to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.

**Economic Development.** Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, promote the retention and expansion of existing businesses and recruitment of new businesses, recognize regional differences impacting economic development opportunities, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.

**Property Rights.** [Private property](#) ~~Property rights~~ shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.

**Permits.** Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.

**Natural Resource Industries.** Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forest lands and productive agricultural lands and discourage incompatible uses.

**Open Space and Recreation.** Retain open space [and green space](#), enhance recreational opportunities, [enhance](#) ~~conserve~~ fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities.

**Environment.** Protect and enhance the environment and enhance the state’s high quality of life, including air and water quality, and the availability of water.

**Citizen Participation and Coordination.** Encourage the involvement of citizens in the planning process, including the participation of vulnerable populations and overburdened communities, and ensure coordination between communities and jurisdictions to reconcile conflicts.

**Public Facilities and Services.** Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.

**Historic Preservation.** Identify and encourage the preservation of lands, sites, and structures that have historical or archeological significance.

**Climate Change and Resiliency.** Ensure that comprehensive plans, development regulations, and regional policies, plans, and strategies under RCW 36.70A.210 and chapter 47.80 RCW adapt to and mitigate the effects of a changing climate; support reductions in greenhouse gas emissions and per capita vehicle miles traveled; prepare for climate impact scenarios; foster resiliency to climate impacts and natural hazards; protect and enhance environmental, economic, and human health and safety; and advance environmental justice.

**Shorelines of the State.** For shorelines of the state, the goals and policies of the shoreline management act as set forth in RCW 90.58.020 shall be considered an element of the county's or city's comprehensive plan.

## **2.2 COUNTY-WIDE PLANNING POLICIES**

In 1991, the State Legislature amended the GMA to require that counties adopt county-wide planning policies (RCW 36.70A.210) in cooperation with local municipalities. County-wide planning policies are written policy statements used to establish a framework by which the county and all city comprehensive plans are developed and adopted. This county-wide framework ensures that city and county comprehensive plans are consistent. The policies also guide how jurisdictions should interact with one another regarding specific issues.

Copies of the Spokane County’s County-wide Planning Policies are available at the Millwood Planning Department and at the County. Developing the County-wide Planning Policies was coordinated by the Steering Committee of Elected Officials which consists of officials from Spokane County and its eleven cities and towns, along with representatives from water, school and fire districts, utility companies and the public. Policies are categorized as follows:

- ~~Policy Topic 1 Urban Growth Areas Designation of UGA’s.~~
- ~~Policy Topic 2 Joint Planning within Urban Growth Areas Promotion of contiguous and orderly development of urban services.~~
- ~~Policy Topic 3 Promotion of Contiguous and Orderly Development and Provision of Urban Services Siting of countywide or statewide public capital facilities.~~
- ~~Policy Topic 4 Parks and Open Space Parks and open space.~~
- ~~Policy Topic 5 Transportation Countywide transportation facilities and strategies.~~
- ~~Policy Topic 6 Siting of Capital Facilities of a Countywide or Statewide Nature Considering the need for affordable housing for all economic segments.~~

- ~~Policy Topic 7 Affordable Housing Joint County and City planning within UGAs.~~
- ~~Policy Topic 8 Economic Development Countywide economic development and employment.~~
- ~~Policy Topic 9 Fiscal Impacts Producing an analysis of the fiscal impact of GMA.~~

Topics such as Tribal coordination and climate may also be added during the current periodic update process.

## **2.3 CONSISTENCY AND CONCURRENCY**

One of the most important tenets of GMA is consistency, meaning consistency between:

- Comprehensive plans and the planning goals identified in RCW 36.70A.020.
- Municipal and county comprehensive plans.
- The comprehensive plans of each municipality and county with those of neighboring municipalities and counties.
- The elements within the comprehensive plan (internal consistency).
- The comprehensive plan and development regulation.
- The comprehensive plan and capital budgets.
- State agency actions and municipal and county comprehensive plans.

This “consistency doctrine” has its beginnings in the State Planning Act of 1935 and has been continually strengthened by state statutes and court decisions.

Another important tenet of the GMA is **concurrency**, meaning public facilities and services must be developed concurrently with the new land uses they are intended to serve, so that adopted level of service standards are consistently maintained. Regarding transportation, the concurrency requirement is specific:

“...local jurisdictions must adopt and enforce ordinances which prohibit development approval if the development causes the level of service...to decline below the standards adopted in the...comprehensive plan, unless transportation improvements or strategies to accommodate the impacts of development are made concurrent with the development.”

The City must ensure that transportation, capital facilities, and utilities elements included improvements to support housing density and consider underserved areas where system improvements may need to be prioritized.

Because of the strong relationship between urban growth and the public facilities and services necessary to serve that growth, the GMA has mandated a concurrency requirement. This relationship is defined by the concept of Urban Growth Areas (UGA), wherein land development and public infrastructure improvements are scheduled concurrently. To accomplish these new planning requirements, the GMA expressly authorizes the use of innovative techniques, including impact fees.

The City must also evaluate proposed regulatory or administrative actions to assure that such actions do not result in an unconstitutional taking of private property, consistent with RCW 36.70A.370.



## **2.4 AMENDMENT PROCESS**

Amendments to the Comprehensive Plan must be consistent with the requirements of RCW 36.70A.130 and follow the amendment process outlined in the Millwood Municipal Code (MMC). Specifically, amendments shall not occur more than once a year, except under certain circumstances as outlined in RCW 36.70A.130 and as summarized below.

- The initial adoption of a subarea plan;
- The adoption or amendment of a shoreline program;
- The amendment of a capital facilities element of the Plan that occurs concurrently with the adoption or amendment of a city budget;
- The adoption of Plan amendments necessary to enact a planned action under RCW 43.21C.031(2)

Periodic updates to the Comprehensive Plan and Development Regulations must be conducted every ten (10) years. Additionally, the when enacting moratoria and interim controls, the requirements in 36.70A.390 must be met.

## **2.5 PUBLIC PARTICIPATION PROGRAM**

The GMA requires the city to provide for public participation in the development and amendment of the comprehensive plan and development regulations implementing the plan (RCW 36.70A.140).

The city should provide for wide distribution of proposals and alternatives, an opportunity for written comments, public meetings and hearings, provision for open discussion, communication programs, information services, and consideration of and response to public comments.

The city should provide notice as required in RCW 36.70A.035 to property owners and other affected and interested individuals, tribes, government agencies, businesses, school districts, and organizations of proposed amendments to comprehensive plans and development regulations.

The City must comply with the Countywide Planning Policies for Spokane County (CWPP) for regional coordination with Spokane County, tribes, and other jurisdictions, consistent with RCW 36.70A and Section 2.3 above.

A 2026 Periodic Update Public Participation Plan and Work Plan were adopted on August 13, 2024 and utilized for the update process. The plans included efforts to engage vulnerable populations and provide a broad outreach effort.

### **Millwood Community Survey, Imagine Millwood, and Stakeholder Interviews**

From mid-September to mid-October 2024, a community survey was conducted for the periodic update and the responses have been disbursed throughout this Comprehensive Plan based on the element topic. The survey responses were statistically representative of Millwood. In December 2024, the results of the community survey were presented at a joint Planning Commission – City Council meeting. The survey results have been included in the Appendix.



## CHAPTER 3 – COMMUNITY VISION

### 3.1 OVERVIEW OF COMMUNITY VISIONING PROCESS

#### Introduction

In February of 1993 Millwood carried out a community visioning project. Top planning issues back then included Argonne Road, police, fire, and water service. At an open house in June 1993, a task force divided into three groups to create visions for the central business district, parks and open space, and land use.

From the meeting held in 1993, the following general goals were envisioned:

- Create an attractive and inviting Central Business District, providing shopping and services for people with diverse interests and needs.
- Enhance the identity of the community to both residents and visitors.
- Improve the economic vitality of the Millwood business community.
- Provide designated areas for large animals, multi-family dwellings, mobile homes, adult bookstores, and low-income housing.
- Provide for parking in the central business district and along Argonne.
- Enhance esthetics within the central business district and along the arterials.
- Provide more parks, open space, and public access along the Spokane River.
- Create a link to the Centennial Trail.
- Improve existing parks.

Two Land Use element meetings were held in 1996, where citizens created land use maps according to how they wanted the city to look in the future. A future land use map was created. Furthermore, the community identified vision statements for the major districts within the town.

As part of the 2026 Periodic Update, community visioning was reviewed. The general goals and land use element vision statements below are reflective of Millwood today.

#### City of Millwood General Goals:

1. Encourage the Central Business District to be attractive and inviting with shopping and services for people with diverse interests and needs.
2. Enhance the identity of the community to both residents and visitors.
3. Consider methods to improve the economic vitality of the Millwood business community.



Figure 3-1: Millwood's Central Business District

4. Integrate housing for all with existing land uses to accommodate a range of housing types, densities, and affordability levels, as well as providing opportunities for small scale, neighborhood-based food production.
5. Provide for a variety of parking options in the central business district.
6. Enhance aesthetics along the city's arterials.
7. Provide more parks, open space, and public access along the Spokane River.
8. Coordinate with Spokane County, applicable agencies, and property owners to encourage construction of a safe, pedestrian/bicycle connection to the Centennial Trail from Millwood.
9. Improve existing parks.

Below is the list of the land use elements and the updated community vision for each:

#### Central Business District (CBD)

The CBD should remain a dense commercial / mixed use area along Argonne Road, visual enhancement of the district is desired and should include distinctive decorative features and a pedestrian focus that distinguish it from the other commercial areas. The atmosphere and design of the district should be inviting to ~~travelers to stop and shop~~encourage patronage of the CBD.

The commercial areas on Argonne Road shall be distinguished from the commercial areas on Trent Road (Highway 290). Development along Argonne Road, in the CBD, should include small retail, service businesses, offices, and mixed-use residential. Larger, commercialized developments, such as supermarkets and big-box retail should be located in the commercial districts along Trent Road.

#### Industrial Development

The residents desired to keep the Inland Empire Paper Company (IEPC) site zoned industrial for the Paper Company's present use, allowing it to expand as needed in accordance with federal, state, and local laws. However, if for any reason IEPC should leave Millwood, the desire of the community is to limit the land use types allowed for this area. In the event that the IEPC were to relocate, a subarea plan should be developed for the property to guide any rezoning of the land. Rezoning of the land should match community expectations.

#### Historic Preservation

Millwood residents<sup>2</sup> value their historic heritage, they want to continue to recognize and grow the number of historic designated homes and districts within the city. Resources and incentive programs offered by the National Register of Historic Places and the Local Register should be readily available for those interested in the restoration of their historic site. To encourage participation from property owners, a professional staff liaison for the Historic Preservation Commission that is knowledgeable about all aspects of historic preservation including grants and funding opportunities, could be utilized. Preservation of Millwood's historical heritage allows the City to maintain its unique character while increasing property values and community pride.

#### Housing

Millwood needs to accommodate existing and projected housing needs for all economic segments of the community, consistent with the County-wide Planning Policies for Spokane County, Affordable Housing Policy Topic. In addition to the singleSingle-family, two-familyduplexes, triplexes, quadplexes, accessory dwelling units, and other innovative housing types can be utilized to bridge the gap between single-family and multi-family development. and multi-family housing, accessory dwelling units, and one-room



~~occupancy units will be allowed.~~ The currently sited mobile home park will continue to be allowed through appropriate zoning. Multi-family housing will be located near the central business district and public transit routes. Larger residential lots for single-family homes and duplexes ~~will be required~~ are envisioned on the east side of the city to preserve the character of the neighborhood, while other residential areas of the city will maintain the character of a more dense development pattern(s).

#### Public and Open Space

~~The city shall try to purchase land on the northeast side of the city, between Davis Road and Butler Road, adjacent to the river along the shoreline of the Spokane River. The best use for this property would be to remain as open space due to its steep slopes. In addition to protecting the hillside from erosion, leaving this as open space would allow the public much-needed access to the Spokane River. Pedestrian access to the River could also be provided by using the right-of-way on the east side of the Argonne Road Bridge. A pedestrian corridor creating a link to Millwood's parks and the river could be realized if the railway along Euclid Avenue, Empire Way, and the spur line on IEPC's south border were purchased. Millwood needs a safe, pedestrian/bicycle connection to the adjacent Centennial Trail as well as Spokane River access that is safely useable or river view access, if useable land isn't appropriate or available. The Interurban Trail provides a non-motorized connection through the City of Millwood, south of E. Euclid Ave. / E. Empire Way connecting Millwood City Park to the CBD and the western City neighborhoods via former railroad right-of-way. Millwood should encourage adjoining municipalities to improve the trail west of Vista Rd. as well as to the east, to provide continued linkage. Millwood will preserve and maintain the City's tree-lined boulevards and improve Millwood's parks, recreation, and open space for a variety of users.~~

#### Transportation systems

~~The city's only major arterial, Argonne Road, should not be widened because it would further divide the community and increase the difficulty that pedestrians presently experience when crossing the road. The other roads in Millwood, including Euclid Avenue and Empire Way, should remain as two-lane roads to preserve the residential districts through which they pass. If they are to expand at all, it should be to provide bicycle and pedestrian lanes for non-motorized traffic. Argonne Rd., which passes through the pedestrian-oriented CBD, is the primary north-south transportation corridor through Millwood and provides the only Spokane River crossing. Euclid Ave and Empire Way provide the primary east-west connection from residential neighborhoods through the CBD. Millwood has bus service by Spokane Transit and a network of sidewalks and the Interurban Trail provide non-motorized circulation. Millwood's transportation system is multi-modal and considerations need to be made for the safety, functionality, and integration of all components (vehicular, pedestrian, bicycle, and public transportation – complete streets) throughout the city, consistent with the existing and proposed land uses.~~

#### Stormwater Management

The city, through its development regulations, shall provide for stormwater management and aquifer protection.

#### Shoreline Protection

The city will provide for the protection of the Spokane River ~~by adopting the Spokane County (Millwood) Shoreline Master Program as it may be amended~~ through the adopted City of Millwood Shoreline Master Program.

## Millwood's Visioning Process

In 1997, several meetings were held, each emphasizing a different element of the Comprehensive Plan. In July, the citizens participated in a general overview of the planning process and assisted in prioritizing the desirable needs of the Capital Facilities Element. Transportation issues were discussed at the August meeting and citizens began to determine the Level of Service (LOS) for transportation within the city. In September, citizens provided guidance on housing issues during the Housing Element meeting.

In November of 2000, an additional transportation open house was held to gather further input on transportation issues in the city. Top citizen transportation priorities were traffic congestion on Argonne Road and cut-through traffic in the neighborhoods. Other important issues were buffer strips and trails or paths to the Spokane River and Centennial Trail. Transportation goals and policies were determined by the transportation meetings.

The outcome of the Community Visioning meetings was the realization that the City of Millwood would like to preserve its character and identity, it's "small town atmosphere". This goal can be accomplished through policies and actions, which are appropriate for our community. The goals are deemed to be essential in maintaining a satisfactory quality of life for Millwood. The goals and policies will guide the implementation of the plan. As the Plan is updated to account for changing conditions the goals will provide direction for revisions. As noted above, community visioning was reviewed, received, and renewed as part of the 2026 Periodic Update and Section 3.2 has been refined to be consistent with updated city general goals and vision statements, as well as changes necessitated by the WA State legislature.

### 3.2 GOALS, POLICIES / OBJECTIVES, AND ACTIONS FRAMEWORK

The tables below present the nuts and bolts of the comprehensive plan, listing the goals, policies, and actions that put the plan into motion.

**Goals** are broad statements indicating a general aim or purpose to be achieved. A goal is a direction setter. It is an ideal future state or condition related to the public health, safety or general welfare toward which planning, and implementation actions are directed. A goal is a general expression of community values and is somewhat abstract in nature. Consequently, a goal is generally not quantifiable, time-dependent, or suggestive of specific actions for its achievement.

**Policies** are statements providing guidelines for current and future decision-making or position-taking. A policy indicates a clear commitment of the Millwood City Council. It is an extension of the plan's goals, reflecting topical nuance as well as an assessment of conditions and how the City will respond. For parks and recreation, policies are objectives. Objectives are more specific and measurable (or reportable). Objectives help describe when a goal has been attained.

**Actions** are initiatives, projects or programs to put policy into motion. Actions may include the development of more detailed and localized plans, formal agreements, regulations or other strategies necessary to realize community goals. Actions are immediately implementable through staff work programs and annual budget cycles. Every action must be supported by guiding policies or objectives, establishing the context within which the action is to be undertaken.

Table columns show how the goals, policies / objectives, and actions interrelate. In many cases, a single goal serves the needs of multiple planning topics. For instance, Goal G.03 applies to the Land Use, and Economic Development elements. Also, in many cases, single policies can serve the needs of multiple topics, too. Policy P.05 relates to Land Use, Historic Preservation, Transportation, and Economic Development. This multiple-purpose orientation of goals and policies / objectives allows this single

compilation to serve the entire plan, and the tables help users navigate how the goals and policies / objectives both serve multiple topics and interrelate with each other. Table 3-1 shows the abbreviations of each chapter listing;

**Table 13-1: Chapter Listings**

Name	Abbreviation
<u>Land Use</u>	<u>LU</u>
<u>Housing</u>	<u>H</u>
<u>Historic Preservation</u>	<u>HP</u>
<u>Transportation</u>	<u>XP</u>
<u>Essential Public Facilities</u>	<u>EPF</u>
<u>Parks &amp; Recreation</u>	<u>PR</u>
<del>Economic Development</del>	<del>ED</del>
<del>Land Use</del>	<del>LU</del>
<del>Transportation</del>	<del>XP</del>
<del>Historic Preservation</del>	<del>HP</del>
<del>Parks &amp; Recreation</del>	<del>PR</del>
<del>Housing</del>	<del>H</del>
<u>Capital Facilities</u>	<u>CF</u>
Utilities	U
<del>Essential Public Facilities</del>	<del>EPF</del>
<u>Climate Change &amp; Resiliency</u>	<u>CR</u>
<u>Economic Development</u>	<u>ED</u>

Implementing actions all have direct policy references, demonstrating how these actions will advance the plan's policy objectives. Where a single action has multiple policy references, that single action helps satisfy the needs of multiple objectives. The community can use this table, then, to gauge the relative effectiveness of the various actions and use that as a tool to prioritize what might be most important to implement.

## Goals

**Table 23-2: Goals**

Chapter Listing	Number	Goal	Implementing Policy
<del>ED</del> LU <u>HP</u> XP <del>HP</del> <u>ED</u>	G.01	A prosperous, identity-rich central commercial core, with opportunities for local businesses to flourish, walkable and bicycle friendly, and people to remember as a place uniquely Millwood.	1, 2, 5, 6, <u>10</u> , 15, 28, 31, <u>36</u> , <u>40</u>
LU <del>ED</del> XP PR H U <u>CR</u> <u>ED</u>	G.02	Types and quantities of land use that support community needs and business development.	3, 4, <u>35</u> , <u>36</u> , <u>37</u> , <u>40</u> , <u>41</u> , <u>42</u> , <u>43</u>
<del>ED</del> LU <u>H</u> <u>XP</u> <u>ED</u>	G.03	Distinct shopping districts that provide uniquely different shopping experiences.	<u>1</u> , 5, <u>10</u> , <u>36</u>
<u>XP</u> PR <del>XP</del>	G.04	An integral trails system that connects parks and open space for passive and active transportation and activity.	7, 8, 24, 28, <u>36</u> , <u>40</u>
PR	G.05	Parks and recreation system that is convenient, enjoyable, and a source of civic pride.	7, 8, 14, 18, 21, <u>36</u> , <u>40</u> , <u>41</u> , <u>42</u>
<u>LU</u> <u>H</u>	G.06	A built environment reflecting Millwood's community character and history.	<u>1</u> , 4, 5, 9, 10, 11, 15, 16, <u>17</u> , 31, <u>36</u>



Chapter Listing	Number	Goal	Implementing Policy
HP <del>H</del> <del>LU</del>			
<del>LU</del> H <del>LU</del>	G.07	A larger variety of housing options.	<del>6</del> , 11, 12, 36, 37, <del>39</del> , <del>40</del>
LU H	G.08	Strong neighborhoods and active community groups.	9, 10, 13, <del>36</del> , <del>40</del>
<del>LU</del> <del>U</del> PR <del>U</del> <del>LU</del> <del>CR</del>	G.09	Preservation and stewardship of our natural environment and resources.	14, 15, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25, 36, <del>38</del> , <del>40</del> , <del>43</del>
XP	G.10	An efficient transportation pattern with coordinated land use that supports walking, cycling and use of transit.	6, 26, 27, 28, 29, 30, <del>31</del> , 36, <del>40</del>
XP <del>EPE</del> CF U <del>EPE</del> <del>CR</del>	G.11	Adequate public facilities and utility services that align with desired growth and land use types.	<del>20</del> , <del>26</del> , 30, 32, 33, 34, 35, 36, <del>40</del>
<del>LU</del> HP <del>LU</del> PR ED	G. 12	Identify and encourage the preservation of lands, sites, structures, cultures and social customs that have historic or archaeological significance.	1, 4, 9, 10, 11, <del>36</del> , <del>40</del> , <del>41</del> , <del>43</del>

## Policies / Objectives

Table 13-3: Policies / Objectives

Chapter Listing	Number	Policy / Objective	Goal Reference	Implementing Action
LU ED	P.01	Coordinate business, City and community efforts, and investment to enhance Millwood's central business district.	G.01 <u>G.03</u> <u>G.06</u> G.12	1, 2, 3, <u>4</u> , 5, 7, <u>9</u> , 11, <u>16</u> , <u>24</u> , <u>31</u> , <u>32</u> <u>10</u> , 19, 25, 26
LU <u>H</u> HP	P.02	Ensure commercial building design standards are appropriate and effective.	G.01	1, 2, 3, <u>11</u> , <u>16</u> , <u>32</u> <u>7</u> , 25, 26
<del>ED</del> LU <u>ED</u>	P.03	Limit barriers to development caused by <del>development fees or other</del> institutional requirements, as appropriate.	G.02	1, 3, <u>11</u> , <u>29</u> , <u>32</u> , <u>34</u> <u>7</u> , 23, 26, 28, <u>38</u>
LU <u>H</u> HP <u>CR</u>	P.04	Elevate site and building design expectations for housing and business projects.	G.02 G.06 G.12	1, 2, 3, <u>6</u> , 7, <u>11</u> , <u>13</u> , <u>16</u> , <u>23</u> , <u>32</u> <u>9</u> , <u>10</u> , 18, 26
<del>ED</del> LU HP XP <u>ED</u>	P.05	Differentiate the CBD along Argonne Rd from the commercial business area along Trent Ave.	G.01 G.03 G.06	1, 2, 3, <u>7</u> , <u>25</u> , <u>32</u> <u>20</u> , 26
LU H <u>HP</u> ED <del>HP</del>	P.06	Allow multi-family housing to be located near <u>the</u> CBD, and <u>also along Trent Ave. near</u> public transit routes, this will increase density and foot traffic in the CBD <u>and commercial areas</u> .	G.01 <u>G.07</u> G.10	1, 2, 3, <u>54</u> , 7, <u>9</u> , <u>11</u> , <u>16</u> , <u>31</u> , <u>32</u> <u>25</u> , 26, <u>36</u>
<u>LU</u> <u>XP</u>	P.07	Enhance connectivity of parks and open space areas.	<u>G.04</u> G.05	<u>14</u> , 17, 18, <u>11</u> , 13, <u>19</u> , 24, <u>30</u> , <u>37</u> <u>31</u> , <u>35</u>

Chapter Listing	Number	Policy / <u>Objective</u>	Goal Reference	Implementing Action
PR <del>LU</del> <del>XP</del>				
<del>LU</del> PR <del>LU</del>	P.08	Pursue opportunities to expand and enhance the parks system, including pocket parks <u>(mini-parks)</u> .	G.04 G.05	1, <del>5, 9, 4, 12, 13, 15, 16, 17, 18, 20, 21, 30</del> <u>24</u>
HP	P.09	Provide opportunities that empower citizens to take part in the conservation of historic districts, sites, and structures	G.06 G.08 G.12	1, <del>12, 22, 33, 35</del> <u>8, 16, 17, 27, 29</u>
<del>LU</del> HP <del>LU</del>	P.10	Support the preservation, restoration, and adaptive reuse of historic homes, buildings, and properties in Millwood.	G.01 G.03 G.06 G.08 G.12	1, 2, 3, 6, <del>7, 9, 10, 12, 13, 23, 31, 32, 33, 34</del> <u>18, 25, 26, 27, 28, 36</u>
<del>LU</del> H <del>LU</del> HP	P.11	Align new housing design and remodels with the historic fabric of the surrounding neighborhood.	G.06 G.07 G.12	1, 2, 3, <del>6, 7, 13, 16, 23, 31, 33, 34</del> <u>9, 10, 18, 25, 27, 28</u>
<del>LU</del> H <del>LU</del>	P.12	Encourage the development of low and moderate-income housing in places close to services and easily served by transit.	G.07	1, 2, <del>6, 7, 11, 14, 32, 34</del> <u>26, 28, 35, 36</u>
ED	P.13	Support active local groups and neighborhoods in their work to reinforce community identity, social networks, and community leadership.	G.08	1, <del>4, 5, 7, 8, 9, 10, 12, 13, 16, 17, 18, 22, 23, 32, 35</del> <u>26, 29</u>
LU CF U	P.14	Protect the sole source Spokane Rathdrum Prairie Aquifer through appropriate siting of land uses and implementation of stormwater management regulations.	G.05 G.09	<u>14, 21, 22</u>

Chapter Listing	Number	Policy / <u>Objective</u>	Goal Reference	Implementing Action
<u>XP</u> PR <del>XP</del> <u>CR</u>	P.15	Preserve Millwood's tree city designation.	G.01 G.06 G.09	1, 2, <del>8, 10, 18, 20, 21</del> <u>5, 6, 13, 15, 16</u>
<u>LU</u> <u>XP</u> PR <del>XP</del> <u>CR</u>	P.16	Support a comprehensive urban forestry program.	G.06 G.09	<del>10, 18, 20, 21</del> <u>6, 13, 15, 16</u>
LU <u>CR</u>	P.17	Ensure development aligns with and protects natural features and wildlife habitat.	G.06 G.09	3, <del>27, 28</del> <u>21, 22</u>
LU PR	P.18	Align and enforce goals, policies, best available science and best practice with the City of Millwood Shoreline Master Program manual and Shoreline Master Program	G.05 G.09	<del>13, 16, 23, 28</del> <u>9, 10, 18, 22</u>
<u>LU</u> U	P.19	Improve City and community management and treatment of stormwater runoff.	G.09	1, 2, <del>10, 26, 27, 28</del> <u>6, 14, 21, 22</u>
<u>LU</u> EPF CF U <u>CR</u>	P.20	Manage stormwater runoff to minimize contamination of drinking water supplies, degradation of habitat, and soil erosion.	G.09 G.11	1, <del>10</del> <u>6</u> , 14, <del>19, 26, 27, 28</del> <u>21, 22</u>
LU PR	P.21	Consider goals and policies incorporated in the City's shoreline master program as part of this comprehensive plan.	G.05 G.09	<del>16, 28</del> <u>22</u>
LU	P.22	Incorporate best available science (BAS) in any update to the City's critical areas ordinance (CAO).	G.09	<del>27, 28</del> <u>21, 22</u>

Chapter Listing	Number	Policy / <u>Objective</u>	Goal Reference	Implementing Action
LU PR	P.23	Conserve fish and wildlife habitat areas to preserve ecological functions and values, maintain public safety, and prevent the degradation of natural resources.	G.09	<del>18, 19, 28</del> <u>13, 14, 22</u>
LU	P.24	Restrict or discourage development in potential slide hazard areas.	G.04 G.09	<del>5, 9, 28</del> <u>4, 22</u>
LU	P.25	Protect groundwater quality <u>and quantity</u> from development impacts.	G.09	1, 2, <del>19, 27, 28</del> <u>14, 21, 22</u>
LU XP	P.26	Prohibit the siting of land uses that are incompatible with aviation operations in the Airfield Influence Areas designated on Comprehensive Plan maps.	G.10 G.11	<del>4</del> <u>18</u>
XP	P.27	Routinely engage local and regional agencies and neighboring jurisdictions in developing a holistic transportation system.	G.10	1, <del>8, 14, 15, 25, 36, 37</del> <u>5, 11, 12, 20, 30, 31, 35</u>
XP	P.28	Enhance safety, accessibility, and efficiency for all modes of transportation, ensure the compatibility of motor vehicles, bicycles, bus transit and pedestrians for the benefit of all.	G.01 <u>G.04</u> G.10	1, 2, 3, <del>8, 9, 14, 15, 16, 17, 18, 24, 25, 36, 37</del> <u>4, 5, 11, 12, 13, 19, 20, 30, 31</u>
XP	P.29	Ensure transportation compatibility, connectivity, and enhancement between agencies and jurisdictions through regional coordination.	G.10	1, <del>14, 15, 24, 25, 36, 37</del> <u>11, 12, 19, 20, 30, 31, 33, 34, 35</u>
XP <del>EPF</del> <del>CF</del> U <del>CF</del> <del>EPF</del>	P.30	Ensure levels of public services and public facilities are adequate to satisfy the community's needs now and as new development occurs.	<u>G.10</u> G.11	<del>8, 15, 18, 19, 25, 36, 37</del> <u>5, 11, 12, 13, 14, 20, 30, 31, 33, 34, 35</u>



Chapter Listing	Number	Policy / <u>Objective</u>	Goal Reference	Implementing Action
XP	P.31	Strategically approach street improvements to satisfy transportation, economic development, and community identity needs.	G.01 G.06 G.10	1, 2, 3, <u>4</u> , 5, <del>8, 9</del> , <del>14, 17, 25, 36</del> , <del>37</del> <u>11, 20, 30, 31, 33, 34, 35</u>
<del>EPF</del> U <del>EPF</del>	P.32	Prioritize the list of facility and utility improvement projects using criteria based on this plan.	G.11	<del>8</del> <u>5, 11, 12, 13</u> , 14, <del>15, 18, 19, 25, 36</del> , <del>37</del> <u>20, 30, 31, 35</u>
EPF CF	P.33	Participate in Spokane County's Essential Public Facilities siting process in accordance with County-wide Planning Policies.	G.11	<del>38</del> <u>18</u>
CF	P.34	Ensure local budget decisions are consistent with the adopted comprehensive plan.	G.11	<del>8, 14, 18, 39</del> <u>5, 11, 13, 32, 35</u>
<del>LU</del> CF <del>LU</del>	P.35	Reassess the land use element and its forecast levels of development if the ability to fund public services falls short.	G.02 G.11	<del>39</del> <u>32, 33, 34, 35</u>
<del>LU</del> <del>XP</del> <del>EPF</del> CF <del>LU</del> <del>ED</del> <del>XP</del> <del>EPF</del> <del>ED</del>	P.36	Ensure overall comprehensive plan consistency with applicable Countywide Planning Policies.	<del>G.01</del> G.02 <del>G.03</del> <del>G.04</del> <del>G.05</del> <del>G.06</del> G.07 <del>G.08</del> G.09 G.10 G.11 <del>G.12</del>	<del>15, 37</del> <u>1 - 36</u>

Chapter Listing	Number	Policy / <u>Objective</u>	Goal Reference	Implementing Action
<u>H</u>	<u>P.37</u>	<u>Encourage multi-story buildings with mixed-use (i.e. residential use above commercial/retail use at ground level) in the commercial districts.</u>	<u>G.02</u> <u>G.07</u>	<u>3, 7, 25, 26, 27, 28</u>
<u>LU</u> <u>U</u>	<u>P.38</u>	<u>Continue to coordinate with Spokane County on a Solid Waste Management Plan via Interlocal Agreement that complies with RCW 70A.205.040 and RCW 36.70A.142, as amended.</u>	<u>G.09</u>	<u>37</u>
<u>LU</u> <u>H</u>	<u>P.39</u>	<u>Allow for additional moderate density housing options (missing middle housing) including, but not limited to, duplexes, triplexes, and townhomes as well as Accessory Dwelling Units (ADUs).</u>	<u>G.07</u>	<u>27, 28</u>
<u>LU</u>	<u>P.40</u>	<u>Consider opportunities to promote public health and address racially and environmentally disparate health outcomes by providing or enhancing opportunities for safe and convenient physical activity, social connectivity, protection from exposure to harmful substances and environments, and denser housing in potential future changes to land use designations, as appropriate to serve the needs of the City of Millwood.</u>	<u>G.01</u> <u>G.02</u> <u>G.04</u> <u>G.05</u> <u>G.07</u> <u>G.08</u> <u>G.09</u> <u>G.10</u> <u>G.11</u> <u>G.12</u>	<u>4, 7, 13, 14, 19, 20, 21, 22, 24, 27, 28, 33, 36, 38</u>
<u>PR</u>	<u>P.41</u>	<u>Update and improve Millwood Park to be ADA accessible, expand multi-use components, incorporate community event infrastructure, and provide additional capacity including water play capacity while maintaining a historic connection.</u>	<u>G.02</u> <u>G.05</u> <u>G.12</u>	<u>13, 24, 35</u>
<u>PR</u>	<u>P.42</u>	<u>Add small scale amenities to Butler Mini-Park to provide a combination of</u>	<u>G.02</u> <u>G.05</u>	<u>13, 24, 35</u>

Chapter Listing	Number	Policy / <u>Objective</u>	Goal Reference	Implementing Action
		<u>active and passive green space for the adjoining neighborhood.</u>		
<u>PR</u>	<u>P.43</u>	<u>Provide safe small/neighborhood scale public river access which accommodates a canoe/kayak put-in</u>	<u>G.02</u> <u>G.09</u> <u>G.12</u>	<u>13, 22, 24, 35</u>

### **Implementing Actions**

**Table 3-42: Implementing Actions**

Number	Action	Policy
1	Develop a Central Business District Plan for development along Argonne Road <u>which includes parking locations with wayfinding signage and inclusion of public art.</u>	1, 2, 3, 4, 5, 6, 8, 9, 10, 11, 12, 13, 15, 19, 20, 25, 27, 28, 29, 31, <u>36</u>
2	Initiate a Parking Study along Argonne Road to better understand how parking is being utilized in the Central Business District and where opportunities exist.	1, 2, 4, 5, 6, 10, 11, 12, 15, 19, 25, 28, 31, <u>36</u>
3	Adopt design standards for commercial development.	1, 2, 3, 4, 5, 6, 10, 11, 17, 28, 31, <u>36</u> , <u>37</u>
4	Provide an interconnected bike and pedestrian trails system that connects to the Spokane River and Millwood's public parks.	1, 6, 8, 13, 24, 28, 31, <u>36</u> , <u>40</u>
5	Invite the Millwood Community Association to identify infrastructure opportunities or needs.	<u>1</u> , 13, 15, 27, 28, 30, 31, 32, 34, <u>36</u> , <u>41</u>
6	Annually apply for the Tree City USA designation.	10, 13, 15, 16, 19, 20, <u>36</u>
7	Collaborate with housing agencies to locate and develop affordable housing options, identify partnerships with fiscally responsible agencies to manage and implement the development of housing utilizing public funds.	1, 2, 3, 4, 6, 12, <u>36</u> , <u>37</u> , <u>40</u>

Number	Action	Policy
8	Provide public awareness of, and education about, Millwood's rich local heritage through local events that are city led and/or community led.	9, 10, 13, <u>36</u>
9	Heighten the awareness of land use, development, and nuisance code violations across the city by providing resource brochures and outline process to address each violation type.	4, 10, 11, 13, 18, <u>36</u>
10	Develop and provide resource information for historic preservation incentives, National Register of Historic Places, Washington Heritage Register, and the Local Register	<u>1</u> , 4, 10, 11, 13, 18, <u>36</u>
11	Adopt a Six-Year Transportation Improvement Program (TIP) that adequately develops and maintains a transportation system supportive of multiple modes of travel. The Six-Year TIP should include a multiyear financing plan and analysis of future funding capabilities in order to evaluate needs against probably funding resources.	<u>1</u> , 7, 12, 27, 28, 29, <del>20</del> <u>30</u> , 31, 32, 34, 36
12	Evaluate and adopt level of service standards for public facility and utility services.	8, 27, 28, 29, 30, 32, 36
13	Establish a park plan for the City of Millwood.	7, 8, 13, 15, 16, 23, 28, 30, 32, 34, <u>36</u> , <u>40</u> , <u>41</u> , <u>42</u> , <u>43</u>
14	Evaluate the cities dry well system and develop a plan for scheduled replacement and decommissioning of dry wells and other potentially ineffective or harmful practices to protect the Spokane Rathdrum Prairie Aquifer.	19, 20, 23, 25, 30, 32, <u>36</u> , <u>40</u>
15	Develop programs which support the maintenance and planting of street trees.	8, 15, 16, <u>36</u>
16	Update the street tree inventory and vegetation maintenance plan.	8, 15, 16, <u>36</u>
17	Update and make available resource materials for special events permits, create a community event calendar.	9, 13, <u>36</u>
18	Enforce the city codes for land use, development and public nuisances impacting neighborhood properties.	4, 10, 11, 13, 18, <u>36</u>
19	Develop the proposed shared pedestrian/bicycle path on the east side of Argonne Rd from Empire to the Spokane River.	1, 7, 28, 29, <u>36</u> , <u>40</u>
20	Develop the two shared roadway sections, on Argonne Road between Trent and Liberty, and on Liberty from Argonne to Vista Road.	5, 27, 28, 29, 30, 31, 32, <u>36</u> , <u>40</u>

Number	Action	Policy
21	Implement best practices, goals, and policies of the Eastern Washington Stormwater Manual.	17, 19, 20, 22, 25, <u>36</u> , <u>40</u>
22	Implement the goals and policies of the Critical Areas Ordinance <u>(CAO)</u> and the Shoreline Master Program (SMP).	17, 18, 19, 20, 21, 22, 23, 24, 25, <u>36</u> , <u>40</u> , <u>43</u>
23	Evaluate and modify, if necessary, the city's development code fee structure.	3, <u>36</u>
24	Identify opportunities for expansion and enhancement of the parks systems, including pocket parks <u>(mini-parks) and Spokane River access.</u>	7, 8, <u>36</u> , <u>40</u> , <u>41</u> , <u>42</u> , <u>43</u>
25	Evaluate and modify, if necessary, design regulations for housing and businesses.	1, 2, 6, 10, 11, <u>36</u> , <u>37</u>
26	Refine business districts and development strategies to create economically strong districts targeting specific business types <u>while integrating the districts through use of the City identity symbols (trees, arches, brick, and trains).</u>	1, 2, 3, 4, 5, 6, 10, 12, 13, <u>36</u> , <u>37</u>
27	Evaluate and improve, if necessary, zoning regulations related to housing density and type to ensure compatibility with historic neighborhoods.	9, 10, 11, <u>36</u> , <u>37</u> , <u>39</u> , <u>40</u>
28	Evaluate development regulations to remove impediments to the development of low and moderate-income housing.	3, 10, 11, 12, <u>36</u> , <u>37</u> , <u>39</u> , <u>40</u>
29	Develop community resource information to support active civic organizations and neighborhoods.	9, 13, <u>36</u>
30	Identify and prioritize a list of street improvements <u>including integration of complete streets.</u>	27, 28, 29, 30, 31, 32, <u>36</u>
31	Identify specific actions to achieve transportation LOS standards.	7, 27, 28, 29, 30, 31, 32, 36
32	Evaluate the budget process to incorporate comprehensive plan references <u>to ensure level of service standards will be met, especially for transportation.</u>	34, 35, <u>36</u>
33	Millwood to create and adopt a master Bike and Pedestrian Plan.	29, 30, 31, 35, <u>36</u> , <u>40</u>

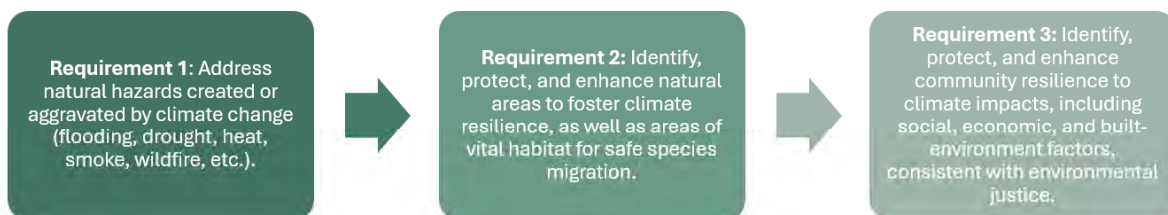


Number	Action	Policy
34	Evaluate transportation demand management (TDM) strategies to be utilized.	29, 30, 31, 35, <u>36</u>
35	Adopt a Six-Year Capital Facilities Plan (CFP). The CFP should include a multiyear financing plan and analysis of future funding capabilities in order to evaluate needs against probably funding resources.	7, 12, 27, 29, <del>2030</del> , 31, 32, 34, 36, <u>41, 42, 43</u>
<u>36</u>	<u>Facilitate opportunities for property owners to connect with housing providers and non-profit organizations to create and preserve affordable housing.</u>	<u>6, 10, 12, 36, 40</u>
<u>37</u>	<u>Maintain an Interlocal Agreement with Spokane County for a Solid Waste Management Plan that includes the City of Millwood.</u>	<u>38</u>
<u>38</u>	<u>Based on Millwood’s demographics in Section 4.3, remove any local policies and/or regulations that have been determined to result in racially disparate impacts, displacement, and exclusion in housing.</u>	<u>3, 40</u>

**ADD GOALS, POLICIES, & ACTIONS THAT CORRESPOND TO SPOKANE COUNTY WORK ON THE CLIMATE CHANGE & RESILIENCY ELEMENT – ANTICIPATED BY Q4 2025**

## Resilience Sub-element Requirements

**Climate resilience goals and policies, at a minimum, must...**



- Develop at least one climate resilience goal and supportive policy:
  - For each **climate-exacerbated hazard** that is relevant to Spokane County
  - Within each of the 11 of **Commerce-identified priority sectors**

## CHAPTER 4 – PLANNING AREA, DEMOGRAPHICS, AND PROJECTIONS

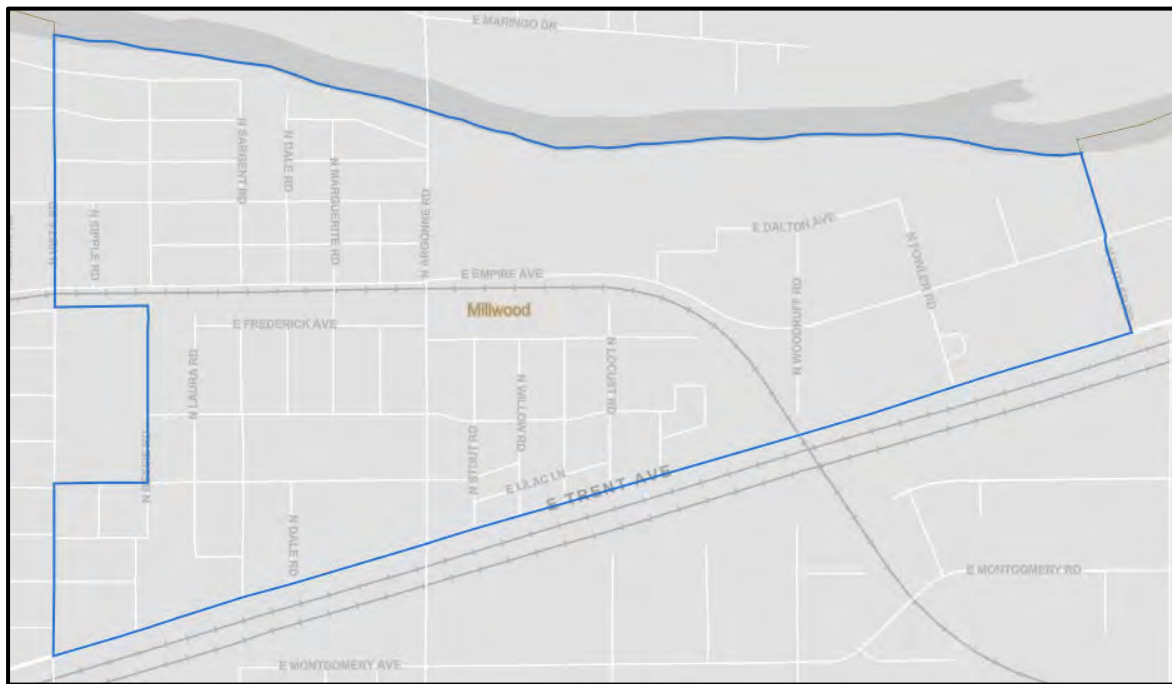
### 4.1 INTRODUCTION

The Growth Management Act requires the city to plan for future population growth, as such, the City of Millwood coordinates with Spokane County in determining population growths for all municipalities within the county. On ~~August 3, 2016~~June 18, 2024, the Spokane County Board of Commissioners (BoCC) adopted a population forecast for planning purposes under approved BoCC Resolution ~~2016-055324-0348~~. The forecast utilized the Office of Financial Management's medium level forecast for Spokane County and each municipality's populations for ~~2017-2037~~2023-2046. The resolution allocated a population ~~growth~~of 1,9471,974 to the City of Millwood by ~~2037~~2046 (a ~~13949~~-person population increase from the ~~2017-2023 estimate-baseline~~of 1,8081,925) or 0.05% of Spokane County's growth.

### 4.2 PLANNING AREA

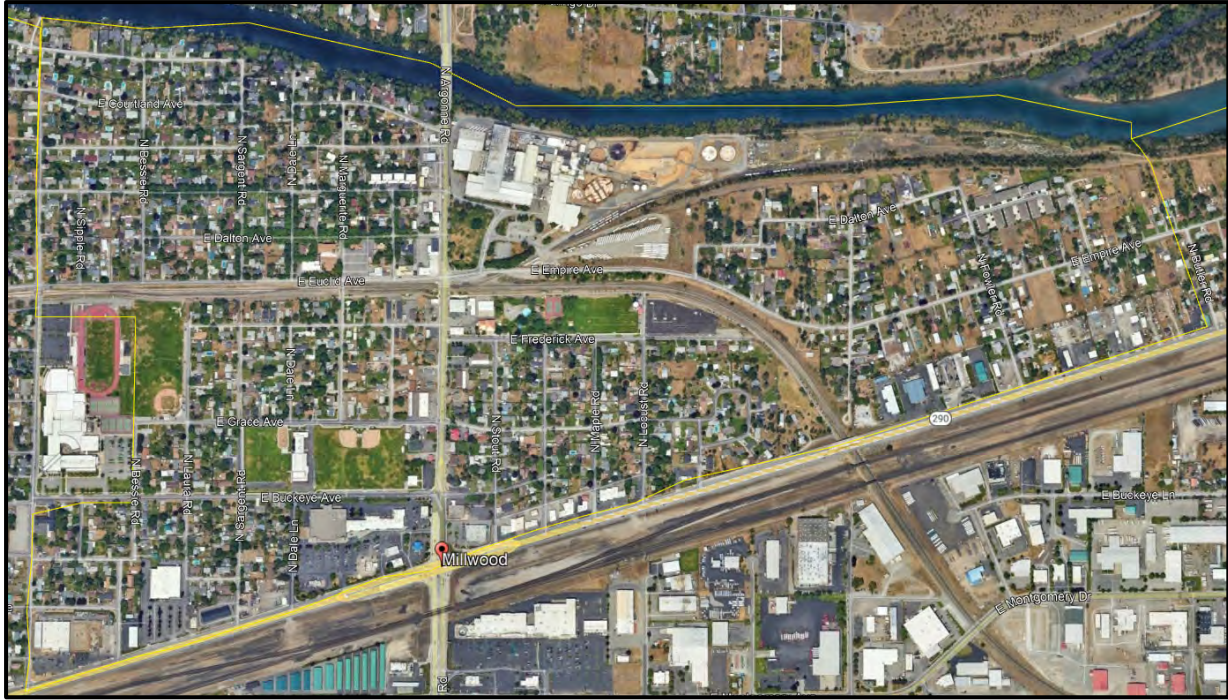
#### Geography

The City of Millwood is surrounded on three sides by the city of Spokane Valley and the Spokane River flows along the northern edge of the city. The topography of the city is mostly flat as it lies on the floor of the Spokane Valley, though it does slope gently down towards the north. The northern edge of town is defined by the Spokane River, where the terrain drops about 20 feet down to the riverbank. According to the US Census Bureau, the city has a total area of 0.73 square miles, of which, 0.70 square miles is land and 0.03 square miles is water. Argonne Rd. is the primary north-south transportation corridor through Millwood and provides the only Spokane River crossing. Argonne Rd. is also downtown Millwood's main street. Euclid Ave and Empire Way provide the primary east-west connection through the city. Active railroad lines run parallel to the south boundary of the city along Trent Ave (Hwy 290) and through the central portion of the city.



Map 4-1: City of Millwood, WA





Map 4-2: City of Millwood Aerial Map July 2023

Map 4-3 depicts Millwood in July 1995, one year before the railroad underpass was constructed south of the city at Argonne Rd. and Trent Ave. (Hwy 290), further facilitating Argonne Rd. as a popular commute route through Millwood's CBD.



Map 4-3: City of Millwood Aerial Map July 1995

## Climate

Millwood has a mild climate throughout the year with average temperatures ranging from a low of 24°F to the mid-50s in winter and a low of the mid-70s to 89°F in summer. In Millwood, the humidity level remains comfortable throughout the summer, providing a pleasant environment. Rainfall occurs throughout the year, though it usually does not exceed five inches per month. Millwood gets an average of 18 – 21 inches of rain per year, less than the US average of 38 inches. Snow accumulates in Millwood during winter months. Millwood averages 40 - 43 inches of snow per year, more than the US average of 28 inches. Millwood gets some kind of precipitation (rain, snow, sleet, or hail that falls to the ground), on average, 117 days per year. During the summer months, dry air from nearby mountains may create warm nights but cooling breezes often keep temperatures pleasant. On average, there are 176 sunny days per year in Millwood compared to a US average of 205 sunny days. The overall climate of Millwood is mild and comfortable for residents most of the year.

## 4.23 DEMOGRAPHICS

### Population

As seen in Table 4-1, Millwood experienced a moderately declining population between 1960 and 1980. This decline became more rapid in the period from 1980 to 1990 when the city lost 9.20% of its population over ten years. Since 1990, the overall population growth has been minimal, but the city did see an increase in the population of 5.77% between 1990-2000, and an increase of 8.31% between 2000-2010, and an increase of 5.32% between 2010-2020.

Table 54-1: Millwood Historical Population Trends

	1960	1970	1980	1990	2000	2010	2020
Population Change	1,776	1,770	1,717	1,559	1,649	1,786	1,881
Percent of Change	-	-.34%	-2.99%	-9.20%	5.77%	8.31%	5.32%

Source: Office of Financial Management, Decennial Census Counts 1890-2010 & 2020

From 2010 to 2018, Millwood's population, on average, has been 0.37% of the county's population, and reached a high point of 0.38% of the county's population between 2010-2012. Since 2013, a small but steady decline begins to occur because the city's population remains steady, except for a small decrease in 2014, whereas the population of Spokane County continues to increase. In 2018, Millwood's population was 1,790.

Table 4-2 compares the city's population to that of Spokane County as a whole from 2018 to 2024. Millwood's population has remained fairly steady with only slight increases to reach a population of 1,925 in 2024 and has averaged 0.35% of Spokane County's population from 2018 to 2024.

Table 64-2: Total Population, City of Millwood & Spokane County, 2010-20182018-2024

	2018 OFM	2019 OFM	2020 Census Population	2021 <sup>1</sup> OFM	2022 OFM	2023 OFM	2024 OFM
Millwood	1,790	1,795	1,881	1,915	1,915	1,925	1,925
Spokane County	507,950	515,200	539,339	542,100	550,700	554,600	559,400

<u>Millwood's Percent of County's Population</u>	<u>0.35%</u>	<u>0.35%</u>	<u>0.35%</u>	<u>0.35%</u>	<u>0.35%</u>	<u>0.35%</u>	<u>0.34%</u>
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Source: Office of Financial Management, 2024 Population Trends - Table 4. Populations of cities, towns, and counties: April 1, 2020, to April 1, 2024

<sup>1</sup> The 2021 estimates in this table were revised November 30, 2021, after the 2020 Census P.L. 94-171 became available. These 2021 estimates supersede the estimates OFM released on June 30, 2021.

Figure 4-1 shows the growth per year of Millwood compared to Spokane County from 2018 to 2024. Millwood has experienced an average growth rate of 1.2% from 2018 to 2024, compared to Spokane County at 1.6%. Millwood's lowest growth per year was 0% and the highest growth per year was 4.79%, corresponding with the 2020 US Census.

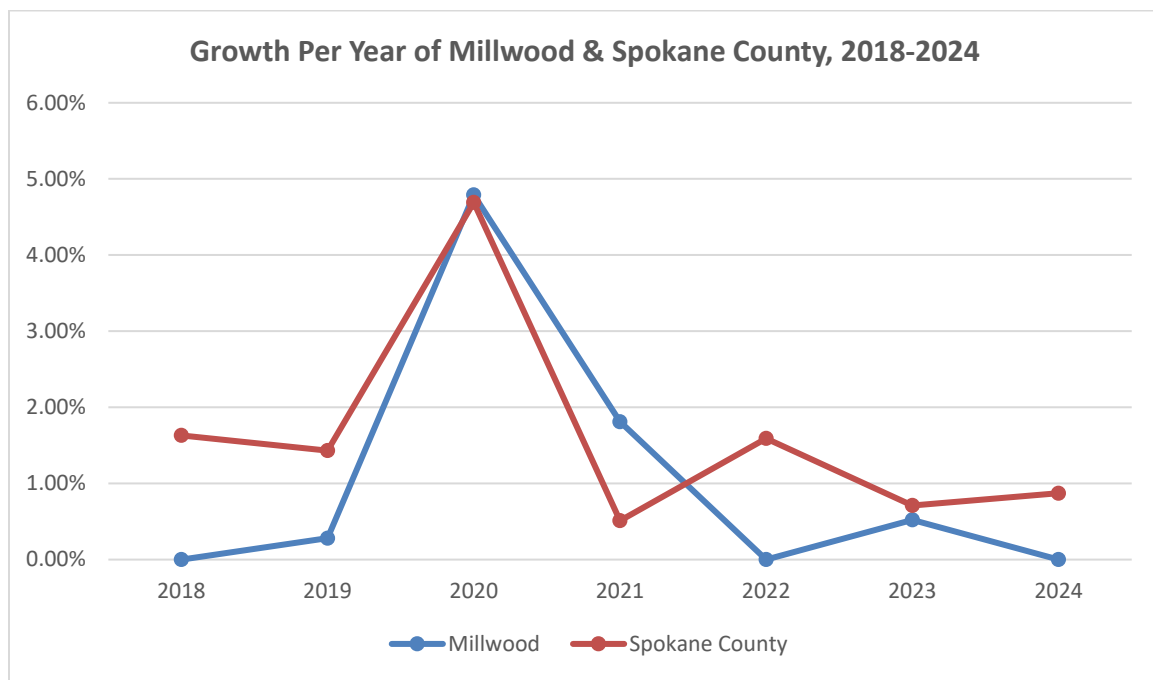


Figure 4-1: Growth Per Year of Millwood vs. Spokane County, 2018-2024

	2010	2011	2012	2013	2014	2015	2016	2017	2018
Millwood	1,786	1,785	1,785	1,790	1,785	1,790	1,790	1,790	1,790
Spokane County	471,221	472,650	475,600	480,000	484,500	488,310	492,530	499,800	507,950
Millwood's Percent of	.38%	.38%	.38%	.37%	.37%	.37%	.36%	.36%	.35%



County's Pop.									
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Source: Office of Financial Management, Postcensal Estimates 1960-2018.

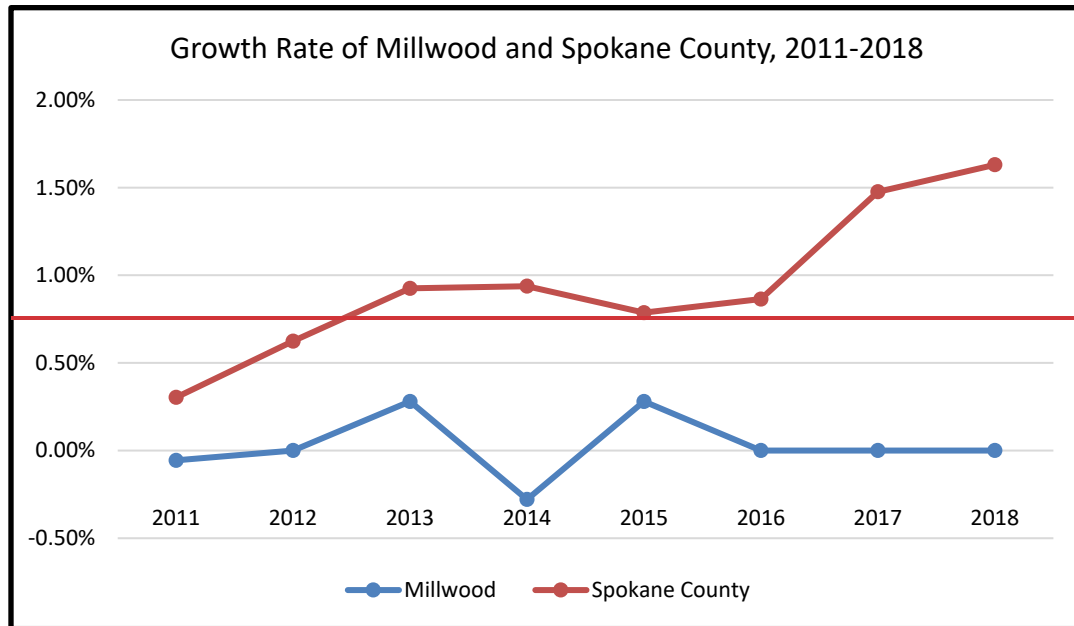


Figure 4-1: Growth Rate of Millwood vs. Spokane County, 2011-2018

### Age Distribution

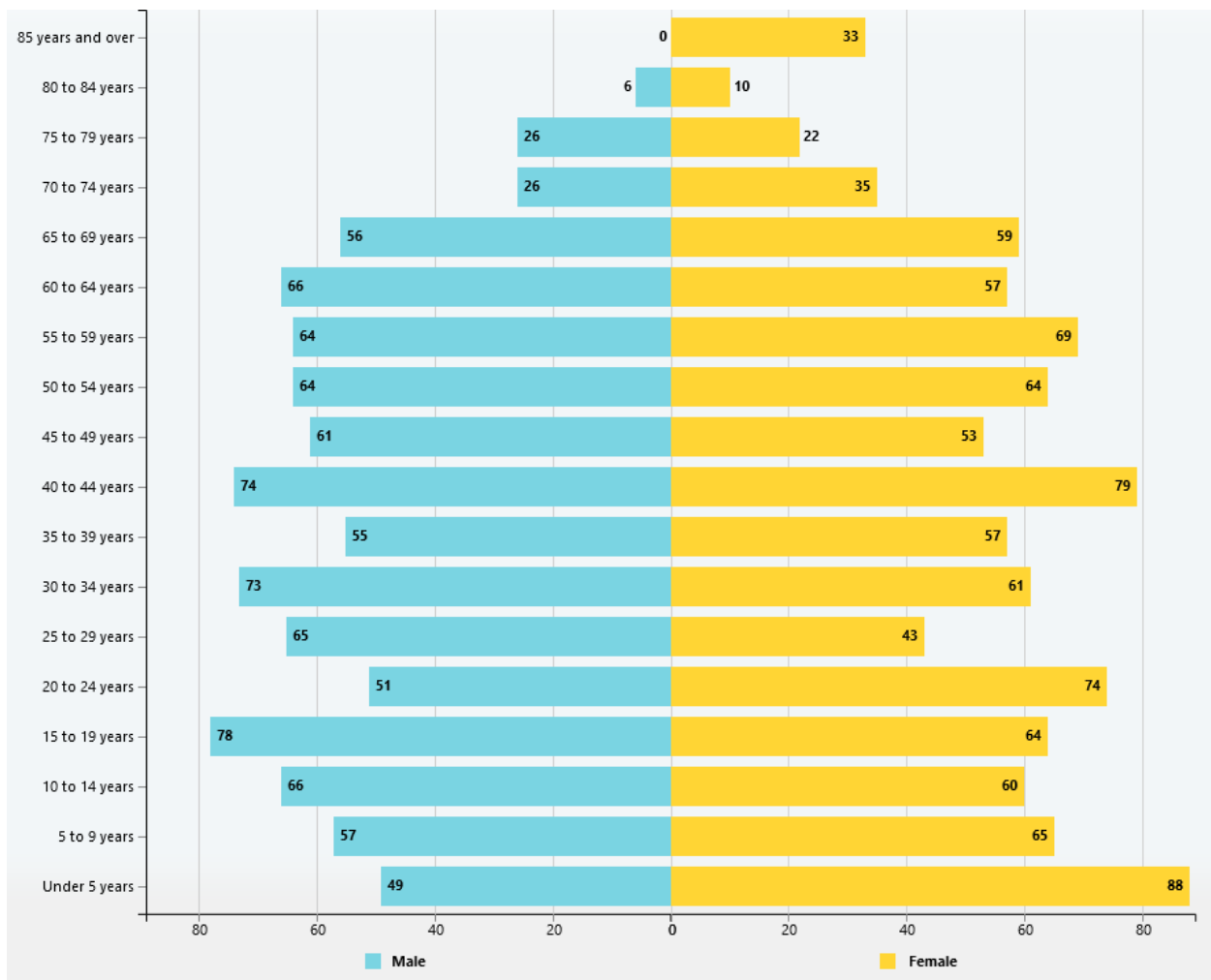
The median age in the City of Millwood is 40.937.4 years, and the median age for Spokane County is 37.338.7 years of age (2012-20162022 American Community Survey 5-Year Estimates). According to Table 4-3 the younger population group, between birth and 19 years, and the older population group, 55 years and up, are close in size. The 55 and up age group will likely continue to increase as the large distribution of population currently in the 25 to 54-year groups ages and lives longer. There may be a need for increased senior services due to the aging of the population likely to occur over the next 20 years in addition to services for the youth.

Table 74-3: Age Distribution for City of Millwood

Age Group	City of Millwood, estimate	Percent of Total	Spokane County (%)
<5	106	6.4	6.2
5 to 9	70	4.2	6.2
10 to 14	126	7.6	6.3
15 to 19	91	5.5	6.5
20 to 24	84	5.1	7.7

25 to 34	201	12.1	14.3
35 to 44	222	13.4	11.9
45 to 54	278	16.8	13
55 to 59	115	6.9	6.8
60 to 64	118	7.1	6.4
65 to 74	146	8.8	8.6
75 to 84	58	3.5	4.3
85+	40	2.4	1.9
Total	1,655	100.0	100.0

Source: American FactFinder – 2012–2016 American Community Survey 5-Year Estimates



## Racial Distribution

According to Table 4-4, most people in Millwood fall under the white racial category, which accounts for over 92% of the city's total population. Other racial distribution categories, combined, account for a little over 7% of the city's population. This closely resembles the racial distribution of Spokane County. Data provided by the WA State Department of Commerce has been included with Figure and Chart labels to represent current demographics and a comparison to 2015 demographics. Millwood's racial distribution has gotten less diverse since 2015, while Spokane County as a whole has gotten slightly more diverse. According to 2022 ACS 5 Year Estimates, 2.1% of the Millwood population speaks a language other than English at home (Spanish, Other Indo-European languages, and Asian/Pacific Islander languages).

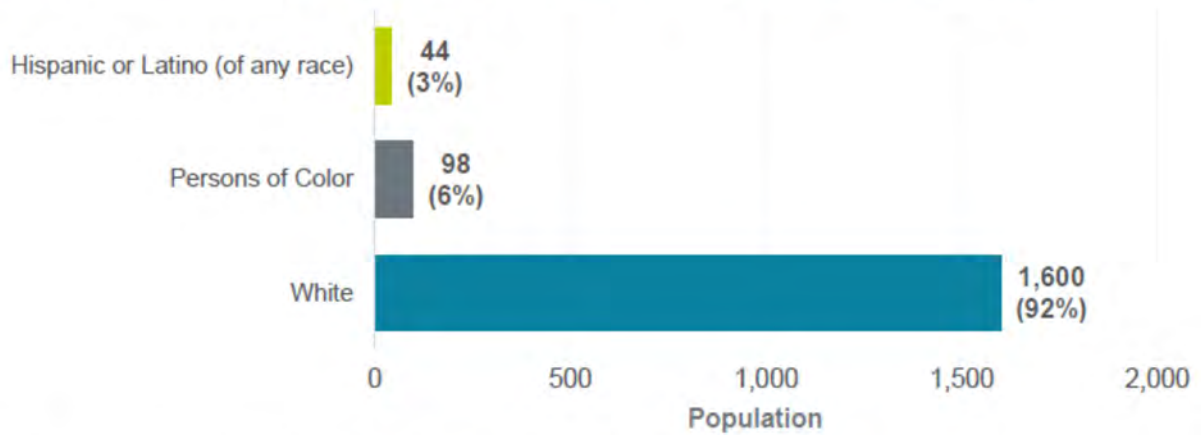
Table 8: Racial Distribution

Race	City of Millwood	Percent of Total	Spokane County (%)
White	1,537	92.9	88.8
Black or African American	63	3.8	1.8
American Indian or Alaskan Native	12	0.7	1.3
Asian	6	0.4	2.3
Native Hawaiian and Other Pacific Islander	3	0.2	0.4
Other Race	7	0.4	1.2
Two or More Races	27	1.6	4.1
Total	1,655	100.00	100.0

Source: American FactFinder — 2012-2016 American Community Survey 5 Year Estimates

Figure 4-2: Millwood population by race and Hispanic ethnicity, 2020

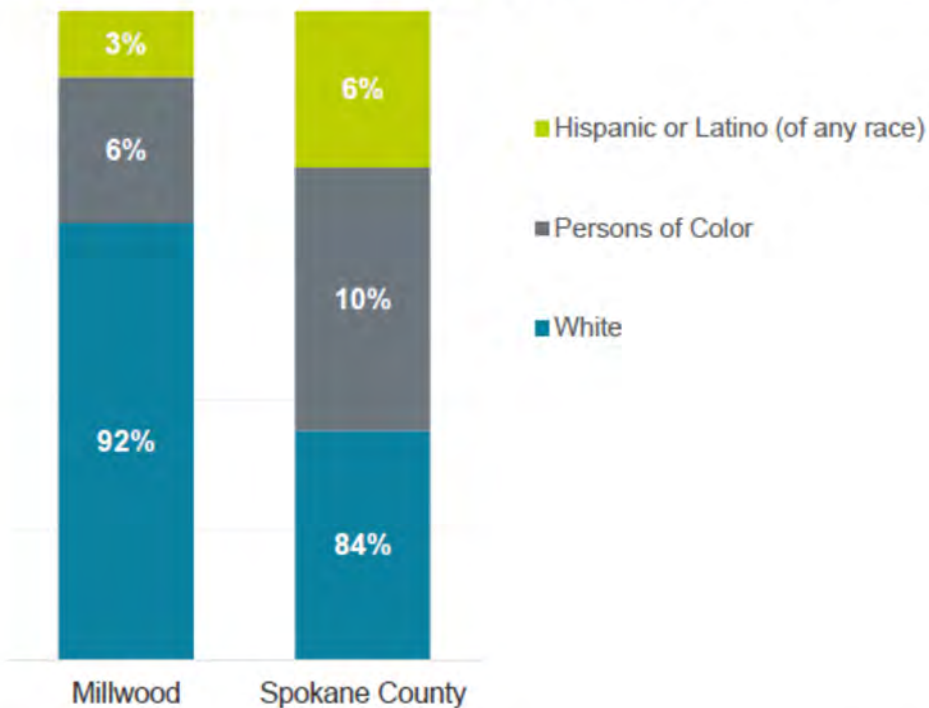
**Chart 1a. Millwood population by race and Hispanic ethnicity, 2020**



Source: US Census Bureau, 2016-2020 American Community Survey 5-Year Estimates (Table DP05); Washington Department of Commerce, 2023

Figure 4-3: Racial composition of Millwood and Spokane County, 2020

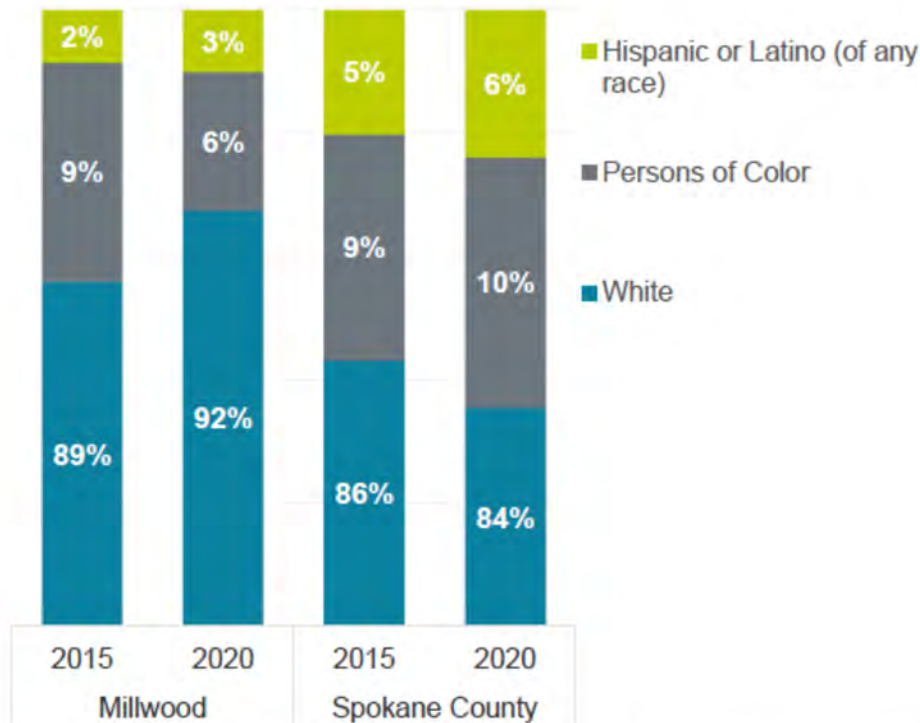
**Chart 2a. Racial composition of Millwood and Spokane County, 2020**



Source: US Census Bureau, 2016-2020 American Community Survey 5-Year Estimates (Table DP05); Washington Department of Commerce, 2023

Figure 4-4: Racial composition of Millwood and Spokane County, 2015 and 2020

**Chart 3. Racial composition of Millwood and Spokane County, 2015 and 2020**



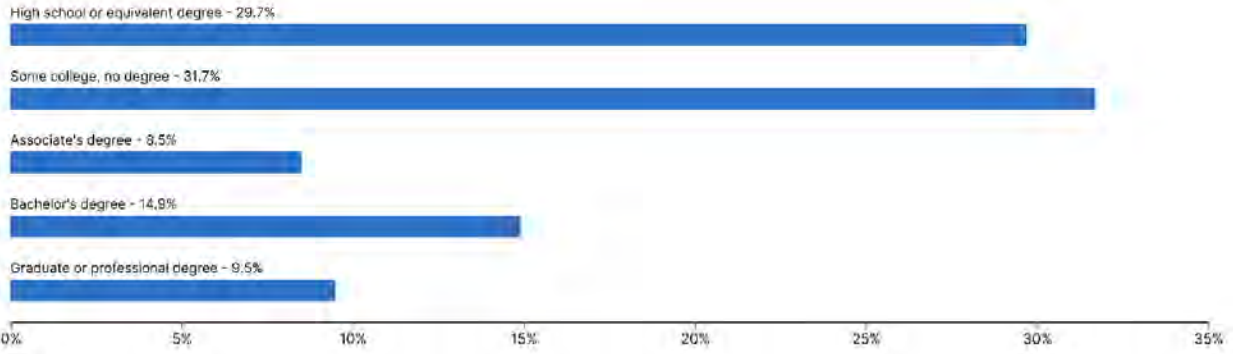
Source: US Census Bureau, 2011-2015 and 2016-2020 American Community Survey 5-Year Estimates (Table DP05); Washington Department of Commerce, 2023

### Educational Attainment

Table-Figure 4-5 shows the distribution of educational attainment among the population that is 25 years of age or older. This data shows that those with no high school diploma ('Less than 9th Grade' plus '9th to 12th Grade, No Diploma' categories) make up 7.5% of the population. Many residents have obtained a high school diploma as their highest degree achieved ('High School Graduate' plus 'Some College, No Degree' categories) at 58.8% of the population. About one third (33.6%) of the city's population has achieved a college-level degree ('Associate Degree' plus 'Bachelor's Degree' plus 'Graduate or Professional Degree' combined). Millwood's distribution of educational attainment is similar to the distribution in Spokane County, however, the county has a slightly higher rate of college-level degree attainment at 40.8% of the population. The majority of the city population (61.4%) have a high school diploma or some college with no degree. Only 32.9% of the city population has a college degree (Associate, Bachelor, or Graduate/Professional) compared to 44.9% of Spokane County.

Figure 4-5: Educational Attainment of City Population 25 Years and Older





Source: 2022 American Community Survey 5 Year Estimate

**Table 9: Educational Attainment of Population 25 Years and Older**

Population 25-year and over	City of Millwood	Percent of Total	Spokane County (%)
Less than 9 <sup>th</sup> Grade	32	2.7	2.0
9 <sup>th</sup> to 12 <sup>th</sup> Grade, No Diploma	57	4.8	4.9
High School Graduate	319	27.1	25.1
Some College, No Degree	374	31.7	27.2
Associate Degree	143	12.1	12.0
Bachelor's Degree	179	15.2	18.2
Graduate or Professional Degree	74	6.3	10.6
Total persons >25 years	1,178	100.00	100.00

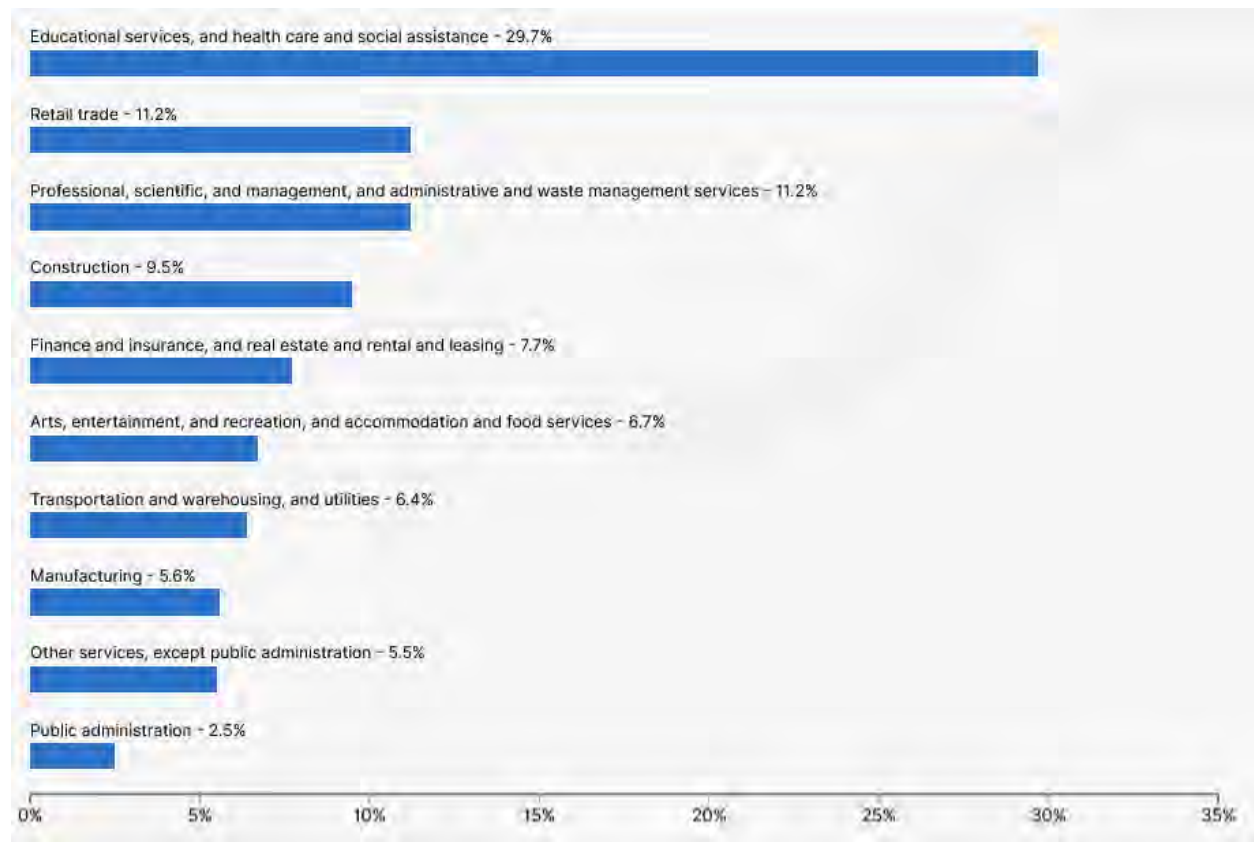
Source: 2012-2016 American Community Survey 5 Year Estimate

## Employment

There are approximately ~~1,330~~1,375 people of working age (age 16 or older) living in Millwood. Of this total, ~~807 (60.7%)~~66.5% are employed compared to approximately 62% in Spokane County. According to Table-Figure 4-6, the largest employment sector in the City of Millwood is in the management, business, science, and arts occupations~~educational services, and health care, and social assistance occupations~~, which account for ~~27.6%~~29.7% of all occupations. ~~Other major occupational categories in Millwood are sales and office occupations, at 22.4%, and service occupations at 23.8%. Natural resources, construction, and maintenance occupations account for 14.5%, and production, transportation, and material moving occupations account for the final 11.6%.~~

~~Spokane County has a similar distribution of occupations, but with an even higher percentage of management, business, science, and arts occupations at 35.2%. Sales and office occupations (26.0%) and service occupations (19.4%) in the county, like the city, are the next major employment categories. The county has the exact same percentage of employees working in production, transportation, and material moving occupations at 11.6%. Natural resources, construction, and maintenance occupations only make up about 7.7% of employment at the county level.~~

Figure 4-6: Industry for the Civilian Employed Population 16 Years and Over



Source: 2022 American Community Survey 5 Year Estimate

**Table 10: Occupation of Employed Persons**

Occupation	Workers	Percent of Total	Spokane County (%)
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Management, business, science, and arts occupations	223	27.6	35.2
Sales and office occupations	192	22.4	26.0
Service occupations	181	23.8	19.4
Natural resources, construction, and maintenance occupations	117	14.5	7.7
Production, Transportation and material moving occupations	94	11.6	11.6
Employed Civilian Population 16 years and over	807	100.0	100.0

Source: Economic Characteristics, 2012-2016 American Community Survey 5-Year Estimates

## Income

The largest income category in Millwood is the \$50,000 to \$74,999 range, which applies to 27.1% of households, as shown in Table 4-7. total households have an annual income below \$50,000 is at 44.4%, while many households, at 55.7%, earn over \$50,000 annually. In comparison, 50.6% of households in Spokane County and 60.2% of households in Washington State make over \$50,000 per year.

As Table 4-7 shows, the median household income for Millwood in 2016 was \$54,000 per year. According to 2022 ACS 5 Year Estimates, the median household income for Millwood in 2022 was \$70,313, an increase of \$16,313 or an approximately 23% increase in six (6) years. The Spokane County median household income in 2016 was \$50,550 and the Washington State median household income in 2016 was \$62,848. In 2022, the Spokane County median household income was \$70,394 (an approximately 28% increase from 2016) and Washington State was \$94,605 (an approximately 33% increase from 2016). Millwood's median income is trailing behind the increase percentages for Spokane County by 5% and Washington State by 10%.

Figure 4-7 shows the number of Millwood households by income category and race, 2019. Almost 40% of Millwood's total households fall into the extremely low, very low, and low-income categories. Figure 4-8 shows Millwood's distribution of households by income and race, 2019. The majority of Millwood white households fall into the moderate income to above median income categories while the majority of Millwood's households of color fall into the extremely low-income category or low-income category. Figure 4-9 shows Millwood's percentage of households by income category and race for 2015 vs. 2020. Income category percentage only changed slightly when looking at all households, but significant changes were recorded for various households of color.

Overall, Millwood tends to have a higher household income than Spokane County, but less than Washington State as a whole.

**Table 11: Percentage of Households in Each Income Category, 2016**

Income	Millwood (%)	Spokane County (%)	Washington (%)
<\$10,000	7.8	7.7	5.9

<del>\$10,000 to \$14,999</del>	<del>2.5</del>	<del>5.3</del>	<del>4.0</del>
<del>\$15,000 to \$24,999</del>	<del>11.6</del>	<del>11.0</del>	<del>8.4</del>
<del>\$25,000 to \$34,999</del>	<del>8.2</del>	<del>11.2</del>	<del>8.7</del>
<del>\$35,000 to \$49,999</del>	<del>14.3</del>	<del>14.3</del>	<del>12.7</del>
<del>\$50,000 to \$74,999</del>	<del>27.1</del>	<del>19.1</del>	<del>18.4</del>
<del>\$75,000 to \$99,999</del>	<del>12.8</del>	<del>12.6</del>	<del>13.4</del>
<del>\$100,000 to \$149,999</del>	<del>12.1</del>	<del>11.8</del>	<del>15.6</del>
<del>\$150,000 to \$199,999</del>	<del>2.3</del>	<del>4.1</del>	<del>6.5</del>
<del>\$200,000 or more</del>	<del>1.4</del>	<del>3.0</del>	<del>6.3</del>
Median household income	\$54,000	50,550	\$62,848

~~Source: Economic Characteristics, 2012-2016 American Community Survey 5-Year Estimates~~

Figure 4-7: Millwood number of households by income category and race in 2019

Chart 13a. Millwood number of households by income category and race, 2019

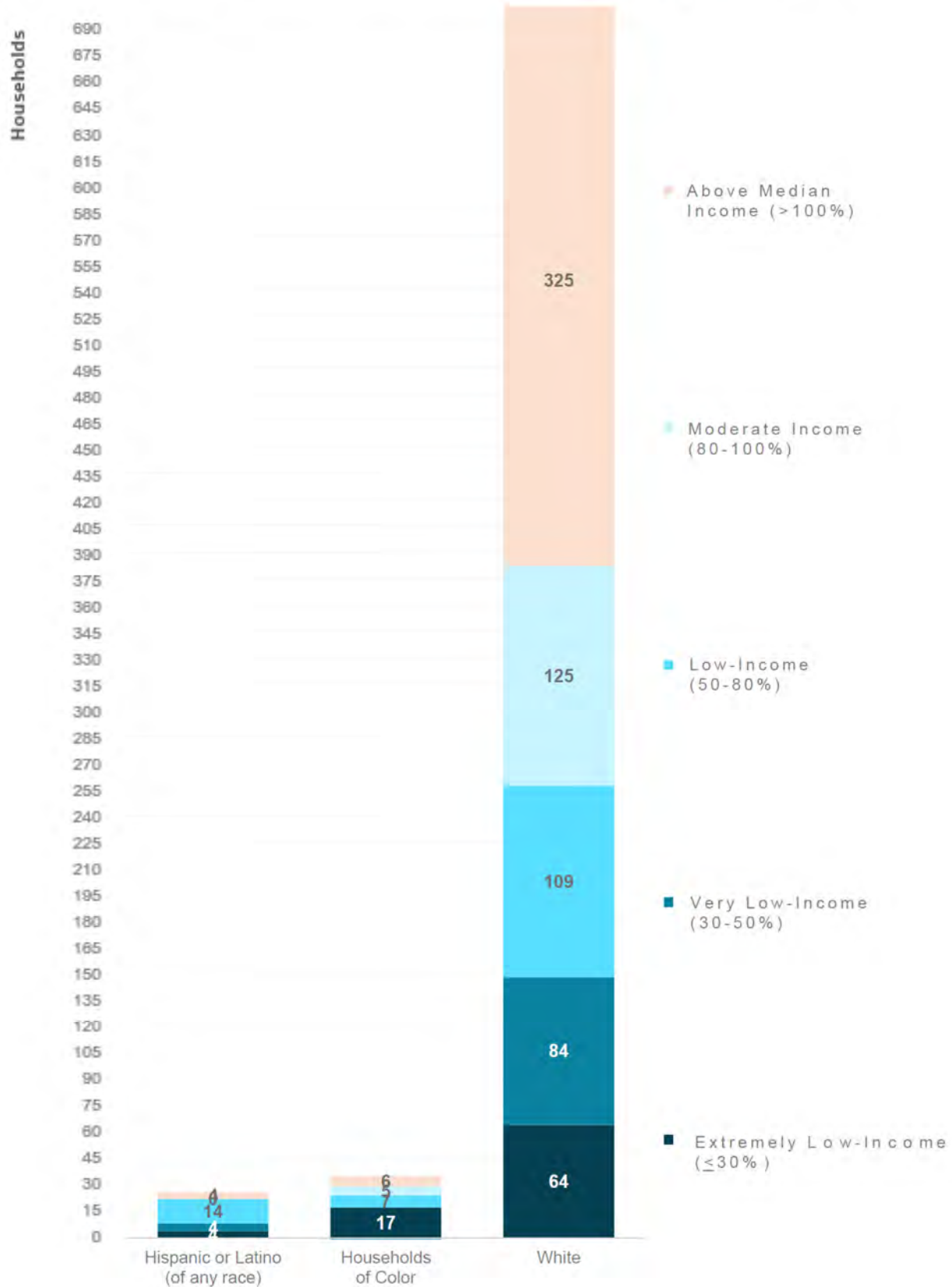
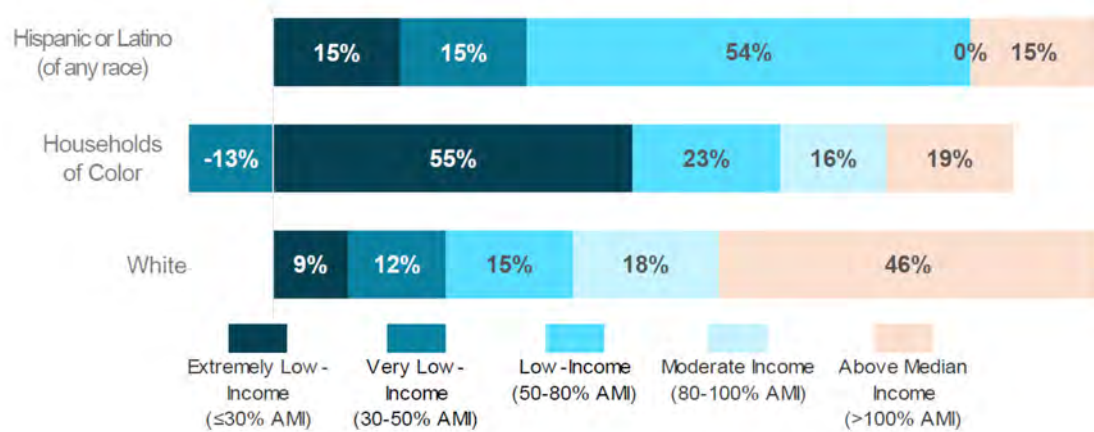


Figure 4-8: Millwood distribution of households by income and race or ethnicity in 2019

**Chart 14a. Millwood distribution of households by income and race or ethnicity, 2019**

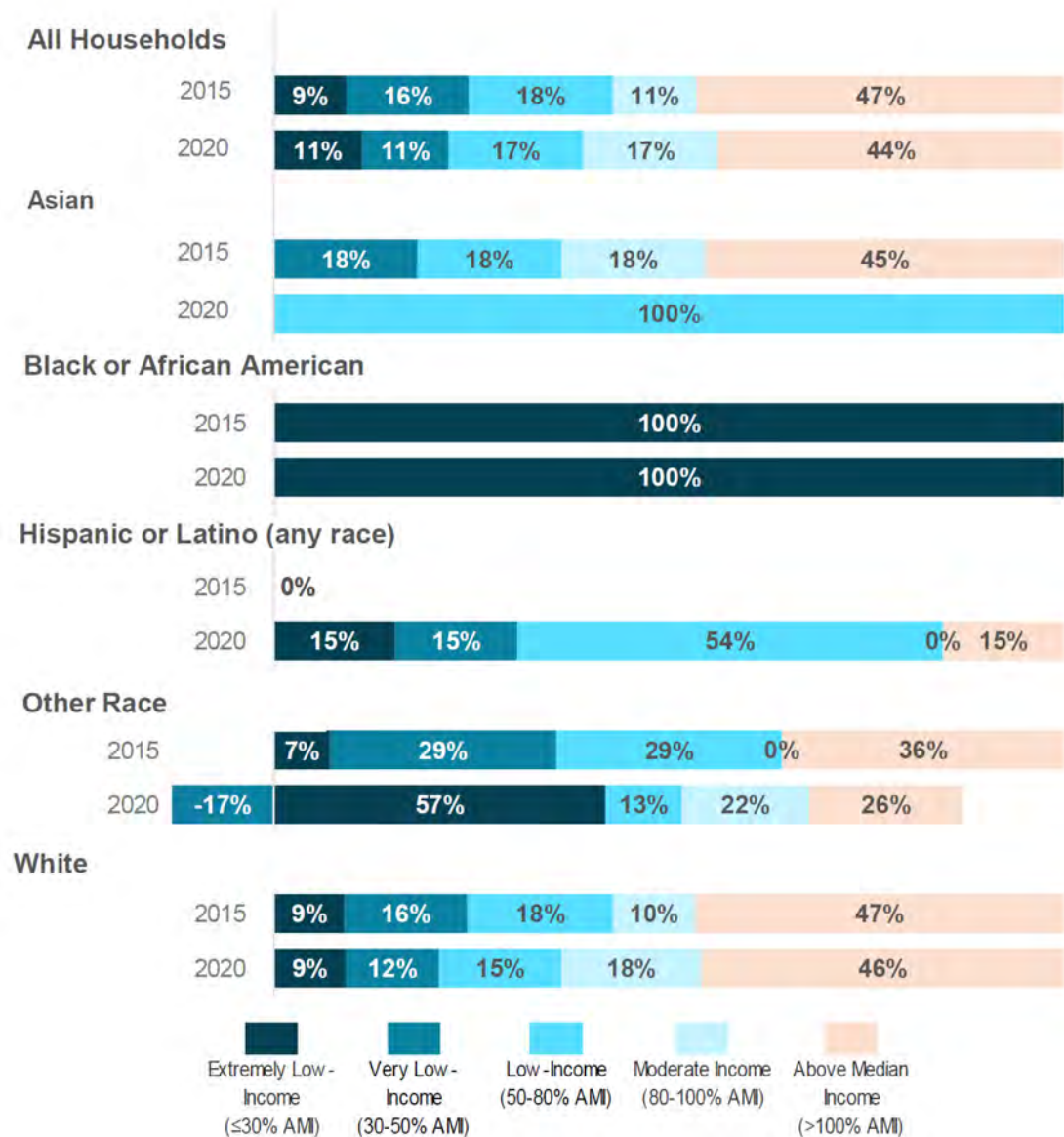


Sources: US HUD, 2015-2019 Comprehensive Housing Affordability Strategy (CHAS) (Table 1)

Figure 4-9: Millwood percentage of households by income category and race (2015 vs. 2020)



**Chart 15. Millwood percentage of all households by income category and race, (2010 - 2014 vs 2015 - 2019)**



Sources: US HUD, 2015-2019 Comprehensive Housing Affordability Strategy (CHAS) (Table 1)

[Additional demographic information for the City of Millwood is contained in Chapter 6, Housing and Chapter 10, Parks and Recreation.](#)

## 4.34 PROJECTIONS

### Population Forecast Method

A first step to ensuring comprehensive plans, development regulations and urban growth areas comply with the requirements of the GMA, local jurisdictions adopt a population forecast. Forecasts and allocations are adopted by the Board of County Commissioners following recommendations by the Planning Technical Advisory Committee (PTAC) and the Steering Committee of Elected Officials (SCEO). The PTAC recommends the population forecast, for each city and town, to the Office of Financial Management (OFM) for the 2037-2046 forecast. ~~Within Spokane County, estimated medium growth of 583,409 was forecasted for cities and towns based on historic growth patterns.~~ The PTAC recommendation for population forecasts is intended to provide a reasoned forecast of population combining historic growth patterns with forecasts of countywide populations provided by OFM.

### Millwood Population Forecast

On ~~August 3, 2016~~June 18, 2024, the Board of County Commissioners for Spokane County adopted a population forecast for planning purposes under approved BoCC Resolution ~~24-0348 2016-0553~~ (See Appendix C). The forecast utilized the Office of Financial Management's medium level forecast for Spokane County. ~~The resolution allocated a population of 1,947 to the City of Millwood by 2037.~~

The resolution allocated the City of Millwood 0.05% of Spokane County's growth through the year 2046, equating to a 2046 population of 1,974 or an additional 49 persons, a decrease of 0.12% from the 2017 Periodic Update Cycle. With a 2023/2024 baseline population of 1,925 and an allocated population of 1,974 in 2046, the City of Millwood is planning for a 0.11% rate of growth over the next 20 years or 0.30% of Spokane County's projected population in 2046.

## 4.5 LAND CAPACITY ANALYSIS (LCA)

As part of the 2026 Periodic Update, the City of Millwood was tasked with completing a Land Capacity Analysis (LCA), in accordance with the adopted methodology for Spokane County. The Millwood LCA (see Appendix D) was done conservatively, factoring in historic development patterns. The City of Millwood's LCA was completed in December 2024 and submitted to Spokane County on January 7, 2025, for inclusion in the Land Capacity Analysis for Spokane County that is being completed as part of the 2026 Periodic Update process. Table 4-8 below summarizes the results of the Millwood LCA.

- The City's LCA was completed per the 2024 adopted Spokane County Land Capacity Analysis (LCA) Methodology.
- Millwood has vacant and underutilized land, no partially utilized land (as defined in the methodology).
- A 30% market factor reduction was incorporated.
- Per the US Census Bureau 2022 American Community Survey (ACS), Millwood has an average of 2.44 persons per household.
- Millwood's LCA has determined that the City has adequate capacity, without expanding our surrounding UGA, to accommodate our designated population allocation of 49 additional persons (0.05% of Spokane County population).
- As of November 2024, Millwood needs to plan for up to 106 additional housing units (dependent on share of housing % allocated to the City of Millwood) with housing units allocated across income bands as well as 2 - 5 temporary emergency housing units.

- Total population and housing allocation can be accommodated within Millwood's UGA, which is the City boundary, under current zoning designations utilizing infill development; however, code amendments will be required to comply with state legislation for Accessory Dwelling Units (ADU) and the Housing for All Planning Tool (HAPT) for allocated housing units across income bands and number of units.

Table 4-8: Millwood LCA Summary

**Comparison (Step #6) and Conclusions**

<b>Zoning Category</b>	<b>Vacant &amp; Underutilized Remaining Available Land</b>	<b>Total Dwelling Unit Capacity (Vacant &amp; Underutilized Land)</b>	<b>Estimated Additional Population</b>
Industrial (I-1 & I-2)	1.23 Acres	N/A	12.30 - 18.45 Employees
Commercial (C-1* & C-2**)	4.35 - 5.53 Acres	Varies	52.20 - 110.60 Employees
Residential (UR-1, UR-2, & UR-3)	3.85 Acres	53.04	129.42 People
* Additional residential units on parcels without a commercial use or with mixed use can also be accommodated in the <u>C-1 zone</u> based on current development regulations, but likely at a smaller household/family size.			
<b>** Additional residential units can also be accommodated in the <u>C-2 zone</u> through mixed use based on current development regulations, but likely at a smaller household/family size.</b> <b>Example:</b> C-2 has an 85% mixed use lot coverage with the opportunity for shared parking and 2.87 acres (125,017 sq. feet) of remaining available land. Using a typical three-story (3 story), 10,950 sq. ft mixed use building that encompasses a footprint of 3,650 sq. ft (0.08 acres) with at least 25% of the building or one floor being devoted to residential and units sized at approximately 750 sq. ft. each, the building could accommodate 4 units. Based on this example building, if 15% of the available land (18,752 sq. ft.) was utilized for mixed use, the land could accommodate an additional 20 units.			
<b>Housing Allocation (per HAPT for Spokane County)</b>	<b>As of November 2024, Millwood needs to plan for up to 106 additional housing units (dependent on share of housing % allocated to the City of Millwood) with housing units allocated across income bands as well as 2 - 5 temporary emergency housing units.</b>		

**Total population and housing allocation can be accommodated within Millwood's Urban Growth Area (UGA) which is the City boundary, under current zoning designations utilizing infill development; however, code amendments will be required to comply with state legislation for Accessory Dwelling Units (ADU) and the Housing for All Planning Tool (HAPT) for allocated housing units across income bands and number of units.**

#### **4.4-6 RELEVANCE TO THIS PLAN**

Overall, the population of Millwood is not expected to change or grow significantly in the near future. While the population of the surrounding region continues to grow at a more rapid rate. The City of Millwood will maintain a slow and steady increase in population growth. The city ~~anticipates, with the growth of 139 people by the year 2037, all~~anticipates all required planning elements are within a level of service to accommodate ~~this~~the projected growth.