

# The City of Millwood



2015 Comprehensive Plan



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## Comprehensive Plan Updates Amendments Adopted Since 2009

<b>Adoption Date</b>	<b>Ordinance</b>	<b>Element</b>
October 4, 2010	403	Historic Preservation
December 6, 2010	406	Capital Facilities
December 13, 2011	424	Capital Facilities
May 8, 2012	433	Land Use
August 13, 2013	447	Land Use
January 28, 2014	454	Land Use
February 10, 2015	471	Land Use

# CHAPTER 1 - INTRODUCTION

## 1.1 INTRODUCTION

The City of Millwood is small in size, urban in development, and bound by 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.

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



**Figure 1 - The City of Millwood has a scenic stretch of the Spokane River defining its northern boundary. Photo: City of Millwood**

## 1.2 STUDY AREA

The City of Millwood is located in east central Spokane County approximately ¼ mile east of the City of Spokane. Millwood has a population of 1,714 (Census Bureau, 2010) and is approximately 7/10 of a square mile within its incorporated boundaries.

## 1.3 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. The Mullan Road used this crossing 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 Woodards.

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 1900's dream of owning rural land within easy commuting distance to shopping and job - 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 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



**Figure 2 – The mill provides the namesake for the community and still produces paper for the newspaper industry. Photo: City of Millwood**

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 1700. Inland Empire Paper Company continues to produce paper in the city center.

## **1.4 GROWTH MANAGEMENT ACT**

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, Spokane County and all of the cities within the county were required to plan according to the GMA as of 1994.



## 1.5 COMPREHENSIVE PLANNING

A network of streets, utilities and communication modes tie together a community, and link that community with the region. A municipality is a complex structure providing many of these services to the community and individuals. 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. The plan should insure efficient expenditure of public funds.

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

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.

## 1.6 MILLWOOD'S COMPREHENSIVE PLAN

Millwood has prepared this Comprehensive Plan in accordance with the State Growth Management Act of 1990, as amended. The Plan confronts growth and development issues facing the City during a period of moderate to heavy growth in Spokane 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 the County-wide Planning Policies are the basis for this document. This plan has been reviewed by other local agencies and jurisdictions for overall regional consistency.



**Figure 3 – The City Hall provides a meeting place for the community. Photo: City of Millwood**

The Plan for Millwood is medium to long range in nature, covering needs for a projected twenty years (2009-2030). To maintain the effectiveness of the plan, it must be reviewed on a regular basis and revised. In most cases, the State of Washington limits these updates to once a year (RCW 36.70A.130).

The Plan includes the following elements:

- Land Use
- Housing
- Transportation
- Utilities
- Capital Facilities
- Siting Essential Public Facilities

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 annual review and update of the plan. Implementation measures shall be consistent with the goals and policies set forth in this plan,

The Plan's revision in 2009 was completed in order to ensure its compliance with the GMA, as required by that act. The baseline condition in the original Plan from 1997 was left unchanged. The future condition for 2030 is based on the baseline condition with updated data and conditions for 2009 where fresh data is available.

## **1.7 ALTERNATIVE GROWTH SCENARIOS**

This Plan considered two alternative growth scenarios, or land use alternatives, summarized below:

**Existing Zoning Alternative.** The objective is to accommodate the 20-year forecasted growth within the current corporate boundary by using vacant and under-utilized parcels.

**Guided Redevelopment Alternative.** The objective is to accommodate the 20-year forecasted growth within the current corporate boundary by focusing on redevelopment of parcels along major arterials and in commercial districts while encouraging mixed use development.

## CHAPTER 2 - STATE GOALS AND REQUIREMENTS

### 2.1 GROWTH MANAGEMENT ACT GOALS

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, and especially to the environment and sustainable economic development, the state legislature enacted the Growth Management Act (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 land use 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:

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

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

**Transportation.** Encourage efficient, multi-modal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.

**Housing.** 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.** Property rights shall not be taken for public use without just compensation having been made. The property rights of land owners 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-base 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, enhance recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities.

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

**Citizen Participation.** Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.

**Public Facilities and Services.** Ensure that 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.

## **2.2 GROWTH MANAGEMENT ACT REQUIREMENTS**

The GMA sets forth the following planning requirements which apply to all counties and cities required to plan, or choosing to plan, under the GMA:

- Prepare county-wide planning policies. Each jurisdiction's comprehensive plan will be reviewed against the policies.
- Require coordination between counties and cities to define urban growth areas (i.e. the extent of urban development). Population will be allocated among the urban growth areas. Each jurisdiction must plan appropriately in its urban growth area to accommodate the population expected.
- Define critical areas and adopt interim guidelines to regulate critical areas such as wetlands, mineral resources, aquifer recharge areas, geologic hazard areas, etc.
- Prepare a comprehensive plan which must include the following elements: Land Use, Housing, Transportation, Capital Facilities, and Utilities. As an option, the comprehensive plans may include elements for Conservations, Solar Energy, Economic Development, Recreation, and Sub-Area Plans. The elements must address the State planning goals identified in the GMA and county-wide planning policies.
- Adopt regulations consistent with and that implement the comprehensive plan (e.g. revise the zoning ordinance, subdivision ordinance, etc., or prepare new implementation mechanisms).

In July 1991, while the local planning process was already underway, the State Legislature passed Re-engrossed Substitute House Bill 1025, a series of amendments to the GMA. Most importantly, RESHB 1025 mandates:

- Adoption of county-wide planning policies. Accordingly, Spokane County developed such policies, and this plan conforms to them (RCW 36.70A.210).
- That comprehensive plans provide for the siting of essential public facilities, including any that might be locally undesired but necessary for the region (RCW 36.70A.200).

## **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 (there they say “in accordance with” instead of “consistent with”), and has been continually strengthened by state statutes and court decisions.

Another important tenet of the GMA is *concurrency*, meaning that 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.

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 refined by the concept of Urban Growth Areas, 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.

## **CHAPTER 3 – REGIONAL PLANNING AND UPDATES**

### **3.1 COUNTY-WIDE PLANNING POLICIES**

In 1991, the State Legislature amended the Growth Management Act (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 Countywide 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. The Policies are categorized as follows:

- Implementation of Urban Growth Areas (UGAs).
- Promotion of contiguous and orderly development of urban services.
- Siting of countywide or statewide public capital facilities.
- Parks and open space.
- Countywide transportation facilities and strategies.
- Considering the need for affordable housing for all economic segments.
- Joint County and City planning within UGAs.
- Countywide economic development and employment.
- Producing an analysis of the fiscal impact of GMA.

### **3.2 AMENDMENT PROCESS**

Amendments to the Comprehensive Plan must be consistent with the requirements of RCW 36.70A.130. 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)

### **3.3 PUBLIC PARTICIPATION PROGRAM**

The GMA requires the City to provide for public participation in the development and amendment of comprehensive land use plan and development regulations implementing such plan as outlined in RCW 36.70A.140.

The City should provide for wide distribution of proposals and alternatives, opportunity for written comments, public meetings, 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. Examples of reasonable notice provisions include:

Posting the property for site-specific proposals;

Publishing notice in a newspaper of general circulation in the county, city, or general area where the proposal is located or that will be affected by the proposal;

Notifying public or private groups with known interest in a certain proposal or in the type of proposal being considered;

Placing notices in appropriate regional, neighborhood, ethnic, or trade journals; and

Publishing notice in agency newsletters or sending notice to agency mailing lists, including general lists or lists for specific proposals or subject areas.



## CHAPTER 4 - THE COMMUNITY AND ITS GOALS

### 4.1 CITIZEN PARTICIPATION

Millwood's community visioning began in February of 1993 with a survey questionnaire hand delivered to all households within Millwood city limits. The return rate was approximately 17 percent. Top planning issues included Argonne Road, police, fire, and water service. At an open house in June 1993, a task force divided into three groups to vision for the central business district, parks and open space, and land use.

Two Land Use element meetings were held in 1996. During the first meeting, citizens broke up into individual groups and created land use maps according to how they wanted the City to look in the future. At the second meeting 1996, a future land use map was created incorporating all four of the previous land use alternative maps.

In 1997, several meetings were held, each emphasizing a different element of the 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 1997 meeting and citizens began to determine the Level of Service (LOS) for transportation within the City. In September of the same year, 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 from the transportation meetings.



**Figure 4 – Millwood's commercial development supports a community of mostly single-family homes. Photo: City of Millwood**

### 4.2 COMMUNITY VISIONING

The over-all goal from the Community Visioning is that the City of Millwood would like to preserve its character and identity, its "small town atmosphere". This goal can be accomplished through policies and

actions, which are appropriate for our community. The goals identified below are deemed to be essential in maintaining a satisfactory quality of life for Millwood. These goals will guide the Plan implementation. As the Plan is updated to account for changing conditions the goals will provide direction for such revisions.

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.

At the 1996 Land Use Element meetings, Millwood's residents envisioned the City being distinguishable from the rest of the Spokane Valley with an attractive and inviting Central Business District and at least two commercial ones by the year 2016. The City will have a variety of housing types available, while preserving its two distinguished residential areas, a more compact neighborhood to the west of Argonne Road, and an area of larger lot residential units to the east. Greater public access to the river and a pedestrian trail are also desired. The following are specific visions from the Land Use Element meetings:

*Central Business District:* Shall remain a dense commercial area along Argonne Road and shall be made visually distinct from the other commercial areas. Additional parking space is needed to encourage travelers to stop and shop.

*Commercial Development:* The commercial areas on Argonne Road shall be distinguished from the commercial areas on Trent Road (Highway 290) by the type of business that will be allowed. Small retail and service businesses and offices will be allowed on Argonne Road and supermarkets and other high-traffic generating (regional) businesses will be restricted to 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 residents want to limit the type of industry that would replace it. They agreed that light industrial uses or commercial businesses would be appropriate for the site, perhaps even some housing.

*Housing:* In addition to single family, two-family, 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 on the east side of the City to preserve the open character of that development, while other residential areas of the City will maintain a more compact density.

*Public and Open Space:* The City shall try to purchase land on the northeast side of 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 river. Pedestrian access to the Spokane 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 all the parks and the river could be realized if the railway along Euclid Avenue and Empire Way and the spur line on Inland Empire Paper Company's south border were purchased.

*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.

### **4.3 GENERAL GOALS**

The land use goals for Millwood have been aimed at maintaining the "small town character" of the community. In order to protect the City's natural setting, the efficient use of vacant or underdeveloped land should be encouraged. Design and building requirements should be part of this plan of development to ensure that the present atmosphere will be preserved. The City should promote a pedestrian-oriented downtown, where commercial services can be accessed by modes of transportation other than automobile. Commercial business and light industrial development should be encouraged to locate in areas zoned for that use, ones that provide good arterial access and buffers for impacts on surrounding residential areas. More generally, new economic sectors must be re-developed for the City in order to provide economic stability, additional employment opportunities, and a broader tax base.

The transportation system will play an integral part in the economic success of the downtown area. The transportation goals and policies were designed to bring about an efficient transportation system in a well-coordinated, well planned fashion as the City changes. They are also intended to improve the current condition of the area road system. Alternative forms of transportation are also important, such as mass transit to and from the City and pedestrian movement. These goals are critical to the long-term interests of the City, such as livability, economic vitality, and environmental preservation.

Housing is an integral part of maintaining the small-town atmosphere of Millwood. Millwood has successfully maintained a high quality of life in its neighborhoods with a tremendous sense of community among its citizens. Existing neighborhoods need to be strengthened, and active neighborhood communities fostered. Millwood's unique and rich local heritage, as exemplified in the Millwood Historic District, should be maintained. Active residents inject the sense of pride, community and familiarity that can perpetuate Millwood's small-town atmosphere. Together with well-integrated and high quality public facilities, services, and schools, housing will help to preserve the City's quality of life. Housing opportunities should be available to all people including low-income and special needs.

Utilities such as public sewer and water are necessary to maintain a good quality of life and to prosper. It is the goal of the City of Millwood to maintain the quality and quantity of necessary utility services so that the citizens of the City may continue to experience the excellent quality of life they now have and to prosper in the future.

Chapter 11 describes the process the city has adopted for siting essential public facilities. However, it is the City's determination that it should not be considered for additional essential public facilities due to its sensitive location and current facility burden.

Environmental goals of the City are to protect the sole source Spokane Rathdrum Prairie Aquifer through siting of appropriate land uses and storm water management regulations and to protect the Spokane River through the adoption of the Spokane (Millwood) Shoreline Master Program, as it may be amended.

# CHAPTER 5 - DEMOGRAPHICS AND PROJECTIONS

## 5.1 INTRODUCTION

The population allocated to the City in the Growth Management process is the amount of growth the City shall plan for during this 20-year Plan. During the county-wide population allocation process in 2006, the City's demographic data, service capability, and land availability were analyzed. The allocation process allocated a population of 1,750 persons as approved by the Steering Committee and the Spokane County Commissioners (Resolution No. 6-0438). The 1,750 population is through the year 2026. To have a 20-year planning horizon, the population projected for the year 2030 is calculated as outlined in Section 5.3. The population projected is the basis for this 20-year Plan. Concurrency requires services to be available to support the projected population at, or shortly after, development. Comprehensive Plan land designations are adopted based on the population projected after land quantity information is analyzed.

## 5.2 DEMOGRAPHICS

### 5.2.1 Populations

**Historic Population Trends.** Millwood experienced a moderate amount of population decline from 1960 through 1980. The rate of population loss increased moderately from 1980 to 1990. The Washington State Office of Financial Management (OFM) population estimate of 1,665 for 2008 would indicate a moderate increase in population from 1990 to 2008. This increase is largely accounted for by the annexation in 1991 of 28 acres with 59 residential units, including a total population of 105 persons, (Table 5.1)

**Table 5.1**

Millwood Historical Population Trends

	1970	1980	1990	2000	2010
Population	1,770	1,717	1,559	1,649	1,786
Percent of Change	-	-2.99%	-9.20%	5.52%	8.3%
Source: U.S. Bureau of the Census, 1990; 2000, 2010					

**Current Population Trends.** Generally, by using OFM population estimates current population trends can be shown. Because the overall population numbers for the City are small, little analysis can be done. However, between 1990 and 2008, Millwood experienced little population change. Table 5.2 compares the City's population to that of Spokane County from 1990 to 2008. The City's population has consistently been around 0.4 percent of the County's population. In 1990, the City had its highest percentage of County's population (.44 percent). In 2000 a small but steady decline begins to occur because the City's population remains steady, whereas the population of Spokane County continues to increase.

**Table 5.2**  
Current Population Trends

	2000	2001	2002	2003	2004	2005	2006	2007	2008
Millwood	1,649	1,650	1,655	1,655	1,645	1,645	1,645	1,665	1,665
Spokane County	415,000	422,400	425,600	428,600	432,000	436,300	443,800	451,200	459,000
Millwood's Share	0.40%	0.39%	0.39%	0.39%	0.38%	0.38%	0.37%	0.37%	0.36%

### 5.2.2 Age Distribution

The age distribution for Millwood is fairly evenly distributed between ages 5 and 64, as Table 5.3 demonstrates. The average age is quite a bit older than the County's, 40.2 years for Millwood compared to the County's 35.4 years. The younger group, between birth and 19 years, and the older group, 55 years and up, is close in size numerically. The 55+ age group is currently larger than the younger group and will statistically continue to increase as the large distribution of population currently in the 25 to 44 year group ages and consequently, lives longer. There may be a need for increased services due to the aging of the population which will occur over the next 20 years.

**Table 5.3**  
Age Distribution 2000

Age Group	Persons	Percent of Total	Spokane County
< 5	76	4.6	6.6
5 to 9	110	6.7	7.1
10 to 14	88	5.3	7.5
15 to 19	104	6.3	7.9
20 to 24	95	5.8	7.3
25 to 34	228	13.8	13.1
35 to 44	269	16.3	15.8
45 to 54	243	14.7	14.2
55 to 59	108	6.5	4.6
60 to 64	66	4.0	3.5
65 to 74	124	7.5	6.0
75 to 84	112	6.8	4.6
85+	26	1.6	1.8
Total	1,649	100.0	100.0

### 5.2.3 Racial Distribution

As of the 1990 Census, the white racial category accounted for over 90 percent of the City’s total population, making it by far the largest racial group within Millwood. Other racial distribution categories combined, account for a little over four percent of the City’s population.

**Table 5.4**  
Racial Distribution 2000

Race	# of Persons	Percent	Spokane County
White	1,571	95.3	91.4
Black or African American	9	0.5	1.6
American Indian or Alaskan Native	7	0.4	1.4
Asian	17	1.0	1.9
Native Hawaiian and Other Pacific Islander	2	0.1	0.2
Other Race	8	0.5	0.8
Two or More Races	35	2.1	2.8
Total	1,649	100.00	100.0

### 5.2.4 Educational Attainment

Census data for persons greater than 25 years of age shows 11.1 percent of the Millwood population has attained less than a 9<sup>th</sup> grade (high school) education. The percentage of the Millwood population not receiving a high school diploma (11.1 percent) is comparable to the Spokane County level of 10.9 percent. The majority of the City population has educationally attained a high school diploma (includes equivalency certificate or higher). Spokane County has, at 30.7 percent, a higher rate of college degree attainment than does the City at 21.8 percent.

**Table 5.5**  
Educational Attainment 2000

Educational Attainment	Millwood		Spokane County
	# of Persons	Percent	
Less than 9 <sup>th</sup> Grade	21	1.8	2.9
9 <sup>th</sup> to 12 <sup>th</sup> Grade, No Diploma	110	9.3	8.0
High School Graduate	390	33.1	26.8
Some College, No Degree	330	28.0	27.2
Associate Degree	140	11.9	10.1
Bachelor’s Degree	135	11.4	16.3
Graduate or Professional Degree	54	4.6	8.7

Total persons >25 years	1,180	100.00	100.00
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### 5.2.5 Employment

**Occupation of Employed Persons.** In the City of Millwood, sales and office occupations represented the largest number of employees, with approximately 28 percent of the Town’s total work force, slightly ahead of management and professional occupations at 27.1 percent. These two categories represent 55 percent of the employed population, indicating Millwood residents are primarily white collar employees. Service occupations have 27 percent of the employees and managerial and professional specialty occupations have just over 21 percent. For Spokane County, the percentages are very similar with a slightly smaller number of employees in the construction and production categories.

**Table 5.6**

Occupation of Employed Persons 1990

Occupation	Millwood		Spokane County
	Workers	Percent	Percentages
Management, professional and related occupations	221	27.1	33.0
Sales and office occupations	228	28.0	28.4
Service occupations	103	12.7	16.9
Farming, forestry, and fishing occupations	6	0.7	0.4
Construction, extraction and maintenance activities	105	12.9	8.6
Production, Transportation and material moving occupations	151	18.6	12.7
Employed Civilian Population 16 years and over	814	100.0	

### 5.2.6 Income

The largest income category in Millwood is the \$35,000 to \$49,999 range as show in Table 5.9. Half of the Millwood households have an annual income below \$35,000. A disturbing number of households, almost one-fourth, have incomes below \$15,000, which would put many at or below poverty level.

As Table 5.7 shows, the median house hold income for Millwood in 2000 was \$34,565 per year. The Spokane County median household income was \$37,308. Millwood’s median household income was about eight percent less than Spokane County. Both Millwood and Spokane County are below the state median of \$45,776 per year.

**Table 5.7**

Percentage of Households in Each Income Category 1990

Income	Millwood	Spokane County	Washington
< 10,000	9.4	10.0	7.6
10,000 to 14,999	5.1	7.2	5.5
15,000 to 24,999	18.2	15.0	11.7



25,000 to 34,999	17.8	14.6	12.5
35,000 to 49,999	23.2	17.5	17.1
50,000 to 74,999	18.2	19.3	21.4
75,000 to 99,999	5.5	8.5	11.6
100,000 or more	2.6	7.9	12.6
Median household income	\$34,565	\$37,308	\$45,776

## **5.3 PROJECTIONS**

### **5.3.1 Population**

The population size in Millwood has been closely related to the aging of the population and family size. Millwood based its ten- and twenty-year forecasts on trend analysis. Criteria taken into consideration when calculating these forecasts include past population trends, residential building permits, sewer and water capacities, land quantity, fire protection, school trends, and regional housing goals. By looking at the possibilities and limitations of each of the criteria, the trend forecast was evaluated using situations specific to this community. The results of these forecasts calculations were populations of 1,766 for the year 2005, and 1,826 for the year 2015, adding 121 people to Millwood’s 1995 population of 1,705 people. The trend analysis of this forecast may be referenced in appendix A. These forecasts were then submitted in 1996 to the Spokane County Growth Management Steering Committee who recommended a twenty-year (1705 + 172 = 1877). This population allocation was approved in 1997 by the Spokane County Board of County Commissioners. A population projection of 1,856 for the year 2020 was originally used in this planning document.

In 2006, the Spokane County Growth Management Steering Committee recommended and the Board of County Commissioners approved Resolution Number 6-0438 which allocated a population of 1,750 to the City of Millwood for 2026. Millwood considered these numbers along with historic growth and land use to confirm that official population allocation accurately represented the City.

Millwood only increased 20 people between 2000 and 2008 (0.9 percent) while the County grew 10.6 percent. The trend shows that Millwood is adding less than two people per year which is lower than the 2006 allocation for 2030.

### **5.3.2 Forecast Method**

To forecast or project a population for the City of Millwood is very difficult as the City can only “grow” by infill and redevelopment. Previous straight line projections predicted a population for 2015 of 1,826, and a population in 2020 of 1,856 persons which is what the Plan used for planning. Current predictions show a much lower population in 2030. The allocation of 1,750 may be high, but Millwood could reach the higher population with the densification policies recommended in this Plan, including accessory dwellings, multifamily zoning and mixed use development. The numbers have decreased by 76 which is insignificant when it comes to impact on land use and other analysis of this Plan.

# CHAPTER 6 - LAND USE

## 6.1 INTRODUCTION

The Land Use Element is often known as the heart of the comprehensive plan. It is thought of as the heart of the Plan because it identifies how the projected population will be accommodated and it is the guiding force of the development regulations and land use decisions. The Land Use Element is an important tool for the management and coordination of future growth and redevelopment. The Land Use Element's structure is based upon the GMA and the County-wide Planning Policies; it incorporates the outcomes of the community visioning process. In this chapter, the City is described through its natural and built environments and current land use patterns. Growth scenarios are used to develop future land use designations. The Land Use Element is graphically depicted in the Land Use Maps. Development regulations shall be adopted which implement and are compatible with the goals and policies of this Element.



**Figure 5 – Millwood is defined by its connection's to the Spokane River. Photo: City of Millwood**

The Plan's revision in 2009 was done in order to ensure its compliance with the GMA. The baseline condition in the original Plan from 1997 was left unchanged. The future condition for 2030 is based on the baseline condition with updated data and conditions for 2009 where fresh data is available.

## 6.2 PLAN AREA

In February of 1991, Millwood annexed two sections of land west of the western boundary, adding 105 persons, 59 housing units, and 28 acres of land to the City. At this time there are no further proposals to expand beyond the current boundaries of incorporation. A graphic depiction of the corporate boundaries of Millwood mapped as they exist on January 1, 2009 is shown in Figure 6.1.

## 6.3 POPULATION PROJECTION

As discussed in Chapter 5 Demographics and Projections, population projections have been made. The population projections were then made into an allocation by the Spokane County Growth Management Steering Committee who recommended a twenty-year (2026) population allocation for Millwood of 1,750. This population allocation was approved in 2006 by the Spokane County Board of County Commissioners. This is a decrease from the 1,856 population used in the 2001 Plan. This would be a total population increase of 85 persons from 2008 to 2030.

## **6.4 NATURAL ENVIRONMENT**

Millwood's natural features would be the envy of many communities. At the northern border of Millwood is the Spokane River, designated by the State of Washington as a river of statewide significance. Millwood has beautiful tree lined streets in some residential areas which contribute to the urban village ambiance. Larger lots in the eastern portion of the City enhance Millwood's open environment and small town atmosphere. Critical Areas are mapped in Figure 6.2.

### **6.4.1 Critical Areas**

The City has identified certain lands as "Critical Areas" because they are susceptible to destructive unnatural hazards or they currently sustain some unique, fragile, or vulnerable environmental and/or ecological resources. Critical areas include areas of aquifer recharge, wetlands, shorelines and flood hazard areas, soils prone to erosion, potential slide hazard areas, and fish and wildlife habitat conservation areas.

**Aquifer Recharge Area** The entire City is situated over the Spokane Valley Rathdrum Prairie Aquifer. The Aquifer is located approximately 50 to 75 feet below ground and is the sole source of drinking water for Millwood and the greater Spokane area. The water in the Aquifer is vulnerable to contamination from a variety of sources. These sources of contamination can be the unlawful discharge of chemicals and fertilizers to the ground or *via* flow to storm water drywells. If rainwater reaches the Aquifer during the infiltration process without adequate filtration, contaminants that are not removed enter the Aquifer. Each parcel should have sufficient area available for storm water to properly filter and drain; this means restricting the impervious surface coverage of a parcel. By strictly regulating uses, including in some cases restricting the use and storage of hazardous chemicals on site, and by requiring storm water management on site, the necessary measures will be in place to ensure the continued safety of the City's drinking water supply.

**Wetlands** Wetlands are generally defined as those areas that are inundated or saturated by groundwater or surface water at a frequency and duration sufficient to support, and, under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands usually include swamps, marshes, bogs, and similar areas. Wetlands are not generally considered suitable for development. A variance may be necessary for reasonable use of the property. There are no known wetlands within the City boundaries.

**Shorelines** A shoreline is the area where the water meets the land along such bodies of water as lakes, rivers and oceans. The northern boundary of the City is the southern shoreline of the Spokane River. Because the Spokane River has been determined to have a Shoreline of Statewide Significance, all development within 200 feet of the Ordinary High Water Mark (OHWM) is regulated. Federal, State, and local laws must all be consulted prior to development in the shoreline area. Limiting vegetation removal and restricting the use and development of hard structures such as bulkheads and buildings will be necessary to preserve this shoreline.

This shoreline protection area is graphically depicted in Figure 6.2, the Critical Areas Map. The City adopted the Spokane County Shoreline Master Program as Millwood's SMP in 2001, and is currently revising the SMP as required by Washington State Department of Ecology.

**Flood Hazard Areas** The Federal Emergency Management Agency (FEMA) maps flood areas throughout the nation. To have an area mapped by FEMA and be eligible for National Flood Insurance, a jurisdiction must join the National Flood Insurance Program (NFIP). The City of Millwood joined the NFIP and through their analysis, FEMA has determined that Millwood does not have a Special Flood Hazard Area (SFHA). All of Millwood has been classified Zone C, "areas that have been identified in the community flood insurance study as areas of moderate or minimal hazard from the principal source of



Urban Growth Area is coterminous with the corporate city limits.

**FIGURE 6.1**  
**CITY OF MILLWOOD 2010**

THIS MAP WAS CREATED UNDER THE DIRECTION OF AND WITH INFORMATION PROVIDED BY THE TOWN OF MILLWOOD PLANNING DEPARTMENT.

**VARELA AND ASSOCIATES, INC.**  
ENGINEERING AND MANAGEMENT

SCALE: N.T.S.  
DRAWN: REC  
FOR: TOWN OF MILLWOOD  
PLANNING DEPT.  
PROJECT NO.: 05/2010  
DATE: 05/28/10

Revised 12/9/2011 TGR

flood in the area. However, buildings in these zones could be flooded by severe, concentrated rainfall coupled with inadequate local drainage systems.” This would indicate that an adequate storm water control system including requiring storm water control plans for each individual development is necessary. (*Answers to Questions About the National Flood Insurance Program. 1993, US government Printing Office.*)

**Soils Susceptible to Erosion** The majority of the soil in Millwood is Garrison gravel loam (GgA) as indicated on the USGS Soil Map. GgA is soil that was formed from a mixture of glacial outwash and volcanic ash. This soil is associated with slopes from 0 to 5 percent. The only other soil classified by the USGS in Millwood, Garrison very gravelly loam (GmB), is located along the south bank of the Spokane River east of Argonne Road. GmB is generally associated with slopes from 0 to 8 percent. Neither soil type is particularly susceptible to erosion.

All soils and bare rock surfaces are subject to the natural erosive forces of chemical weathering and physical erosion. Erosion is a natural process of wearing away of the land by falling and running water, wind, and glacial scouring. Of these geological forces, erosion by running water and wind erosion are the most prevalent in the Millwood area.

The susceptibility of any soil type to erosion depends upon the physical and chemical characteristics of the soil in addition to the protective vegetative cover, topographic position, temperature, the intensity of rainfall and the velocity of runoff water. Adequate storm water control systems and maintaining vegetation on slopes and along shorelines are preventative measures for areas prone to erosion.

**Potential Slide Hazard Areas** Natural slope stability results from the interaction of several factors. The physical and chemical properties of soils, local climatic conditions, underlying geologic material slope, vegetative cover, and water content, location of streams and proximity of fault activity all influence the ability of a slope to remain stable. Altering one or more of the stability factors can cause unstable slope conditions and landslides may occur. Human disturbances which alter slope characteristics may hasten landslides. Throughout the western United States, human activity has resulted in large landslides even in those areas that have historically been stable.

Slopes of 30 percent or greater are generally not suitable for development. Building in Slide Hazard Areas may require special review by geologists and other specialists on a site-specific basis. The few steep slopes to be found in Millwood are primarily on the east side of City on land located near the river (Critical Areas Map, Figure 6.2) Restricting the development activity in this area will be necessary to protect the public from landslides. Development regulations regarding grading, building, foundation design, housing density, and other land development shall be devised in order to lessen the risk of potential personal and property damage. Maintaining this area as open space and available for public access to the river is one alternative to development.

**Fish and Wildlife Habitat Conservation Areas** Fish and wildlife habitat areas should be conserved for the management and maintenance of fish and wildlife resources. Habitats can be broadly defined as areas containing water, food and shelter required for the survival of animals, birds or fish. The City recognizes the role that these areas play in the local ecosystem and supports their conservation for public health, safety and well-being, as well as for the aesthetic value they bring the community.

There are sections of land within the City and surrounding areas that perform valuable functions as fish and wildlife habitat. Some of the land along the river’s shore still has native vegetation or has adequate vegetation to provide a habitat for animals and birds as well as shade for the trout, walleye, and other fish that frequent the river. The immediate shoreline area should be a Fish and Wildlife Habitat Conservation Area. The City has minimal public land currently in open space for wildlife habitat and therefore has not designated any land outside of the river area as fish and wildlife conservation areas. Areas with slopes greater than 30 percent could be declared conservation areas to protect wildlife habitat and to protect the public from improper development.

## **6.5 BUILT ENVIRONMENT**

Millwood is a small community of a little more than one-half (0.7) square mile in size. It is surrounded by housing on its east and west borders, a state highway and railway to the south, and the Spokane River to the north. The City's first development regulations were adopted in 1955. The zoning at that time was comprised of five districts: one commercial, one industrial, one public, and two residential districts.

### **6.5.1 Existing Land Use**

**Land Use Designations**The following land use designations were used to evaluate the type and quantity of current land uses.

**Residential Land** During the evaluation of current land uses residential land was defined as those parcels whose essential use was for housing. Residential uses were divided into single-family, those parcels with two detached dwelling units, duplexes, manufactured and mobile homes, and multi-family units with three or more units.

**Industrial Land** When evaluating land used for manufacturing or industrial purposes manufacturing parcels were defined as those parcels whose principal use is the processing, fabrication, or assembly of raw materials, or other goods, on a large scale.

**Government Land** During the evaluation of land for the government land category all parcels of land used for schools, public parks and open space, public or private utilities, and government owned buildings, structures, or uses were included.

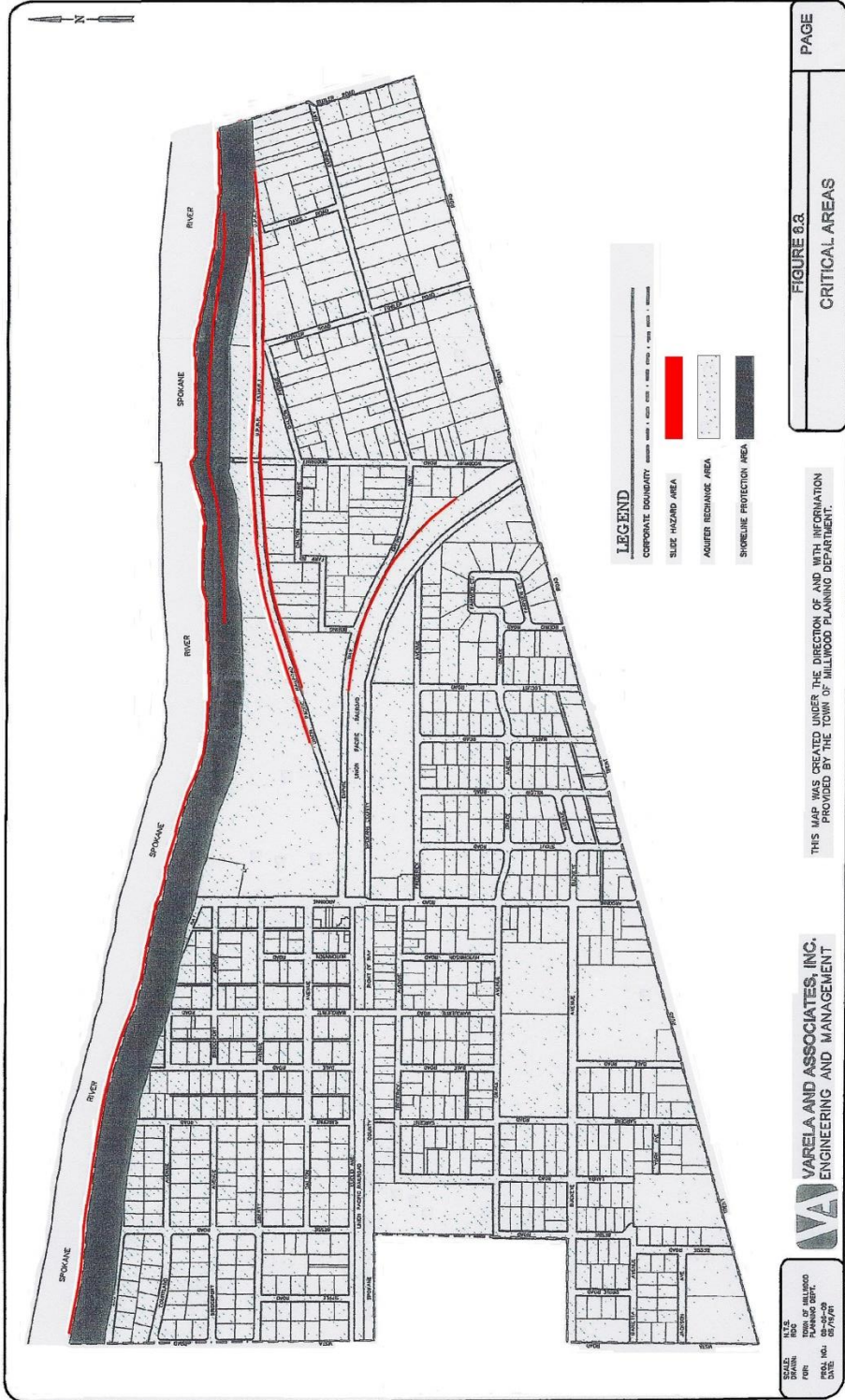
**Church Land** Property owned by religious organizations is unique and has been evaluated as a group separate from other uses. Parcels which contain church structures are often used for many purposes. A church is often used for education, as a community center such as when a scouting group meets or a chemical dependency group meets, and where other social services are offered. Musical events are often held in churches, as are other neighborhood events.

**Vacant Land** Land not currently being used for any of the above described purposes or that does not contain any structure is classified as vacant land. There are vacant lots throughout the City; however, much of the vacant land consists of under-utilized lots, lots of which a portion is large enough to support a second use.

### **6.5.2 Existing Land Use Assessment**

Today, the land use pattern in Millwood is urban in character. The City is divided by Argonne Road which is a principal arterial. Commercial uses dominate the west side of Argonne Road, while the east side of the road has residential, public, commercial, and industrial uses. Several apartment buildings and duplexes are located near the Argonne corridor. Trent Road (State Highway 290) forms the southern border of the City. The north side of Trent Road in the City is lined with commercial enterprises and sparse residential units. Housing in the west and south central part of Millwood consists primarily of single-family homes. The northern part of Millwood, east of Argonne, is currently used for manufacturing. Inland Empire Paper Company (IEPC) uses approximately half of the available industrial land located in northeast Millwood for paper making purposes, the other half of the industrial land is also owned by IEPC but is currently vacant. The residential area on the east side of town, south of the vacant industrial land has been developed into single-family housing and duplexes on large lots (approximately 20,000 to 40,000 square feet). The City of Millwood does not have any large unplatted parcels of land for subdivision. There are approximately 5.7 acres of municipal park space for public use in the City. The Figure 6.3 shows the current land use pattern.







Millwood has 448 acres of land which are divided into the uses shown in Table 6.1. Table 6.1 shows the largest category of acreage in Millwood is currently in residential development.

**Table 6.1**

Current Land Use by Acreage (2009)

Type of Land Use	Acreage	Percentage
Residential	219.4	48.9
Roads and Railways	102.5	23.0
Vacant Land	23.8	5.3
Commercial	34.8	7.8
Industrial	44.1	9.8
Government uses, park and utilities	21.3	4.8
Churches	2.2	0.49
Total	448.0	100.0

The residential land is defined in terms of number of units as shown in Table 6.2. The Table reflects that the majority of residential development is in single family housing.

**Table 6.2**

Acres and Number of Units by Residential Type (2009)

Type	Acres	Percentage of Acres	Total Units	Percentage of Units
Single Family	207.7	95.5	661	85.4
Two-Family	6.1	2.8	40	5.2
Multi-family	3.6	1.7	73	9.4
Total	217.4	100.0	774	100.0

## **6.6 ALTERNATIVE GROWTH SCENARIOS**

### **6.6.1 Growth Scenario One: Existing Zoning Alternative**

The first growth scenario analyzed for the projected population growth is the existing zoning alternative. (Note: these zones were changed subsequent to the adoption of the 1997 Comprehensive Plan through the adoption of the 2001 Comprehensive Plan and Ordinance 350 in 2005. Data in this section has not been updated in the 2009 update.) This alternative would leave existing zoning in place and rely upon infill, partially-used and under-utilized parcels. A partially-used lot is one that is large enough to be subdivided into two or more lots. An under-utilized lot is one that is not being utilized to its full potential; i.e., a parcel with only a single-family home located in the commercial district is an under-utilized lot.

Zoning in the City of Millwood in effect in 2001 is shown in Figure 6.4 and is divided into the following six zoning categories:

- Residential (R-1)
- Residential (R-2)
- Commercial (C-1)
- Low-Intensity Commercial/Mixed Use (C-2)
- Manufacturing (M-1)
- Public Reserve (P-1)

**R-1 Residential District.** The essential use of this zoning district is to provide for single-family residential development. The existing R-1 zone allows one dwelling unit per lot with a minimum lot size of 6,000 square feet; and equivalent of 7.3 dwelling units per acre. Frontage requirements also apply.

**R-2 Residential District.** The essential function of the R-2 zoning district is to provide for single-family or two-family residential development. The R-2 zone also allows for more dense residential development if conditions can be met so that the development is suitable in the neighborhood. Manufactured homes and mobile home parks are also allowed in some areas of the R-2 zone. Two housing units per lot are allowed with a minimum lot size of 7,200 square feet; an equivalent of 6.05 dwelling units per acre. Multi-Family dwelling units are allowed with a minimum lot size of 12,000 square feet. Frontage requirements also apply.

**C-1 Commercial District.** This zoning district is intended to accommodate more intense commercial and office uses. A variety of business types are allowed including, restaurants, retail sales, offices such for professional services and financial institutions, personal service shops, places of amusement and recreation, automobile service.

**C-2 Low-Intensity Commercial/Mixed Use District.** The current zoning ordinance designates the C-2 district for low-intensity commercial uses which should be on a pedestrian or neighborhood scale. There are density bonuses for adding residential development to the site to provide for a mix of uses. The type of commercial use is limited in this zoning district.

**M-1 Manufacturing District.** The M-1 Manufacturing District is intended for industrial land uses. The zone currently accommodates manufacturing, truck terminals, processing, warehousing, and similar uses.

**P-1 Public Reserve District.** This land use category is intended for public parks and dedicated open space. This category shall be for areas devoted to public recreational facilities such as parks and trails and areas that have been preserved as open spaces through a variety of open space preservation methods. All governmental lands are zoned P-1. Government uses include institutions for education, libraries, parks and playgrounds, and bike trails

In addition to the zoning districts listed above, there are some uses which exist under special conditions similar to a conditional use. The purpose of these special designations is to allow for a specific use which is compatible with the surrounding land uses when mitigating conditions are required.

Table 6.3 show the amount of land in each zoning district within the City. There were 140 acres zoned R-1 (191 acres, of the total acreage available in the City, are used for residential purposes which would indicate under-utilized property.)

Park property is included in the Public Reserve zoning category. Millwood currently has 5.67 acres of park land, which results in a ratio of 3.4 acres per 1,000 residents. This does not include the open space owned by the West Valley School District. This quantity is far below the Washington state average of 14.9 acres per 1,000 residents and is considered by local residents to be a top priority of the desirable elements in the Capital Facilities Plan.

**Table 6.3**

Scenario One Acreage by Zoning District

Zoning Category	Zoned Acres	Percent
R-1 Single-Family Residential	140	31.3
R-2 Multi-Family Residential	68	15.2
Commercial	44	9.8
Manufacturing	60	13.4
Public Reserve	23	5.1
Conditional Overlay Zone	1	.2
Right of Way	112	25.0
Total	448	100.0

Excluding M-1 zoned property owned by IEPC, there are approximately 820 lots in Millwood, of which 49 lots are either vacant partially-used or under-utilized residential properties. This figure does not take into account the properties east of Boeing Road zoned R-1. Market factors of 30% of the vacant lots and 50% of the partially-used and under-utilized lots were deducted from the total available lots. Market factors were deducted from the actual number of available lots because not all property will go on the market for sale and not all property owners will want increased densities on their lots. The quantity of available residential lots before and after the market factor deductions are provided in Table 6.4 below.

Most of these parcels have the necessary infrastructure (roads, water, and sewer) in place to accommodate future growth. Land for required public services may be needed for roads and utility corridors between long, partially-used lots which could be subdivided and developed however, the amount of land would be minimal.

An analysis was done on the number of units that would be likely to develop on the remaining suitable lots. The most likely density scenario is shown below in Table 6.5. Thirty-three residential units that would result from this scenario would house 74 persons if the average persons per household remains at 2.28 for single family units and at 2.21 for multi-family (2000 U.S. Bureau of Census). The population increase of 85 is less than the maximum number of persons which could be housed in this density scenario however, it is difficult to project how much more redevelopment can be expected in the many under-utilized lots in the east section of City zoned R-2. These parcels could be developed under current zoning into a large quantity of dwelling units if the market to develop was present. This possibility of development would balance the residential units located in existing C-1 zoning lost to commercial conversion and any increase in population not already accounted for through this density scenario.

There are 40 commercially zoned lots that are vacant (10) or under-utilized (30). Using the same market factors applied to the residentially zoned properties, there would be 23 lots available for commercial development with this growth scenario.



**Table 6.4**

Scenario One Buildable Lots

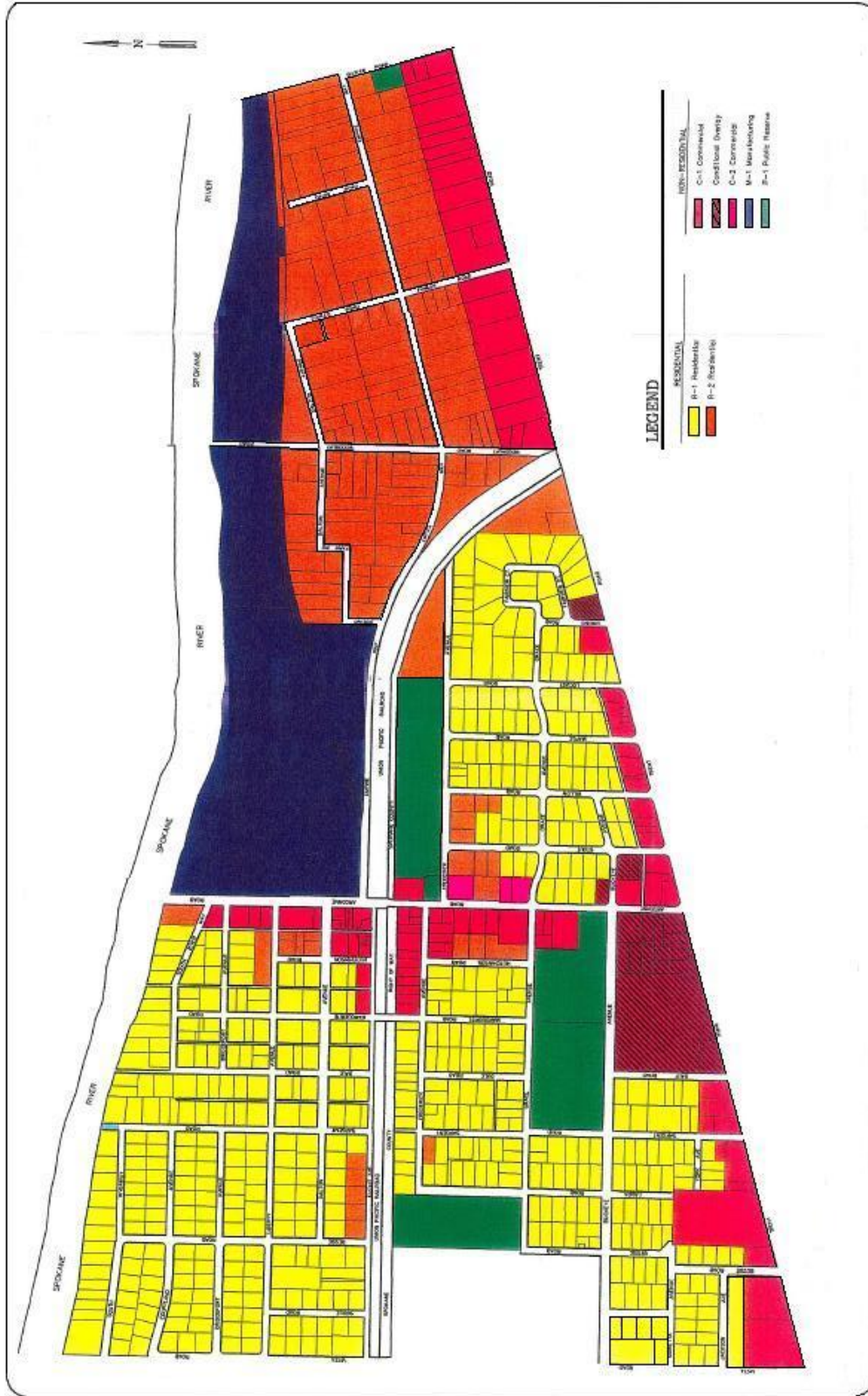
Land Use Type	Total Lots	Deductions	Lots Remaining
Vacant R-1	6	2	4
Partially-used R-1	6	3	3
Under-utilized R-1	0	0	0
Vacant R-2	14	4	10
Partially-used R-2	7	3	4
Under-utilized R-2	16	8	8
Total	49	20	29

Generally speaking, an increase in population generates a demand for additional commercial development for retail and service purposes and additional industrial development for new jobs. In addition to the increased demand for residential, commercial and industrial development, there is also an increased demand for land devoted to various public uses such as parks, recreation, schools, and for general municipal purposes, such as streets. Although these theories generally hold true in most circumstances, Millwood is not typical. Millwood has nowhere to go for new development land that is currently vacant and rural and Millwood’s citizens not only use the retail and service businesses and seek employment within the City, but throughout the County as a whole. In essence, the City will grow as it will. The question is how to regulate the placement of different uses so that it grows in a compatible way, and how to include services, opportunities and housing for all people.

**Table 6.5**

Density Scenario One

Land Type	Lots	SF Units	Two-Family Units	Total Units
Vacant R-1	4	4	0	4
Vacant R-2	10	8	4	12
Partially-used R-1	3	3	0	3
Partially-used R-2	4	3	2	5
Under-utilized R-1	0	0	0	0
Under-utilized R-2	8	7	2	9
Total Units	29	25	8	33



**Figure 6.4 City of Millwood Current Zoning6.6.2 Growth Scenario Two: Guided Redevelopment Alternative**

The second growth scenario analyzed for housing the projected population growth is the guided redevelopment alternative. The goal of this alternative is to meet the demands of increased population and economic activity by increasing the density of residential and commercial development in Millwood and encouraging investment in already-developed areas, rather than forcing growth in the area to expand outward. However, it is important that such redevelopment achieves the goals contained in this Plan and in the Growth Management Act, for example, enhancing the appearance of the central business district and arterials, enhancing the identity of the community, preserving historic structures, protecting the environment, encouraging efficient transportation, and reducing sprawl. This alternative changes the zoning categories to allow more extensive redevelopment and some higher densities. It also relies upon infill, partially-used and under-utilized parcels.

The Redevelopment Alternative envisions the conversion or removal of single-family structures along Trent Avenue and Argonne Road for commercial use. It also envisions the platting of large lots into smaller lots to allow for infill development in accordance with the underlying zoning regulations. And it calls for the creation of a multi-family zone to be placed in appropriate areas in the community, which will allow for higher density residential land use.

This alternative scenario uses the eight zoning categories listed below, which are described in section 6.8 Future Land Use Designations of this Chapter. The locations of Future Land Use Designations are shown in Figure 6.5.

- Residential (UR-1)
- Residential (UR-2)
- Residential (UR-3)
- General commercial (C-1)
- Low-Intensity Commercial / Mixed Use (C-2)
- Light Industrial (I-1)
- Paper Mill Alternative (I-2)
- Public Reserve (PR-1)

In addition to the zoning districts listed above, there are some uses which will be allowed in overlay zones or as conditional uses. These special conditions allow for uses which would be compatible with surrounding land uses with mitigating conditions. One example is the MH Overlay Zone for manufactured housing parks.

**Table 6.6**

Scenario Two Acreage by Zoning District

Zoning Category	Zoned Acres	Percent
Residential UR-1	45.4	10.1
Residential UR-2	167.5	37.4
Multi-family Residential UR-3	8.3	1.9
General Commercial C-1	40.6	9.1
Low-Intensity Commercial/Mixed Use C-2	11.0	2.5
Light Industrial I-1	5.6	1.3
Paper Mill Alternative I-2	48.8	10.9



Public Reserve PR-1	17.5	3.9
Right Of Way	102.9	23.0
Total	448	100.0

Excluding the industrial zoned paper mill property, there are approximately 820 lots in Millwood. With this growth scenario, 108 residential lots are either vacant, partially-used or under-utilized residential. Market factors of 30% of the vacant lots and 90% of the partially-used lots were deducted from the total available lots. Three under-utilized UR-3 lots were included which have enough undeveloped area that could be developed without removing existing structures. The quantity of available residential lots is provided in Table 6.7 below.

**Table 6.7**

Scenario Two Buildable Residential Lots

Land Use Type	Total Lots	Deductions	Lots Remaining
Vacant UR-1	8	3	5
Vacant UR-2	11	3	8
Vacant UR-3	0	0	0
Partially-used UR-1	1	0	1
Partially-used UR-2	85	79	6
Partially-used UR-3	0	0	0
Under-utilized UR-3	3	1	2
Total	108	86	22

Most of the developable lots have the infrastructure in place necessary to do so. Property may be required for public services such as roads and utility corridors between long, partially-used lots if they are developed.

The number of housing units that would likely be developed with this growth scenario is shown in Table 6.8. The 39 residential units that would result from this scenario would house 86 persons if the average persons per house hold remains at 2.27 for single-family and 2.1 for rental (i.e. two-family and multi-family) (2000 U.S. Bureau of the Census).

There are 35 commercial and light industrial zoned lots that are either vacant (16) or under-utilized (19) in this growth scenario. Using a market factor of 30% for vacant lots and a conversion factor for underutilized lots of 30% properties, there would be 25 lots available for commercial and light industrial development. Fewer lots would be available for this type of redevelopment in this growth scenario since some commercial land would be changed to a residential land use classification; however, acreage along Trent Avenue would be available for light industrial use where under current zoning the City has none.

These projections do not take into account other changes in the housing stock that are difficult to foresee, for example demolition of houses in commercial areas, the number of residential units built in mixed use structures, conversion of single family structures into two-family or multi-family structures, or the addition of accessory dwelling units.

**Table 6.8**  
Density Scenario Two

Land Type	Lots	SF Units	Two-family Units	MF Units	Total
Vacant UR-1	5	13	4	-	17
Vacant UR-2	8	7	2	-	9
Vacant UR-3	0	-	-	0	0
Partially-used UR-1	1	1	-	-	1
Partially-used UR-2	6	5	2	-	7
Partially-used UR-3	0	-	-	-	-
Under-utilized	2	-	2	3	5
Total Units	22	26	10	3	39
Persons Housed		61	21	6	86

**6.6.3 Preferred Growth Scenario: Growth Scenario Two – Guided Redevelopment**

The second alternative growth scenario requires the rezoning of property, increasing the allowed density. However, because both growth scenarios will house additional populations, the decision to be made is how best to regulate the location of uses so that the City grows as the citizens would like it to. In addition, necessary services, development, opportunities and housing options must be provided for all. To allow logical redevelopment of the City while protecting the environment and existing neighborhoods, growth scenario two is preferred. [Note: the rezoning proposed in this section from the 2001 Plan subsequently occurred by way of adoption of Ordinance 350 in 2005.]

**6.7 COMMUNITY VISION AND GOALS**

Millwood’s residents envision the City being distinguishable from the rest of the Spokane Valley with an attractive and inviting central business district and at least two commercial zones by the year 2030. The City will have a variety of housing available, while preserving its three distinguishing residential areas—two modestly dense areas and a semi-rural area. Greater public access to the river and a pedestrian trail are also desired. The planning goals for various features of the community are included below.

**Central Business District:** This will remain a small but dense commercial area along Argonne Road, visually distinct from the other commercial areas. The sidewalk may be comprised of bricks and vintage lampposts may be installed. Additional parking space is needed to encourage travelers to stop and shop.

**Commercial Development:** The commercial areas on Argonne Road will be distinguished from the commercial areas on Trent (Highway 290) by the type of business that will be allowed. Small retail and service businesses, offices and mixed-use residential will be allowed on Argonne and grocery stores, big box retail and other high-traffic generating businesses will be restricted to Trent.

**Industrial Development:** The residents want to encourage Inland Empire Paper Company (IEPC) to remain at its present site in Millwood, allowing it to expand as needed in accordance with federal, state, and local laws. If for any reason IEPC should leave Millwood, the residents want to limit the type of industry that would replace the mill to light industrial. Commercial uses with some mixed-use residential would also be preferred. In that event, a subarea plan should be developed for the property to guide rezone proposals.

**Historic Preservation:** The residents want to recognize and expand their options concerning the designation and restoration of historic places within the City. Today, Millwood has one house and one district listed on both the National Register of Historic Places and the Washington Heritage Register. With the ability to provide incentives that will offset the costs of restoration, additional properties can be added to the National Register of Historic Places and Local Register. This capability will allow the City to maintain its unique character while increasing property values and community pride.

**Housing:** In addition to single family, two-family, and multi-family housing, accessory dwelling units and one-room occupancy units will be allowed. The existing mobile home park area will be allowed to continue where it currently exists and multi-family housing will be located near the central business district and the bus routes. Larger residential lots for single family homes and duplexes will be required on the east side of the City to preserve the semi-rural character, while other residential areas of the City will maintain a higher urban density. Conservation of homes with historic value and street trees should be encouraged to maintain the character of Millwood's neighborhoods.

**Parks and Open Space:** The City should try to purchase land belonging to Inland Empire Paper Company (IEPC) on the northeast side of the City adjacent to the river and located between Davis and Butler. 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 river and provide an area for fish and wildlife habitat. Another possibility for river access is by using the right-of-way on the east side of the Argonne Road Bridge. A pedestrian corridor creating a link to all of the parks and to the river could be realized if the railway along Euclid and Empire (or the Spokane County right-of-way adjacent to the railway) and the spur line on IEPC's south border were purchased or had a use agreement in place.

**Transportation Systems:** The City's only 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 and Empire, should remain as two-lane roads to preserve the single family 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.

**Storm water Management:** The City, through its development regulations, shall provide for storm water management and aquifer protection.

**Shoreline Protection:** The City will provide for the protection of the Spokane River by the adoption of the Spokane County (Millwood) Shoreline Master Program as it may be amended.

**6.8 FUTURE LAND USE DESIGNATIONS**

To bring to life the goals of the residents of Millwood and to implement the preferred growth scenario of redevelopment, the zoning of the City of Millwood shall be revised. Through revised zoning, the most logical redevelopment can occur.

Millwood’s residential zoning will be revised to allow for different types of housing, and to conform to the character to which the east side of the City has grown. The parcels on the east side consist primarily of larger lots, giving it a rural flavor. Even though apartments had been allowed in this zone, none were ever constructed. The citizens have expressed their desire to keep this area in the character that it had developed; thus, a new land use category, Urban Residential 1 (UR-1), will be created to implement the community vision.

Manufactured home parks will also be placed in a separate category as an overlay zone: MH Overlay. This designation is made to protect affordable housing.

Multi-family housing will be located close to the bus routes and may also act as a buffer between the single-family zone and the commercial zone Urban Residential (UR-3).

Commercial zoning will be divided into two categories: C-1 and C-2. C-1 consists of regional type of commercial uses and C-2 consists of a light-traffic neighborhood business uses along with mixed-use residential. The C-1 zone will be along Trent Avenue which is more suitable for regional commercial uses. The C-2 zone will be along the Argonne Road corridor north of Buckeye to protect Argonne Road from heavy-traffic generating businesses.

Another change in the zoning is to the manufacturing zone. The existing manufacturing zone will be changed to a zone that will limit heavy industry to the existing paper mill. The mill will be allowed to expand as needed within local, state, and federal regulations. If for any reason the mill should close its operations in Millwood, a subarea redevelopment plan would be prepared. Such a plan could include a mix of commercial, residential, light industrial and public uses. Buffers along the shoreline shall be required as directed by the shoreline master program and to accommodate for critical areas protection consistent with GMA requirements (RCW 36.70A.060 (2)).

A new light manufacturing zone will be added along Trent between Woodruff Road and Fowler Road to provide additional land for light industrial development.

The new land use designations that will be used to implement this Plan are listed below:

UR-1 Residential for single-family housing and manufactured housing on individual lots, minimum lot size of 10,000 sq. ft. and 80 ft. street frontage; duplexes with minimum lot size of 12,000 sq. ft. and 100 ft. street frontage. Maximum lot size of one acre.

UR-2 Residential for single-family homes, minimum lot size of 5,000 sq. ft. and 50 ft. street frontage; duplexes with a minimum lot size of 7,200 sq. ft. and 70 ft. street frontage. Also includes accessory dwelling units. Maximum lot size of one acre.

UR-3 Residential for multi-family structures, minimum lot size of 2,500 sq. ft. per dwelling unit and 100 ft. of street frontage. Duplexes require a minimum lot size of 7,200 sq. ft. and 70 ft. of street frontage. Single occupancy units and accessory dwelling units are also allowed.

C-1 General Commercial for large, high traffic-generating businesses. Grocery stores and big box retail stores are examples of typical businesses that would be encouraged in this zone.

C-2 Low-Intensity Commercial / Mixed Use for small retail and service businesses. Apartments or other living quarters will be allowed in mixed-use structures for a more diverse environment. Automobile-related uses such as drive-up windows would be discouraged.

I-1 Light Industry.

I-2 Paper Mill Alternative (light industry, C-2 type commercial, and mixed-use residential if the site is abandoned by the IEPC Mill.)

PR-1 Public Reserve for public facilities, utilities, parks, (including pedestrian link between parks) and open space.

## **6.9 URBAN GROWTH AREA PROPOSAL**

The City of Millwood does not currently have any identified areas outside the city limits for its urban growth area. When the City of Spokane Valley was created, it incorporated all the land on Millwood's west, south and east boundary. The only area for expansion would be north of the river, which is already identified as an urban growth area on the County urban growth area map. The City has decided that expanding the city limits to the north across the river would not be feasible, and has therefore chosen not to plan for additional development in that area. Adequate land is available within the existing city limits to accommodate Millwood's growth anticipated during the planning period. The urban growth area is identical to the existing corporate city limit shown in Figure 6.1.

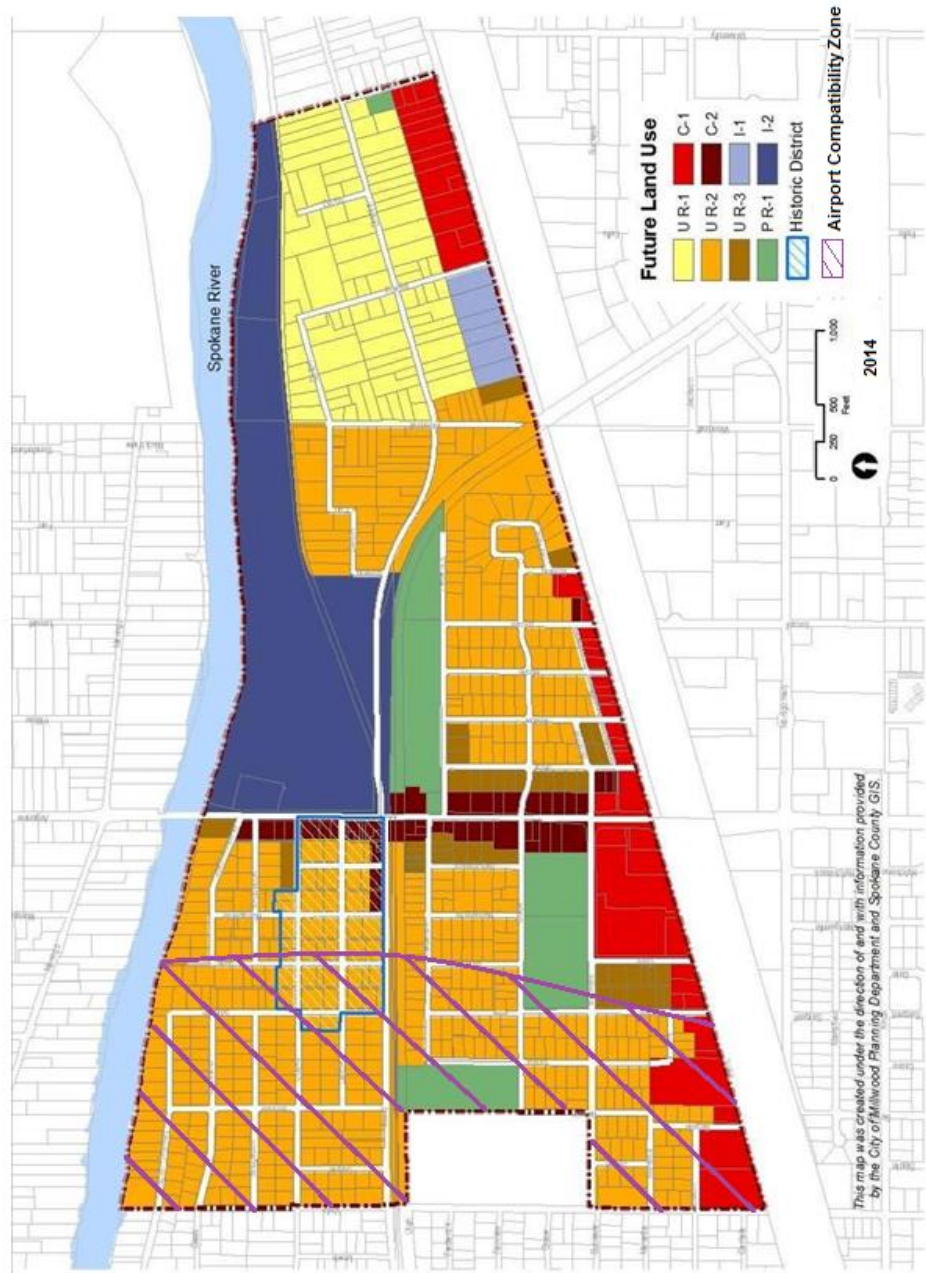


Figure 6.5 - City of Millwood Future Land Use Map

# **CHAPTER 7 - HOUSING**

## **7.1 INTRODUCTION**

Millwood is a small city both in population and in actual land area. Many citizens identify with the small-town community image and want to preserve this ideal. Millwood however, is also a dense urban municipality surrounded on all sides by land which is characterized by high-density zoning and urban development. This contrast, the desire to remain a small town and of being a part of a large urban center, creates some unique situations. Because Millwood is part of a larger metropolitan area, the city is part of a regional housing market which has the ability to offer a wide variety of housing choices. The chance to choose where one lives, and in what type of housing; to have housing that is safe, accessible and affordable all help to create a high quality of life.

Millwood, like many other communities, desires to maintain the character and vitality of its established neighborhoods. An important tool for maintaining residential character of neighborhoods is the adoption of a housing plan. The purpose of this housing chapter is to identify the housing goals and prioritize the housing needs of Millwood. By establishing housing goals and policies the community sets the desired direction for future housing. This chapter identifies the current housing situation, the future housing need and the community's vision of future housing. The chapter also includes a summary of the County-wide Planning Policies for housing and the requirements set forth in the GMA. This Chapter is intended to be used along with all other chapters of this Comprehensive Plan. Affordable and accessible housing, along with adequate public services, user-friendly transportation and open spaces creates a higher quality of life.

## **7.2 GMA REQUIREMENTS**

To aid in the development of comprehensive plans, the Growth Management Act lays out thirteen planning goals. One of these goals is "Housing;" "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." According to the GMA, the Housing Element must include:

- (a) An inventory and analysis of existing and projected housing needs.
- (b) A statement of the goals, policies, and objectives for the preservation, improvement, and development of housing.
- (c) Identification of sufficient land for housing, including, but not limited to, government-assisted housing, housing for low-income families, manufactured housing, multi-family housing, and group homes and foster care facilities.
- (d) Adequate provisions for existing and projected housing needs of all economic segments of the community.

The Growth Management Act also mentions the use of inventive implementation techniques to help create affordable housing opportunities and to assist in the preservation of existing neighborhoods.

## **7.3 COUNTY-WIDE HOUSING POLICIES**

The GMA also requires cities within a county, and the county, to jointly develop county-wide housing policies. One of the purposes of the County-wide Planning policies is to promote regional planning by ensuring consistency throughout all of the jurisdiction's comprehensive plans in the county. Several County-wide Planning Policies, which are summarized below, address housing issues.

Ensure compatibility of mixed density residential developments; coordinate housing to support existing, or develop new, public multi-modal transportation systems; address the difficulty in siting group homes

and seek an equitable distribution of such facilities; insure that development policies, regulations, and standards do not discourage the creation of affordable housing; use regulatory tools and incentives for increasing density to promote greater choice and affordable housing; development regulation should facilitate rehabilitation, restoration, and relocation of existing structures or new construction of affordable housing; simplify development regulations and procedures and eliminate those for which the cost of implementation exceeds the public benefit provided; promote accessibility to service/activity centers, jobs, and public transportation for special needs populations; ensure sufficient land and densities for affordable housing are provided in locations readily accessible to employment centers; and incorporate the mandates of federal and state fair housing laws, particularly as they relate to siting and development of housing for special needs populations.

The following housing types are considered appropriate for meeting the affordable housing need:

- apartments;
- single room occupancy;
- accessory dwelling units;
- elderly housing;
- manufactured homes on individual lots;
- townhouses;
- single family homes;
- other types of housing.

The County-wide Planning Policies for Spokane County have defined affordable housing as “adequate, appropriate shelter costing no more (including basic utilities) than 30 percent of a household’s gross monthly income,” and low-income housing as, “housing that is economically feasible for families whose income level is categorized as low within the standards set by the Department of Housing and Urban Development (HUD)”. Low-income is defined at 80% or less of the median family income for a particular market area.

## **7.4 EXISTING HOUSING AND INVENTORY ANALYSIS**

### **7.4.1 Housing Stock Inventory**

The number of housing units in Millwood remained constant from 1995 to 1998. A housing survey was conducted by the Planning Department in 1996 which revealed more existing units than were previously counted. In 1999, the City lost 7 single family units to demolition, conversion, and removal. The number of housing units by type is shown in Table 7.1.

Most of Millwood’s housing stock was built in a 40-year time frame from 1940 through 1979 (approximately 75 percent). The majority of these units are structurally sound and well cared for. In 1997 the Planning Department conducted a windshield survey to determine overall housing conditions. Generally, exterior conditions correlate with interior conditions. The rating system that was used for the survey is:

- Exceptional – newly constructed
- Good – no maintenance required
- Fair – needs paint or has a few broken/missing shingles
- Substandard – sagging porch roof/floor, chipped siding or cracked/broken steps



**Table 7.1**

Number of Housing Units by Type

Year	Total Housing	Single Family	Multi-Family	Mobile Home
1995	710	619	91	12
1996	785	670	103	12
1997	785	670	103	12
1998	786	671	103	12
1999	779	664	103	12
2000	779	671	99	9
2008	782	655	113	14

(Sources: 1995-1999 and 2008 - City of Millwood/Washington OFM; 2000 - U.S. Census)

Deteriorated – foundation cracked, many roof/siding shingles missing. Roof sags, or chimney collapsed.

Dilapidated – fire damage or otherwise unfit to live in

Most of Millwood’s housing units are in good to fair condition. There are 47 structures in substandard condition and these need to be tended to so that they do not become deteriorated. Fourteen structures are in deteriorated condition and four are in dilapidated condition.

#### **7.4.2 Occupancy Analysis**

Table 7.2 shows the comparison between occupancy type in Millwood and Spokane County. In Spokane County, 64 percent of the occupied dwelling units are occupied by the owner. In Millwood, 70 percent of the units are owner occupied. There is a higher owner occupancy rate in Millwood than in Spokane County. This occupancy rate combined with the low vacancy rate indicates Millwood is a desirable community in which to live and own a home. Home ownership is desirable not only for the individual, but for the community. A person or family occupying a structure they own has a greater stake not only in the property, but in the community as a whole.

For a variety of reasons, people will rent housing rather than purchase their own home. It is important that adequate housing is provided for those individuals and families who chose or need to rent. Rental housing can be single family units, accessory dwelling units, or single-room occupancy units as well as the traditional multi-family structures. Mobile and manufactured housing has also been an option for families in need of affordable housing. Many times these units are rented or the space on which they sit is rented. Millwood has all of these types of rental units with the exception of the single-room occupancy units. Different types of rental units are important to the quantity of affordable housing.

#### **7.4.3 Income**

The largest income category in Millwood is the \$35,000 – 49,999 range as shown in Table 5.9. More than half (59%) of the Millwood households have an annual income in the \$ 25,000 – 74,999 range. A disturbing number of households, almost one-third, have incomes below this range, which would put many at or below poverty level.

**Table 7.2**

Percent of Occupied Housing Units (2000)

Location	Owner Occupied	Renter Occupied	Vacancy Rate
Spokane County	65.5%	34.5%	6.5%
Millwood	73.7 %	26.3%	4.9 %

Source: U.S. Census 2000

## **7.5 HOUSING AFFORDABILITY**

Affordable housing is defined according to the interpretation found in the Growth Management Act – Procedural Criteria [WAC 365-195-07(6)]. Affordable housing, “applies to the adequacy of the housing stocks to fulfill the housing needs of all economic segments of the population. The underlying assumption is that the marketplace will guarantee adequate housing for those in the upper economic brackets but that some combination of appropriately zoned land, regulatory incentives, financial subsidies, and innovative planning techniques will be necessary to make adequate provisions for the needs of middle and lower income persons.”

### **7.5.1 Income and Housing Affordability**

The U.S. Department of Housing and Urban Development (HUD) determined that a household should not pay more than 30 percent of their income for housing (including utilities and maintenance) for that housing to be *affordable*. Housing affordability is generally assessed for the following four income groups:

Extremely low-income households are those with household incomes below 30 percent of the area’s median household income.

Very low-income households are those with household incomes between 31 and 50 percent of the area’s median household income.

Low-income households are those with household incomes between 51 and 80 percent of the area’s median household income.

Moderate-income households are those with household incomes between 81 and 95 percent of the area’s median household income.

For Millwood, the annual household income ranges for the groups described above, are as follows:

Extremely low- income	Below \$ 10,369
Very low-income	Between \$ 10,370 and \$17,282
Low-income	Between \$ 17,283 and \$ 27,652
Moderate-income	Between \$ 27,653 and \$ 32,837

### **7.5.2 Affordable Housing Need**

The number of households in Millwood, in each of the above categories is shown in Table 7.6. Of the 780 households in 2000, 250 or 37.4 percent were considered low-income. The percentage of households which fall into the HUD income levels should remain the same for the next 20 years. The number of persons per household in Millwood (2.28 for single family and 2.1 for rental housing) stated in the 2000 Census should also remain consistent for the next 20 years.

**Table 7.6**

Households by Income Category

Income Level	2000 Households	Percent of 2009 Households		Additional 2030 Households
Extremely low	76	9.8		4
Very Low	69	8.8		3
Low	147	18.8		7
Moderate	74	9.5		4
Other	414	53.1		21
Total	780	100		39 (*)

Using 2.28 persons per household single family and 2.1 for rental units, the number of units needed from 2009 to 2030 is 39. The City would have to plan for 18 affordable housing units (Moderate, Low, Very Low and Extremely Low) in the next 20 years.

The City of Millwood will plan for its fair share of affordable housing for the next 20 years based on these figures. Proposed future zoning should be adopted and implemented as it allows a variety of housing types for all income levels. It is assumed development will occur according to the preferred density scenario in the Land Use Chapter.

## **7.6 COMMUNITY HOUSING RESOURCES**

The purpose of this section is to inventory the resources available to the public for housing assistance from other agencies.

**Spokane Housing Authority**, The Spokane Housing authority has several programs and buildings, but their Section 8 program is active in Millwood.

**Section 8** This program provides rental vouchers for qualified participants. The vouchers are given to private property owners instead of cash rent.

**Spokane Neighborhood Action Programs (SNAP)**, is a social service provider in Spokane County. Their programs relating to housing are;

**Housing Development.** Housing development activities range from the construction of family homes for sale to low-income families to the development of multi-family apartments. Projects include new construction as well as acquisition and rehabilitation of existing structures.

**Homeless Programs.** SNAP works in cooperation with other social service agencies to move families from transitional shelters to permanent housing.

**Housing Resource Program.** Pre-purchase counseling and home ownership grants allow low-income households to purchase homes.

**Affordable Rental Property Management.** SNAP owns, operates, and manages a large number of safe, affordable, rental housing units for low-income households throughout Spokane County.

**Minor Home Repair.** Assists in repairs of health and safety hazards in low-income, owner-occupied households. Repair range from faucet washers to septic systems.

**Weatherization.** Installs insulation and makes other energy efficiency modifications.

**Multi-Family Weatherization.** Grants partial funding for insulation and related repair of buildings and in return, the land lord agrees to freeze rents for a period of not less than one year.

**Single Family Housing Rehabilitation.** Loans and grants for housing repairs of health, safety, and structural deficiencies to low-income homeowners. Repairs include roofs, septic systems, heating, electrical, and handicapped accessibility modifications.

**Energy Assistance.** A federally funded program that assists low-income households by paying a portion of their annual heating costs. A household may receive payment assistance one time per year.

Other agency assistance may be available to residents of Millwood. The City however, does not offer any social services.

## **7.7 HOUSING GOALS AND POLICIES**

The City of Millwood recognizes the need for all persons, regardless of financial status, to have housing in a location of their choosing that is safe, accessible, affordable and appropriate for them. It is the housing market however, that ultimately dictates housing development in a community. The City's primary function in housing is to ensure that land is available for development so that market forces can operate freely. Although it is important for a community to try and provide for the needs of all members of the community, including those adversely impacted by market forces, the challenge is to balance the needs of individuals with the vision of the community.

A community meeting on housing was held in 1997. At this meeting the following preferences were indicated:

Design standards for housing development should be adopted as infill development needs to fit in with the design of the surrounding neighborhood.

Accessory dwelling units must not crowd the lot and are best when designed with good access.

Group homes may be placed within a residential neighborhood provided they blend in with the surrounding housing units.

Elderly housing with abundant open space and gardens is more desirable than those built close to busy streets without open spaces.

Manufactured homes on individual lots, as well as in parks, need to have adequate open space, access and landscaping.

Mixed-use with a small scale business and multi-family housing above or behind is desirable with compatible uses other than a housing unit attached to something like a tavern.

The County as a whole and even beyond is the regional housing market as it is no longer necessary for people to live near their work place. The City does have a regional responsibility to assure affordable housing will be available within the community. As with most jurisdictions, the City could have a shortage of affordable housing in the future. The City is limited in its ability to make provisions for affordable housing. It does however set the following housing goals in order to encourage the development of housing for all people.

### **GOALS:**

Designate residential zoning so that adequate land is available for affordable housing.

Develop regulations for development which do not hinder, but encourage, the development of affordable housing.

Adopt a land use plan that provides parcels for different residential developments including single-family homes, apartments, accessory dwelling units, condominiums, and mobile home sites.

Siting requirements for group homes or half-way houses for violent offenders or violent mental health patients shall be adopted so that reasonable care can be made for the protection of all people.

Ensure that the land area designated for residential development has adequate facilities.

Encourage the development of elderly housing facilities within the City for all income levels.

The Comprehensive Plan addresses goals listed above with the exception of development regulations. Development regulations shall be revised within a reasonable time of the adoption of the Comprehensive Plan.

The responsibility for providing some affordable housing rests with Spokane Housing Authority. The Spokane Housing does not operate any housing facilities within Millwood. The City should encourage and work with Spokane Housing Authority to provide some affordable housing in Millwood particularly for the elderly residents.

A component of housing affordability is the need for local governments to charge fees for professional services and capital improvements. This expense coupled with the rise in housing prices is making home ownership and the construction of new affordable units difficult. The City should analyze its current and future fees which relate to housing construction and reduce any which are above the necessary amount. The City adopts the following five housing policies:

Adopt the Comprehensive Plan which contains provisions for encouraging the development of low and moderate income housing by allowing for accessory dwelling units, manufactured homes, and single-room occupancy units in specific areas of the City.

Update the development regulations to remove any impediment to encourage the development of low and moderate income housing.

Work with the Spokane Housing Authority to locate additional publicly assisted housing within Millwood.

Actively seek and encourage the development of elderly housing for all income levels.

Adopt the housing preferences from the community housing meeting as housing policy number 5 and implement those preferences through development regulations.

# CHAPTER 8 - TRANSPORTATION

## 8.1 INTRODUCTION

This Element provides an assessment of existing conditions and future needs for the City of Millwood's transportation system. The recommended policies and improvements frame the City's transportation plan for the next twenty years.

The Growth Management Act requires communities to rethink former approaches to transportation planning. In the past, many communities planned transportation improvements on a project by project basis in reaction to traffic congestion and uncoordinated land use decisions. This traditional approach often resulted in wider streets, more traffic, increased speeds, and reduced opportunities for alternative transportation.

The approach taken here encourages the City to have land use direct its transportation system. Transportation should enhance livability of community. To do that, it must be sensitive to land use design. The City's physical location, historical development pattern, forecasted population, and future Urban Growth Area (UGA) all limit the amount of growth that can occur over the next twenty years. The land use element specifies the location and limited scale of future development. Major road capacity needs associated with internal growth are not anticipated. Over the next twenty years, the City will preserve and maintain its existing transportation network as in-fill and redevelopment occur. In the near to midterm time horizon, the City will focus on enhancing its transportation system to better accommodate alternative modes and support the Comprehensive Plan's unifying vision of "preserving small town character."

### 8.1.1 GMA Transportation Policy Directives

A strong policy intent of the City is to have transportation serve as a tool for implementing its community vision. This policy relates closely to the Growth Management Act's (GMA) requirement of consistency between land use and transportation. Other transportation policy requirements of the Act (RCW 36.70) include:

- Public participation during the preparation and adoption of the element;
- Consideration of multiple modes;
- Identification of levels of service (LOS) for major streets;
- Consistency with other elements of the comprehensive plan;



**Figure 7 – The Argonne corridor has many cross streets, a railroad crossing and a business center. Photo: City of Millwood**

Provision of adequate transportation service concurrent with development; and  
Preparation of six – year Transportation Improvement Program (TIP).

Millwood’ transportation element complies with these requirements. To ensure a level of consistency among all comprehensive plans within a given County, GMA requires counties and its jurisdictions to develop county wide planning policies. Highlights of those transportation policies for Spokane County include:

- recognition of the planning role by Spokane Regional Transportation Council(SRTC);
- requirement that all transportation plans be consistent at a regional scale;
- requirement that plans address multiple modes and pedestrian friendly design;
- minimize new construction through maintenance and optimal use of existing roads;
- establish consistent roadway standards, classifications, and levels of service;
- support telecommuting and other electronic means to reduce travel demand;
- support energy conservation and reduction of single occupant vehicle travel;
- protect rail facilities to reduce impacts of roadway shipment; and
- maintain facilities to avoid costly replacement and achieve public safety.

Millwood’s transportation element also adheres to these policies.

### **8.1.2 Community and Regional Context**

The small City of Millwood is located one mile east of the City of Spokane’s eastern boundary and one mile north of Interstate 90 which traverses the Spokane Valley. Two major transportation routes for the region border or bisect the City. Trent Avenue (SR 290) runs east and west and forms the southern boundary of the City. Trent lies outside the municipal limits. Argonne Road runs north and south through the City and serves as “Main Street” for community businesses but also serves as a major north to south arterial for inter and intra regional travel flow along the eastern edge of the metropolitan area and truck routing within the Inland Northwest. The Spokane River forms the northern boundary of the City. It is surrounded by urban development.

Eighty years ago, as Millwood was forming, it was a small isolated community built around its major employer, a paper mill. Its location was well east of the urban area and bordered by agriculture lands in the Valley. There was a distinctive design element to the City; unique housing, a fine grid pattern of streets, narrow lane widths with tree lined buffers, and retail and services on “main street” accessible by walking. Elements of that earlier small town character and its historical patterns are still in place. The area surrounding Millwood, however, has changed. It’s now part of the expanding metropolitan region stretching from the City of Spokane to Post Falls and Coeur d’Alene Idaho. One of the region’s major north-south travel ways, Argonne, bisects the City. The challenge for Millwood is to develop transportation design strategies that restore and reconnect those desirable historical patterns while at the same time accommodating regional travel needs.

The outline at the beginning of this chapter identifies the individual sections. Three major content divisions link those sections: the examination of existing conditions and future travel demand that frame planning decisions; the goals and policies that form the heart of the plan and direct those decisions; and the implementation activities and programs to achieve desired outcomes.

## **8.2 EXISTING TRAFFIC CONDITIONS**

### **8.2.1 Functional Classification of Streets**

A starting point for Millwood to address the above challenge begins with street system design. Street design must serve operational and functional needs but transportation planners and engineers are rediscovering that those needs can be met with appropriate design that is more sensitive to community and environmental context.

Streets in the City have been classified according to their function in the overall road network. The functional classification forms a hierarchy associated with volume (see Table 8.1) and includes arterials, collectors, and local access streets. The classification is consistent with Washington State Department of Transportation’s (WSDOT) recommendations and conforms to SRTC’s regional network. A City may identify principal and collector arterials as shown in Figure 8.1. A missing link, but recommended for future study, is appropriate community context design standards for those functional classes of streets within Millwood. The potential danger of standardized “off the shelf” designs is the over emphasis on capacity, lane width, and speed to serve urban mobility needs. While those are important and must be met, they should not be achieved at the expense of other important transportation and land use needs.

**Table 8.1**

Street Classifications and Traffic Volumes

Street Classifications	Daily Traffic Volumes
Access Streets	00 -500
Collector Arterials	501 – 2,000
Minor Arterials	2001 – 5,000
Principal Arterials	5001 – or more

**Principal Arterials.** Principal arterials are streets or roadways connecting primary community centers with major facilities. Principal arterials are generally intended to serve through traffic. Along principal arterials, it is desirable to limit direct access to abutting property. The principal arterial in the City of Millwood is Argonne Rd. It has four 11-foot vehicular lanes with variable curb to curb width of 45 to 55 feet and a posted speed of 30 mph. Observed speeds (Spokane County) in this vicinity indicate 50 per cent violation and an average speed closer to 38 mph. Future design standards should retain existing vehicular lane widths, add design treatment to reduce speeds, include a planting strip with trees and lighting, and adequate pedestrian walkways on both sides of street.

**Collector Arterials.** Collector arterials are streets and roadways connecting residential neighborhoods with smaller community centers and facilities as well as access to the minor and principal arterial system. While having dual functions, property access is generally the higher priority for collector arterials and through traffic service is the lower priority. Collector arterials in the City include Euclid Avenue/Empire Way, Liberty Avenue, and Grace Avenue west of Argonne Road. They are each two-lane streets. With the exception of a small segment of Empire that contains two added turning lanes, collector curb to curb width ranges from 28 to 33 feet. Each has posted speeds of 25 mph. future design standards should accommodate sufficient two-lane flow but add pedestrian supportive features, ensure high levels of connectivity, and strengthen neighborhood character with design and landscape.

**Local Access Streets.** Local access streets have a variety of functions to perform with the principle purpose being to provide vehicular and pedestrian access to property abutting the public right-of-way. Moving traffic is a secondary function of access streets. Land service is the primary function, and being such, these streets should not carry through traffic. Buses and heavy trucks should be excluded from access streets except where the access street is in a commercial or industrial district of the City. Access streets also serve as an easement for utilities, open spaces between buildings and as an element of the urban landscape. All streets not classified as arterials are considered local access streets. Existing street



widths range from 20 to 32 feet and have posted speed limits of 25 mph. Future design standards would provide two lanes of traffic with narrow lane widths, on-street parking to provide buffers and reduce travel speed, other traffic calming techniques (e.g. traffic circles as warranted, and promote a landscaped and treed canopy edge.

A recent publication by Washington’s Community Trade and Economic Development (WCED) agency, Model Code Provisions: Urban Streets and Subdivisions, provides useful urban neighborhood and street design principles that were abandoned fifty years ago and now are being rediscovered. The suggestions are not replicable templates. Each community must tailor the details to meet its needs and characteristics. These design considerations are directed toward a more balanced street system that accommodates needs of the motorist but not to the exclusion of other travel modes. A current popular phrase for this approach is titled “pedestrian friendly streets.” Figure 8.2 provides an over view of selected planning and design principles.

### 8.2.2 Street Miles and Type

There are 12 miles of streets in the City of Millwood. All are paved and well maintained. Table 8.2 provides miles by street classification.

**Table 8.2**  
Street Miles by Classification

Street Classification	Miles
Arterial (Argonne)	0.60
Collector (Grace, Euclid, Liberty)	2.10
Local (All others)	9.30

### 8.2.3 Existing Traffic Volumes

Year 2007 average daily traffic volumes (ADT) on Argonne were over 33,000 ( Argonne Road Corridor Study, 2007). Peak hour (PM) volumes were nearly 2,800 . It is estimated that 80 per cent or more of the daily traffic volume on Argonne Road is through traffic. Eleven to 18 percent of the daily volume is truck traffic. The through and turning movements volumes of the PM peak hours at the three signalized intersections are shown in Figure 8.4. LOS ratings in this figure were updated with information from the Argonne Road Corridor Study. The collector street ADT volumes at Argonne were 1800 at Grace, 2200 at Euclid/Empire Way, and 2900 at Liberty (EWU Study, 10/2000).

### 8.2.4 Level of Service Evaluation

The Growth Management Act requires level of services (LOS) standards to be established on major streets to evaluate performance of existing systems and plan future transportation facilities and service that meet future needs.

Standards, which principal and collector arterials are measured against, allow the community to determine if a street is operating at a level acceptable to the community. When a street, or a segment of a street, falls below the acceptable level of service standard assigned, it indicates that traffic volume is exceeding the capacity of the street, or traffic controls such as signalization, turning lanes, or traveling lanes are not sufficient. Descriptions of these guidelines are provided in Table 8.3. To evaluate if the street is operating at its designed capacity, a quantitative analysis to determine LOS is conducted. The WSDOT has established a LOS D for principal arterials as the minimum acceptable for roads within an urban area.

**Figure 8.3**

Selected Elements of Pedestrian Friendly Streets

**Fine grid patterns** of interconnected streets with small blocks provide good opportunities for pedestrian access and mobility.

**Narrower streets**, scaled down for pedestrians and less conducive to higher vehicle speeds.

**Street Trees** at the sides of streets create canopy and shade and their vertical perspective creates the perception of a narrower roadway.

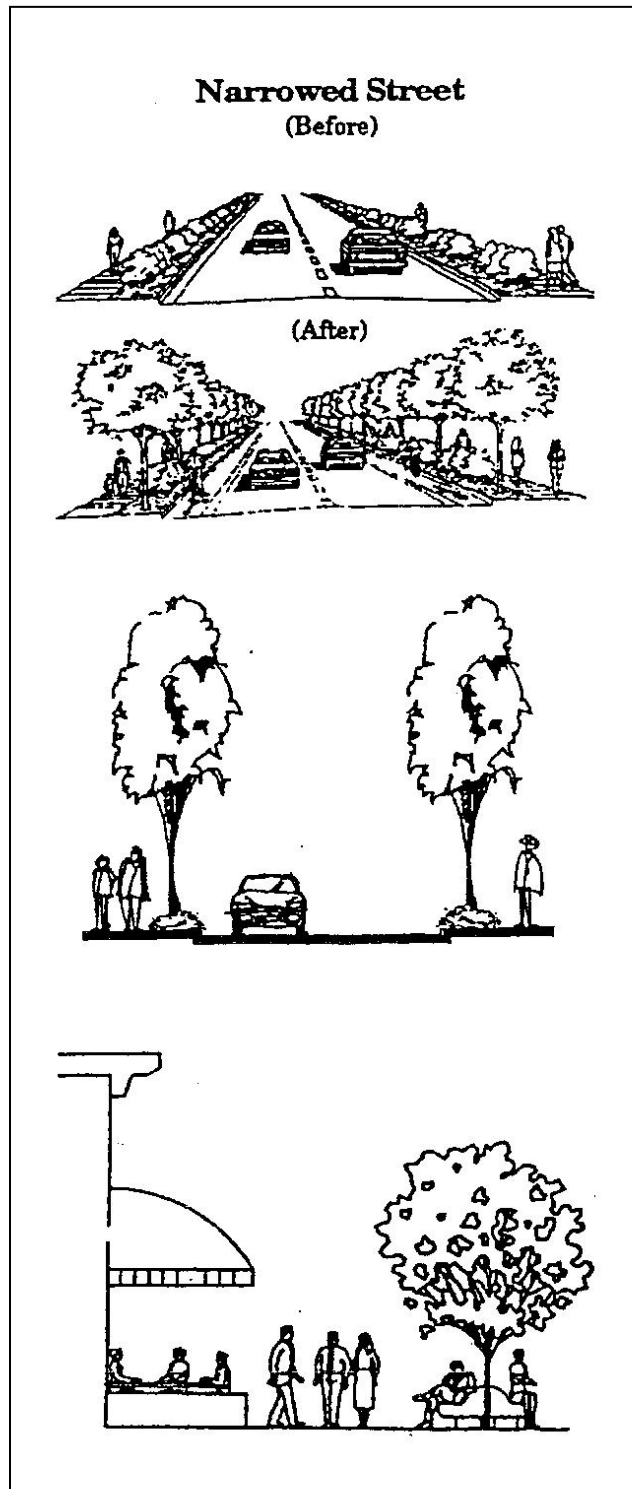
**Wide sidewalks** that provide continuous, separated, and fully accessible paths.

**Planting Strips**, between the curb and sidewalk, can provide landscaped buffers with storage space for snow and help soften adjacent buildings and hard surfaces.

**Street Lighting** designed to pedestrian scale (shorter pole with attractive fixtures).

**Traffic Calming** devices can slow traffic.

**Pedestrian “pockets”** are small public spaces adjacent to main pedestrian travel way that provide a place to rest and interact.



**Signalized Intersections.** Within built up areas, LOS assessment also examines intersections. Spokane County has established an LOC of C for signalized intersections on urban arterials. Figure 8.4 diagrams turning movement data values from 10/2000 at Millwood's three signalized intersections (Grace, Euclid/Empire, and Liberty) on Argonne Road. Based on evaluation of the through volumes, turning movements, and signal timing, the current ( 2007) p.m. peak LOS at those intersections ranges from C-D. Given the volume of traffic, this high LOS may seem surprising. Possible explanations include signal timing that optimizes through movement and limited left turn movements that would create friction and reduce LOS.

### **8.2.5 Land Use**

There is a direct relationship between land use and transportation demand. Land use generates the need for transportation facilities. Residential land use is the producer of trips. Land uses such as the Inland Empire Paper Company, a paper mill, and commerce along Argonne Road are trip attraction areas. Trips between production areas and attraction areas are made by auto, bus, bicycle, or walking. Therefore, any increase of activity in residential, commercial, or industrial land results in increased trip making.

As noted in the land use element, Millwood is essentially built out. Land use patterns, with the exception of some in fill or redevelopment, are projected to remain the same for the next twenty years. Internal trip generation, while never constant, is not expected to change dramatically in relation to any major land use changes.

To the north and northeast of Millwood is the unincorporated area of Spokane County where there are numerous subdivisions in various stages of development. It is estimated five hundred new units will be constructed over the next ten years. Because of the location of Argonne Road, this additional travel demand will flow through Millwood.

### **8.2.6 Access**

Access management is important for efficient functioning of roadways. Too many access points can reduce the mobility function of an arterial mainly due to delays and safety hazards cause by turning movements. There are forty-seven access points along the one half mile length of Argonne. Road. Twelve, or 25 per cent, are street intersections. The remaining access points are residential and commercial driveways. An access management study could determine operational needs and assess if there are more suitable ways to limit, share, or redesign access points on Argonne to improve street operation and reduce accident potential. Evaluation would certainly consider potential impacts to surrounding neighborhoods.

### **8.2.7 Parking**

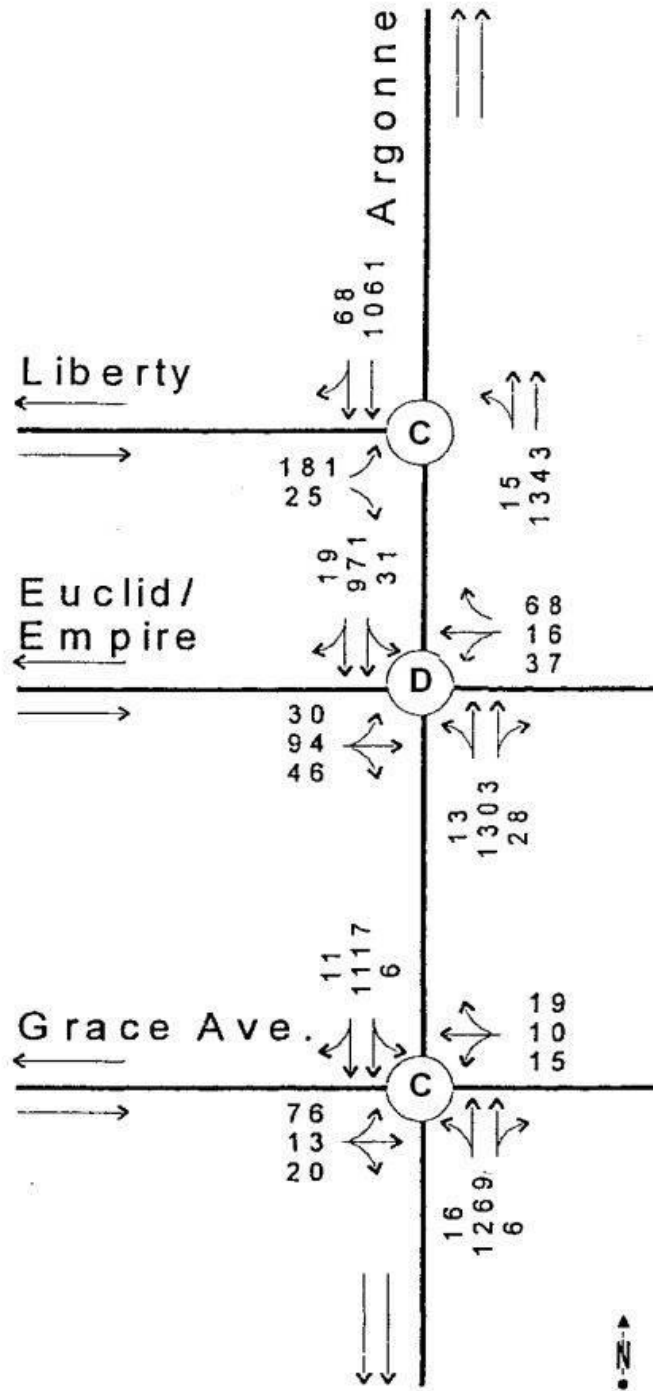
Vehicle storage space in commercial areas influence travel demand. Within the expanded downtown area (the blocks along Argonne from Frederick to Bridgeport Avenues), approximately three hundred existing or potential parking spaces were identified. While sufficient raw space is available, paving as well as striping, and signage for much of that space are needed to improve parking access and utilization.

### **8.2.8 Traffic Accidents**

The traffic accident reporting system jointly maintained by Washington State Patrol and WDOT has been out of service for the past few years and thus access to uniform, comparable, and current accident profiles in Millwood is not available. Review of recent Spokane County Sheriff accident data for Millwood identified nineteen accidents in 1997, twenty-two in 1998, and thirty-eight in 1999; a 100 per cent increase over the three years. Of the thirty-eight accidents reported in 1999, 86 per cent were on Argonne.

**Figure 8.4**

Year 2000 Turns and 2007 LOS for Signalized Intersections on Argonne



Source: Base values from EWU Traffic Survey, 10/2000; analysis by WSDOT, 1/2001 and Argonne Road Corridor Study, 2007 (average delay reported)

**Table 8.5**

## Level of Service Descriptions

**LOS A.** Primarily free-flow traffic operations at an average travel speed. Vehicles are completely unimpeded in their ability to maneuver within the traffic stream stopped delays at intersections are minimal.

**LOS B.** Reasonable unimpeded traffic flow operations at average travel speeds. The ability to maneuver within the traffic stream is only slightly restricted and stopped delays are not bothersome. Drivers are not generally subject to appreciable tensions.

**LOS C.** Stable traffic flow operations. However the ability to maneuver and change lanes in mid block locations may be more restricted than in LOS B, and longer queues and/or adverse signal coordination may contribute to lower average travel speeds. Motorists will experience appreciable tension while driving.

**LOS D.** Small increases in traffic flow may cause substantial increases in approach delays and decreases in arterial speed. This may be due to adverse signal progression, inappropriate signal timing, high volumes, or some combination of these.

**LOS E.** Significant delays in traffic flow operations and lower operating speeds. Conditions are caused by some combination of adverse signal progression, high signal density, extensive queuing at critical intersections, and inappropriate signal timing.

**LOS F.** Traffic flow operations at extreme low speeds. Intersection congestion is likely at critical signalization locations, with high approach delays resulting. Adverse signal progression is frequently a contributor to this condition.

Source: Adapted from Highway Capacity Manual

### **8.3 FUTURE TRAFFIC CONSIDERATIONS**

Future travel forecast results from modeling land use change and related travel demand. The above discussion on Millwood's land use notes that substantial change in land use and travel demand is not anticipated in the City and thus specific travel modeling for Millwood was not undertaken. Changes in the urbanizing portions of the county and region are anticipated and modeling of those changes discussed below; indicate increased traffic on Argonne Road.

#### **8.3.1 SRTC Forecast**

Spokane Regional Transportation Council (SRTC) is the designated Metropolitan Planning Organization (MPO) and maintains the regional network model. The SRTC forecast is the official forecast for the region. All forecasts in the model assume a focused growth alternative is adopted by Spokane County. SRTC's forecasted peak hour volumes for the years 2010 and 2020 on Argonne in Millwood are:

**Table 8.6**

SRTC 2020 Forecast for Argonne Road

Location	Base 2000	2010	2020*
Argonne	NB: 1562	NB: 1649	NB: 1681
(N of Trent)	SB: 1109	SB: 1448	SB: 1532
*Assumes North Spokane Corridor (NSC) Project in place			

The year 2000 base line values for SRTC’s model and the County’s forecast below are the same and compare somewhat closely to actual directional counts observed in the fall of 2000. SRTC’s model indicates minimal (7%) increase in PM Peak north bound traffic but moderate (28%) increase in south bound traffic over the twenty year period.

### 8.3.2 Spokane County’s Forecast

Spokane County’s model (TModel 2) uses the same regional network and base values utilized, but the outcomes (see Table 8.7) differ due to different assumptions regarding planned improvements. For example, the County’s modeling assumes completion of portions of the County’s Urban Arterial Connector (UAC) which results in different assigned values for Argonne.

**Table 8.7**

Spokane County’s 2020 Forecast for Argonne Road

Location	Base 2000	2010*	2020**
Argonne	NB: 1562	NB: 1639	NB: 1614
(N of Trent)	SB: 1109	SB: 1219	SB: 1156
* Assumes UAC (Bigelow/Forker) in place ** Assumes UAC and NSC in place			

The County’s model results indicate a 3 per cent increase in north bound peak hour volume and a 4 per cent increase in south bound volume over the twenty year period. During the first ten year period, projected volumes are higher and then decline. This reflects the County’s assumption that their urban arterial connector system, that eventually ties east-west travel flow (Bigelow/Forker) to expanded north-south travel opportunities (Sullivan), will redistribute traffic.

### 8.3.3 Alternative Projections of Peak Hour Traffic\*

As a third, somewhat simple yet comparable alternative, one can project future volumes based on recent growth trends of Argonne traffic. The projections below do not include expectation of major change or expansion of the network. The base values are from WSDOT traffic counts collected in October 2000. Table 8.6 identifies projected future traffic based on average annual rate of change in traffic volumes recorded at that intersection of Argonne @ Euclid from 1994 through 2000 (7 years).

Assuming the above trends in traffic growth, there is a projected increase of 29 per cent in north bound peak hour traffic and 80 per cent increase in south bound traffic.

**Table 8.8**

Alternative Projection for 2020 Travel on Argonne\*

Location	Base 2000	2010*	2020**
Argonne	NB: 1444	NB: 1733	NB: 2021
(N of Trent)	SB: 1130	SB: 1582	SB: 2034
*assumes annual growth of 2% north bound (NB) and 4% south bound (SB)			

### 8.3.4 2020 Average Daily Traffic Forecast

Translating the peak hour volumes described above into an estimate of Average Daily Traffic (ADT), the 2020 forecast values for Argonne range from 33,387 to 50,687. The variability is explained by the underlying assumptions about timing, projected growth rates, and effects of scheduled roadway

improvements. Again, the official forecast is SRTC’s and their forecasted ADT range for 2020 is 33,387 to 40,162.

**8.3.5 Implications of Future Travel Forecast**

Both forecasting models and the trend line projection indicate increased traffic volumes on Argonne. The former two suggest only minor increases; the latter suggest moderate increases. Changes of less than 10 per cent over twenty years should not have major impacts on traffic congestion given the current level of service (A-B) on Argonne. Improved access management and signal optimization should maintain efficiencies. Traffic increases greater than 25 per cent would have major impacts on LOS and this would require changes in street operations or policy or both.

**8.3.6 Impact from External Jurisdictions**

There are several programmed projects by other jurisdictions that could affect future traffic conditions in Millwood. Table 8.7 provides a summary overview.

During Spokane County’s planned replacement of the Argonne Bridge across the river, traffic lanes will be reduced during the construction period and congestion in the City is anticipated.

Forecasted regional traffic for 2020 show a significant increase in north to east travel flows (SRTC 2020 Traffic Forecast). The County’s planned improvements on Bigelow Gulch, a growing east-west arterial in the northern portion of the metropolitan area, will be designed to accommodate portions of this increased traffic. As that improvement ties into Argonne in 2010, traffic on Argonne through Millwood is projected to increase. When the Bigelow improvement eventually extends further east and connects to Sullivan Road, the County’s traffic model indicates a portion of Argonne traffic through Millwood would be diverted to Sullivan.

The proposed WSDOT North Spokane Corridor improvement (not shown above), while not a fully functional freeway, will be designed to meet high speed mobility needs along the eastern edge of the City of Spokane. If funded and developed over the next ten-twenty years, this roadway would be expected to capture a large portion of the projected north to south and north to east regional traffic flow. This would potentially relieve some projected traffic demand on Argonne.

The earlier discussion of future external traffic growth on Argonne and the above discussion of future external transportation improvements that impact Millwood’s traffic conditions pronounce the need for active intergovernmental coordination.

**Table 8.9**

External Transportation Improvements

Agency	Project	Type	Year
Spokane County	Argonne Bridge	Replacement	2002
Spokane County	Bigelow Gulch (UGA – E. Wiele)	Widening	2003
Spokane County	Bigelow Gulch (E. Wiele-Argonne)	Widening	2010
WSDOT	SR 290/Trent (Fancher-Sullivan)	Center Turn Lanes	2001
WSDOT	Interstate 90 (Argonne-SR27)	Add Lanes	2010

**8.4 OTHER MODES OF TRANSPORTATION**

**8.4.1 Public Transportation**

Millwood is a member of Spokane Transit Authority (STA), which is a regional public transportation agency. STA provides public transportation service within the Spokane County Transportation Benefit Area, including unincorporated areas of Spokane County and the five cities of Airway Heights, Cheney, Medical Lake, Spokane and Millwood. Bus service between Millwood and both the incorporated and unincorporated areas of Spokane County is provided using fixed-route and paratransit service.

Millwood is served by two bus routes, #32 Garland/Trent/Indiana along Trent Avenue, and #95 which loops through Millwood along Trent, Vista and Liberty and Argonne, connecting the community to three east-west routes and the valley transit center. All buses begin and end their routes at The Plaza in downtown Spokane, which serves as the hub for a majority of transit trips in the region. Rider ship averages approximately 100 on weekdays, 50 on Saturdays and 35 on Sundays and Holidays.

All of Millwood's multi-family housing and major employment locations, and a large majority of its single family household and commercial areas are within a ¼ mile of a transit route.

STA provides intra-city and inter-city paratransit service for those who qualify under the Americans with Disabilities Act (ADA) due to physical and/or mental disabilities that prevent them from riding the fixed-route bus. Qualified riders arrange by telephone for services that are provided by a paratransit van having capacity for up to fifteen passengers. Paratransit service to Millwood is available as follows: weekdays from 5:30 AM to 12:00 AM with the last pick-up at 11:00 PM; Saturdays from 6:00 AM to 10:00 PM with last pick-up at 9:00 PM, and Sundays and Holidays from 8:00 AM to 8:00 PM with the last pick-up at 7:00 PM.

There are no Rideshare Vans servicing Millwood at this time.

STA's passenger amenities program includes a shelter program based on rider ship patterns as well as on joint construction with another agency or party with eventual assumption of ongoing maintenance costs by STA. A shelter meeting ADA requirements and sized to provide a five-foot turning diameter for wheelchair access was placed in 2000 by STA on a concrete pad provided by a private party on the Millwood (north) side of Trent near the Department of Social and Health Services office.

Many residents in Millwood rely on STA's service. Reductions in that service brought on by loss of MVET revenue (Initiative 695) impacted transportation choices for the community. The City desires to work closely with STA to restore and enhance service levels.

#### **8.4.2 Rail Transportation**

Rail transportation played a major role in the historical development of Millwood, and the railroads continue to provide a portion of the regional transportation system for the Spokane Metropolitan Area. However, currently there is no scheduled passenger rail service in Millwood. AMTRAK provides regularly scheduled service out of facilities located in the Spokane Intermodal Center in downtown Spokane.

The Burlington Northern Santa Fe (BNST) and the Union Pacific (UP) service Spokane. BNSF operates a main-line providing service between Portland/Seattle and Chicago. UP provides rail service from Hinkle, Oregon to Cranbrook, Canada through East Port, Idaho, in addition to operations in eastern Washington and northern Idaho.

The rail tracks in Millwood are owned by UP, although BNSF has running rights on the UP track. UP's tracks run west from Vista Road along the south side of Euclid Avenue to Argonne Road and then east along the south side of Empire Way to the underpass below Trent Avenue. A spur line serves Inland Empire Paper Company just east of Argonne Road. There are at-grade crossings at Vista Road, Marguerite Road, and Argonne. BNSF currently has no regularly scheduled service to or through Millwood, although it previously operated two train runs per day, one in the morning into Millwood and one in the evening out of Millwood, Monday through Friday, between Spokane and Millwood, to serve Inland Empire Paper Company.



UP currently has only freight service traveling through Millwood with approximately three trains daily originating in Hinkle, Oregon and traveling north and three trains daily originating in Cranbrook, Canada and traveling south. There are no specific scheduled hours. Thus, the trains may operate anytime during the day or night, seven days a week. The length of the entire train ranges from two hundred to eight thousand feet with the average rail car being sixty feet. UP has had discussions with Canadian Pacific to merge operations in the future and operate all service on the main line to the north of Millwood. In the event of such a merger, any continuing service to Inland Empire Paper Company is anticipated to be along the existing spur line and then connecting to the main line along Empire Way southeast to under Trent Avenue. Should this occur, there would no longer be a need to continue the UP tracks from Argonne Road west through Millwood. There are several implications of rail service changes. One is that improved rail system service might reduce need for Mill related truck traffic. As the Mill doubles production this year, this aspect is pronounced. Secondly, should the above merger occur, it could eliminate train related congestion. And finally, if the route were no longer needed, the City could possibly acquire this important right-of-way for public and developmental purposes.

### **8.4.3 Air Transportation**

Air Transportation is available to Millwood residents at Spokane International Airport (SIA), approximately ten miles to the west, and at Felts Field, approximately one mile to the west. SIA is the primary commercial service with a transfer in downtown Spokane at The Plaza as well as by private taxi and airport shuttle services.

Felts Field, one-half mile west of Millwood, is the designated Reliever Airport for SIA, as well as serving General Aviation (GA) type aircraft. Felts Field does not have scheduled passenger service. The aviation activity at Felts Field includes both General Aviation operations and military operations, although the latter, which include fueling and training operations, make up less than one percent of the total operations. Total operations are approximately 76,000 annually with 60 per cent being itinerant and 40 per cent being local. More than 150 tons of freight is transported via Felts Field, with approximately two-thirds being off-loaded and one-third being on-loaded. The Felts Field Master Plan for 1992-2013 forecast an increase in total operations from 79,568 in 1992 to 95,208 in 1998 and then steadily increasing to 117,239 in 2013. However, actual operations for 1998 were significantly less than forecasted, totaling 72,241, with the percentage of itinerant and local operations being approximately sixty and 40, respectively. In 1999 there was a slight increase to a total of 75,844 operations; however, this actual figure is still considerably less than was forecast in 1992. Within the industry, major innovations that improve GA service potential are taking place. Those changes and their relation to Felts Field and Millwood vicinity should be monitored.

### **8.4.4 Bicycle Mode**

Most Millwood adult residents ride primarily for recreation and exercise with a small percentage using bicycles for traveling to and from school and work. Estimated daily volumes range from 250 to 500 (EWU Ped/Bike Survey, 2000), depending on the season as well as local activities taking place in and near Millwood.

The City's Bicycle Plan consists of three types of bike routes:

**Shared Pedestrian/Bicycle Path** - a path on separated right of way with minimal cross-flow by motor vehicles. These paths have a minimum width of 10 feet to accommodate two-way traffic.

**Bike Lane** - a portion of the roadway designated by striping, signing or pavement marking for the preferential or exclusive use of bicyclists. Typically a bike lane is five feet wide. However, bike lanes can be 4 feet wide if there is no curb or gutter.

**Shared Roadway** - signed or unsigned roadways allowing both vehicular traffic and bicycle traffic

One of the main goals is to connect with regional bike routes. Continuity of bike routes among the cities and county will make bicycling a safer and more effective mode of travel. The 2008 Spokane Regional

Bike Plan identified key bicycle corridors in the Spokane Metropolitan Area (SRTC, 2008). The City of Spokane Valley and the City of Spokane both recently adopted plans which show key corridors connecting to Millwood in their respective bicycle and pedestrian plans.

The most important bicycle corridor for the region is the Centennial Trail located one half mile north of Millwood and the Spokane River. The twenty mile long Centennial Trail, running east-west through the entire urbanized region, provides an alternative transportation route by which bicyclists can avoid high volume arterials and dangerous intersections, and on which bicyclists can ride from the Idaho border to downtown Spokane.

Millwood's bicycle plan provides connectivity to these regional routes as shown in Figure 8.4. The City has designated a bike lane, running generally along the north side of Empire Way from Argonne Road to Butler Avenue. Spokane Valley's plan shows this lane to be connected to the south end of the Centennial Trail Bridge approximately one half mile to the east.

Millwood's plan shows a proposed shared pedestrian/bicycle path on the abandoned Spokane International Railway line (now owned by Spokane County) which runs east-west across Millwood along the south side of Euclid and Empire, then crossing under Trent Ave and connecting to other trails in the City of Spokane Valley. Going west, this path would extend into the City of Spokane which also shows this abandoned railroad right of way in its bike plan.

Millwood needs and desires safer and more convenient access to the Centennial Trail. This is provided in the plan by a proposed shared pedestrian/bicycle path on the east side of Argonne from Empire to the river. . This would not only provide Millwood's residents better access to the Centennial Trail, it would also provide the growing number of Trail users relatively convenient access to the respite and services of Millwood's downtown area.

Millwood's plan also includes two shared roadway sections, on Argonne Road between Trent and Liberty, and on Liberty from Argonne to Vista Road.

#### **8.4.5 Pedestrian Travel**

The urban pattern of Millwood provides a walk able scale. Ninety percent of the community is within a half mile and fifty percent is within a quarter mile or less of the commercial center axis along Argonne. Schools, shopping, transit routes, city services and parks are within that walking distance. Millwood desires to build on that foundation and enhance walk ability with improvements in safety, comfort and attractiveness of the streetscape.

There are 2.8 miles of existing sidewalk ranging in width from four to six feet along neighborhood streets and eight to ten feet in the downtown area. Major pedestrian traffic generators include the schools at Grace and Vista, the Park and City Hall on Frederick, STA transit stops, and the commercial businesses along Argonne.

The principal north/south pedestrian travel axis is along Argonne. Pedestrian crossings on and along Argonne during the PM peak hour ranged from eight to twenty-five crossings per hour (EWU survey 10/2000) at the three signal intersections. On the east side of the street, a five foot sidewalk extends from Trent to the Argonne Bridge. Among the noted deficiencies are: portions of the sidewalk are in need of repair; utility poles, railroad fixtures, and signage protrude into the sidewalk space; and the sidewalk edge is at the curb line without sufficient buffer space between moving vehicles and pedestrians. On the west side of Argonne, the sidewalk is largely confined to the downtown area between Euclid and the bridge. While in need of repair, the sidewalk space is eight to ten feet and is also buffered from moving vehicles by a seven foot parking lane. During a survey, more pedestrians were observed walking on this buffered west side path than on the east side sidewalk. Pedestrian crossing signals on Argonne are located at the three collector intersections of Liberty, Euclid, and Grace.

East/west sidewalks are on portions of Liberty, Dalton, and Euclid. There are also portions of sidewalks for a block or two along Marguerite approaching the elementary school and on Vista approaching the high school. Other local streets have paved or gravel edges that accommodate pedestrian movement.

Pedestrian facility improvements are needed on the arterial and collector streets. Sidewalk extensions and improvements including a landscaped buffer between the curb and sidewalk on both sides of Argonne would improve pedestrian safety and comfort. Sidewalk and streetscape improvements in the Downtown area (Euclid to Bridgeport) would enhance walk ability and downtown identity. Improvements on all collectors would insure that pedestrians have adequate safe east/west paths through the City.

#### **8.4.6 Summary**

To summarize existing and projected future transportation conditions, selected assets of Millwood's transportation – land use systems include:

- good external access via Trent, I-90, and Argonne;
- an efficient grid/modified grid street system for local circulation;
- good street maintenance program;
- rudiments of multi-modal transportation system in place;
- relatively compact and walk able scale of community;
- a core of commercial & public buildings/spaces to provide “center”; and
- good traditional design of local streets (boulevards, narrow widths).

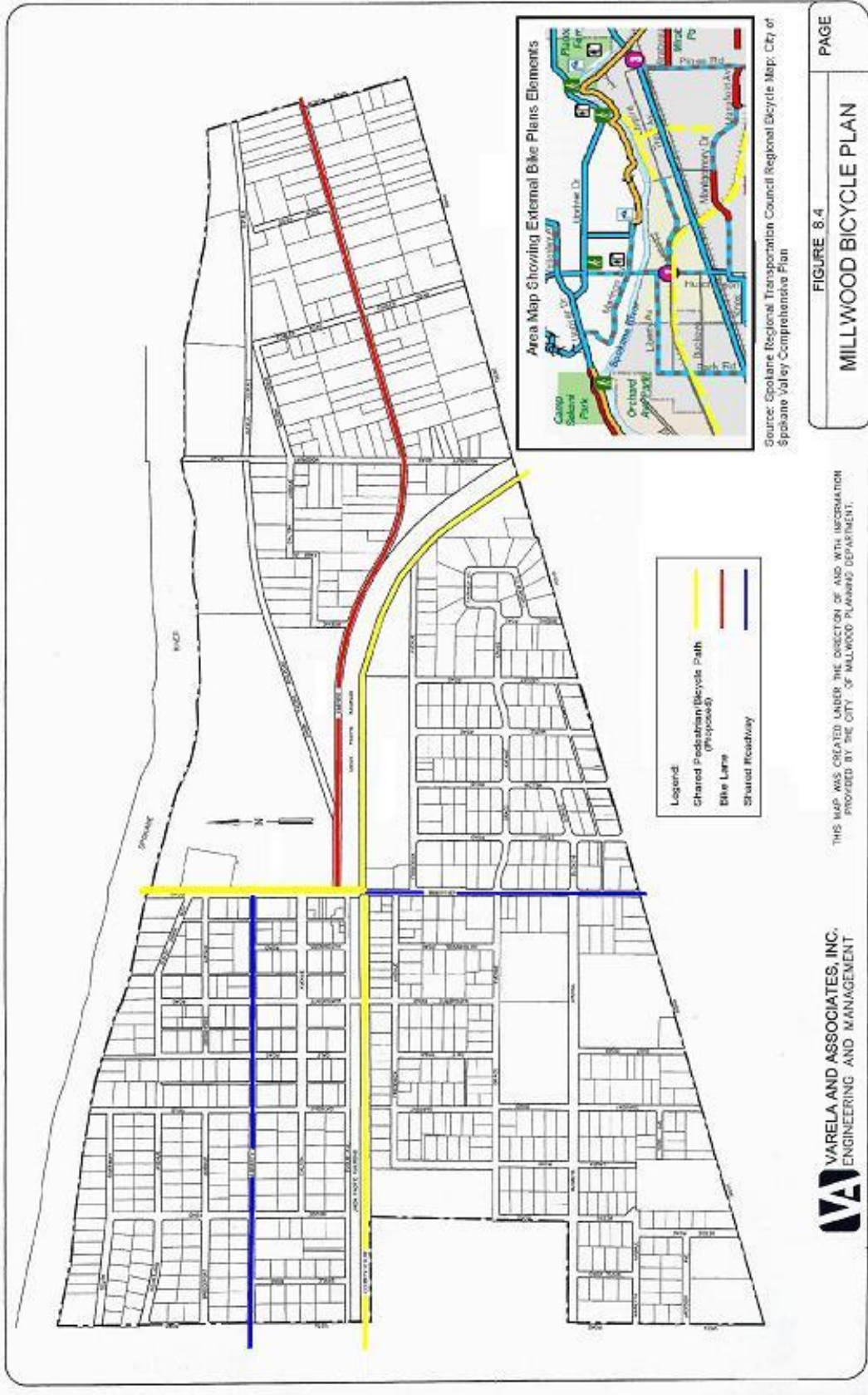
The above elements, coupled with historic buildings and neighborhood district, natural features of the river corridor, and accessible park space provide a foundation for enhancing the special character of Millwood. But Millwood also faces challenges that can impact its desired future, including:

- current and projected increases of external traffic on Argonne;
- slight to moderate excessive speed of Argonne traffic;
- potential for neighborhood traffic impacts from increased congestion;
- constrained R-O-W on Argonne for making needed improvements;
- funding needed improvements in sidewalks, streetscape, and bike paths;
- constrained transit service limits travel choice for some residents;
- uncertainty of freight movement mode and corridor options;
- need for developed and accessible parking in business district;
- need for design guidelines for street and streetscape improvements;
- need for improved intergovernmental coordination.

The goals, policies, and programs laid out below are intended to address these challenges over time.

### **8.5 TRANSPORTATION GOALS AND POLICIES**

Initial land use and transportation goals were discussed extensively in community meetings in the early stages of plan development (1996-97). The existing conditions, future travel forecast, and alternative options contained in this element were reviewed with the community and decision makers several times during the 2000-2001 study period. A community Open House to review findings and options was conducted in October 2000. The public was also invited to fill out surveys detailing their preferences for transportation issues within and surrounding Millwood. A Public Meeting, with both the Planning



Commission and City Council present, took place in February 2001. In 2007 the City conducted the Argonne Corridor Traffic Study which produced additional information to be included in the plan. The following goals, policies, and programs have come out of these public participation efforts:

### **8.5.1 Goals**

**Safe Multi-modal Transportation System** - Millwood's transportation system will be safe, efficient, accessible and environmentally sound. It will ensure that the circulation of motor vehicles is compatible with bicycles, transit, and pedestrian modes and that the overall transportation system enhances the livability of the City.

**Walkable Community** - Millwood desires to be a walk able community. In particular, it desires to create a pedestrian-oriented Downtown and "Mainstreet," where residents and visitors can access commercial, public, and recreational facilities by walking.

**Small town Character Recognized and Enhanced** - Millwood's transportation system planning and programming will be integrated with its land use element, particularly the Downtown portion, to ensure "small town character" is maintained, community identity is enhanced, and transportation improvements contribute to economic vitality of "Mainstreet" and Downtown.

### **8.5.2 Transportation Policies**

**Arterials & Levels of Service:** Adequate levels of service for vehicle traffic on arterials will be maintained at sufficient capacity levels to provide efficient and effective movement without impacting other modes or encouraging high vehicular speed. The adopted LOS for Argonne will be "D".

Millwood will develop and implement an access management plan.

**Local Street:** Street design and operation will discourage through traffic in neighborhoods. When and where needed, neighborhood traffic calming measures will be implemented.

Millwood will develop and adopt street and streetscape standards patterned after model code provisions (DCTED, 1998) that create a street environment that is supportive of a wider range of travel choice and contributes to greater community livability.

**Pedestrian & bicycle Facilities:** Millwood will develop a safe, convenient, and comfortable system of pedestrian and bicycle paths that interconnect the downtown, parks, schools, public facilities, river, Centennial Trail, and neighborhoods throughout the City.

Pedestrian paths will be continuous and connected with sidewalks on both sides of arterials and a minimum of one side of all collectors. Pathway design will emphasize safety and convenience but will also strive, where feasible, to provide attractive streetscape improvements that enhance the aesthetics of the City. Amenities may include adequate buffers, wider sidewalks where needed, awnings where needed, street trees, pedestrian furniture, overhead lighting, and landscaping.

**Parking:** Millwood will provide adequate parking in the Downtown area and along Argonne. Where feasible, segments of on – street parking will be encouraged for user convenience and to separate moving traffic from sidewalks. Off street parking lot areas will be landscaped and preferably located to side or rear of buildings.

**Transportation Demand Management:** In addition to model and design improvements, noted elsewhere, Millwood will coordinate closely with Spokane Transit Authority to ensure improvement in public transportation to meet the needs of the community. Millwood will also coordinate with major employers to support Travel Demand Management (TDM) strategies. And finally, Millwood will promote improved land use policies that result in the generation of fewer motor vehicle trips.

**Freight Movement:** Millwood will work closely with the Inland Empire Paper Company to coordinate their transportation needs for rail and truck access.

**Planning and Programming:** In order to develop the desired streetscape environment, Millwood will undertake detailed planning, design and engineering studies to provide corridor and sub area plans for improvement.

Millwood will develop and annually update a six-year transportation improvement program that adequately develops and maintains a transportation system supportive of multiple modes of travel.

**Funding:** Millwood will establish and maintain a reserve account in the Street Fund. This account will be dedicated to funding anticipated transportation improvements of this plan. The City will also aggressively seek external grant funds, actively promote public private partnership cost sharing, and seek creative intergovernmental revenue sharing arrangements for mitigating traffic impacts generated by external traffic.

**Plan coordination:** Millwood will coordinate with Spokane County, SRTC, STA, and WSDOT to ensure plan compatibility between agencies and jurisdictions.

The City commissioned the Argonne Road Corridor Study in 2007, which produced a great deal of information and policies to improve the use of the corridor by vehicles, pedestrians and non-motorized vehicles. This document, which is included by reference to this Plan, should be used in the revision of this Transportation chapter.

## **8.6 RECOMMENDED TRANSPORTATION PLAN**

The Transportation Plan consists of several parts. The goals and policies discussed above are the heart of the plan; they provide the vision and over arching policy direction.

There are other vital elements. The transportation improvement program (TIP) set forth below in section 8.6.3 lays out priority improvements for the short term. The functional classification system map, previously identified, relates major roadways to function. A related element of functional classification is street standards. Millwood, like many small towns, does not have adopted street standards. One of the above policies recommends such an effort be initiated. Another study topic, discussed earlier in the report and recommended in the policies, is an access management plan to reduce the friction and hazard of too many access points along a roadway segment.

And finally, transportation demand management strategies, addressed in the policy section, are a plan element intended to alter travel patterns to more efficient and effective use of the system. Those include sets of alternatives ranging from land use policies that reduce need for travel, to transit and ride sharing incentives that shift the mode of commutation from single occupant vehicles to high occupant vehicles, to the suggested sidewalk and bikeway improvements that encourage non vehicular modes of travel.

### **8.6.1 Recommended Studies**

Several studies to help formulate design and operational details of the plan, along with action steps, have been recommended or implied. Topics for those studies include:

- Argonne Corridor Improvement (focused on pedestrian needs)
- Downtown District Streetscape Improvements
- Street Design Standards
- Access Management
- Bikeway Improvements
- External Traffic Impacts

In 2007, the City completed the Argonne Road Corridor Study in order to begin to address congestion-related issues that have developed with the corridor. The study investigated and defined the baseline

conditions on Argonne Road currently and for predicted future conditions, and it identified and evaluated viable primary corridor improvements that support the City's traffic and non-traffic related goals and objectives. Based on the recommendations in the study, in 2008 the City undertook major reconstruction of Argonne Rd with pedestrian enhancements, with work to be completed in 2009.

### **8.6.2 Transportation Improvement Needs**

Transportation needs for Millwood begin with a focus on the arterial corridor. Despite probable increases in future traffic volumes on Argonne, vehicular capacity expansion is not desired. Instead, improvement considerations focus on enhancing the streetscape.

The focusing question is: "how can streetscape design along the corridor be improved to meet the community goals of preserving small town character, enhancing community identity, and improving economic vitality?" One recommended step is that street design standards be developed and implemented. A second consideration might be design and landscaping of entryways at both ends of the Argonne corridor and at entryways to the downtown district. This improvement could serve dual purposes of visually identifying community/district entrance points and visually signaling the motorist to arrival in a different travel environment requiring different (e.g. reduce speed) travel behavior. A related consideration might include landscaping and design treatment off set from the curb (street trees and lighting) that would add a vertical perspective to the corridor view. Research studies of this visual "narrowing" of the street have documented influence on travel behavior including reduced speeds. The landscaped strip would also buffer the sidewalk and provide a more comfortable walking environment. If street lighting and trees are added, consideration could be given to replacing obtrusive utility poles with underground facilities. Improvements on Argonne should also include continuous sidewalks on both sides of the street from Trent to the Argonne Bridge.

Within the Central Business District (CBD) of downtown, improvements on Argonne could include curb realignments, landscaped bump outs to delineate curb parking space (west side only), wider sidewalks on both sides, unique pavers at crosswalks, land selected street furniture. Both residents and visitors desire visual access to the river. A small observation deck, connected with the sidewalk crossing the bridge at the southwest corner, could be considered.

Current LOS for pedestrian travel in Millwood should be increased by designing pedestrian facility improvements as described above to ensure safe, comfortable, and attractive access for pedestrians within Millwood to and from the Centennial Trail.

In the future, the need for a left-turn channel and protected turn signal at the Euclid/Empire intersection may be needed. Most commercial parking in the CBD is located to the side and rear of buildings. North bound vehicular access to the collector street and those west side public and private parking areas is difficult now and will become more so in the future. Right-of-way (ROW) space for that improvement is constrained currently; however should the rail line and crossing at Argonne ever be abandoned and the City acquires that rail ROW, it would offer opportunity for this and other improvements. Historical photographs of this intersection show a rail depot located near the south east portion of the intersection. Siting a replacement depot like structure in this area could serve as a visitor information center and mini historical museum. Perhaps, if routing allowed, STA could also use such a facility and space as a transit center for Millwood.

While bike paths are delineated on selected collector streets, an improved bikeway system in the future might include further improvements to provide a continuous path around the City and adequate connection to the Centennial Trail. These designed improvements, when completed, would constitute the expected level of service for the bicycle mode.

While details of streetscape design for collector and local streets would be addressed in proposed standards, the above policies prescribe that all collectors will have landscaped and buffered sidewalks on

at least one side of the street. Existing tree lined and median boulevard conditions along Dalton also suggest enhanced possibilities for collectors.

Light rail transit (LRT) is being planned on the sixteen mile South Valley corridor linking downtown Spokane and Liberty Lake. Millwood residents should be provided access to this service by feeder bus to be operated along Argonne between Millwood and a proposed LRT station approximately one and one half miles to the south. Operations should be coordinated to minimize transfer times and existing bus routes should be modified to intersect with the LRT alignment in order to support efficient transfers.

The current level of service (LOS) for public transportation in Millwood is: hourly during daytime hours on weekdays as well as on weekends and holidays; every thirty minutes during night hours on weekdays; and hourly during night hours on Saturdays. There is no service after 8:00 PM on Sundays and Holidays. The City of Millwood should work with Spokane Transit Authority to ensure that transit service to Millwood does not decrease. Rather, more frequent service should be provided during weekday peak hours, and night service should be provided on Sundays and Holidays.

### **8.6.3 Transportation Improvement Programs**

The above discussion of selected needs and potential improvements represent long-term aspirations for the City. While there is clear resolve on direction, there are limited resources to implement. Priorities and phasing, schedules have to be established.

The improvement program items shown in Table 8.6 provide estimated cost and adopted priorities for the transportation improvement program (TIP). The short-term projects (0-5 years) are included in the Capital Improvement Program (CIP) element of the plan. The cost estimates for the projects were prepared using 2000 dollars and do not include R-O-W acquisition. It is noted the proposed projects are not growth related but rather are enhancement projects that help achieve the City's goals of a safe walk able community and preservation of small town character. Three priority levels are identified:

Short term projects initiated prior to 2006; Midterm projects initiated prior to 2011; and Long term projects initiated in second half of planning horizon (10 -20 years).

These suggested projects are by no means an exhaustive list. A good assumption would be that the project list would grow and become more refined in scope as recommended studies (identified above) are completed.

A total of twelve projects are identified with an estimated short to midterm cost of approximately 1.4 million dollars. The three short-term projects were selected as immediate priorities because they improve the safety and operation of the existing system and address important community land use goals.

### **8.6.4 Revenues, Expenditures & Concurrency**

Revenues available for funding street activities in a small city like Millwood can be variable depending on local and state economic factors. Funds for these activities in the past have come from general city revenues (e.g., sales tax) and distribution from state and federal sources (e.g., state gas tax allocations). Other potential funding sources include grants and local improvement districts.

Trends in street revenues and expenditures over the past ten years have ranged from \$200,000 - \$300,000 per annum. The City recognizes this amount alone will not come close to funding desired improvements and meet ongoing operation and maintenance needs. Over the next ten years, the City will aggressively pursue eligible grant programs to assist in making these improvements. The City is committed to setting aside an average of 10 per cent of the historical local street revenues (approximately \$20, 000 - \$30,000) in a reserve account to fund the local match portion of expected grants. Likely sources of grants include the Transportation Safety Commission (TSC), Surface Transportation Program – Enhancements (STP/En) of the federal T21 Transportation Act, and Transportation Improvement Board (TIB).



GMA requires that short term projects comply with funding concurrency; that is funding of anticipated a project has to be place. In the usual context this requirement is associated with growth related street capacity improvements. In Millwood, the projects are enhancements. The short-term projects for Millwood have an estimated cost of about \$500,000. Given the City’s agreed upon vision and documented needs, it is reasonable to assume the City will succeed in securing 80 per cent of this cost from external grants and concurrently have in place the 20 per cent local match.

**Table 8.8**

Millwood’s Transportation Improvement Program

Project	Priority*	Estimated Costs**	Funding
<u>Pedestrian/Bicycle Improvements</u> Sidewalk Improvements on Argonne(W. Side Euclid to Buckeye)	Short Term	188,700	City TSC STP En.
Pedestrian Improvements in Downtown District(on Argonne – Liberty to Euclid)	Short Term	240,000	City STP En.
Pedestrian River Access (Observation Deck)	Short Term	65,000	City STP En.
Sidewalk Improvements on Argonne (E. Side – Euclid to Buckeye)	Mid Term	393,000	City STP En. TSC
Sidewalk Improvements on Collectors (Grace, Liberty, Euclid/Empire)	Mid Term	200,000	City STP En. TSC
Bike Path on Empire	Long Term	NA	NA
Pedestrian Streetscape Imp. (on Euclid/Empire)	Long Term	NA	NA
Roadway Improvement			
Intersection Improvements @ Argonne/Euclid Actuated Signal-Left Turn Channel	Mid Term	300,000	City STP En.
Other			
Parking Lot improvement(S, Side of Euclid @ RR)	Long Term	NA	
Underground Utilities on Argonne	Long Term	NA	NA
Up River Canoe Access	Long Term	NA	NA
*Priority definitions in section 8.6.3			
**Calculated 2000 dollars and does not include right-of-way acquisition.			

**8.6.5 Conclusion**

This Transportation Element has reviewed existing travel conditions, future needs, and recommended improvements for the City of Millwood. Recommendations, focused on enhancement projects, are based on needs and community preference to improve the pedestrian environment and preserve the special character to the City.

Millwood is a small city and it is essentially built out. Major change in land use and local traffic demand is not anticipated. Traffic growth on Argonne, Millwood's only arterial, however, is anticipated. That growth is related to changes in land use and transportation system conditions external to Millwood. The City must work closely with the County, SRTC, WSDOT, and STA to insure Millwood's transportation needs are considered within on-going plans and improvements to meet regional travel needs.

# CHAPTER 9 - UTILITIES

## 9.1 INTRODUCTION

One of the main purposes of a local government is to provide necessary services including utilities to its residents. The City collects tax dollars and utility fees and provides services for those dollars. The City should strive to provide the maximum utility benefit for the utility revenue received. Current service requirements as well as future demands should be considered and planned for.

Planning plays a significant role in capital expenditures programming by providing a growth framework by which potential expenditures may be evaluated. For example, an area may be projected for industrial expansion, but is lacking necessary water and sewer utilities. Should the local government wish to stimulate development in this area, it can plan for and participate in the construction of these utility systems. On the other hand, lands retained for open space will demand relatively few expenditures of limited revenues. Planning can also anticipate future gas and storm sewer needs which will be generated by new development and propose a system for making those improvements. Other governmental agencies also benefit by a plan which provides predictable growth patterns for the future. In short, the plan is the foundation of capital improvement programming for the City.

The Growth Management Act of 1990 (GMA) formalized the importance of the comprehensive plan in Washington. The GMA requires all cities and counties in the State to do some planning and calls for the fastest growing counties to plan extensively in accordance with State goals. Among these goals is the emphasis on consistency of utilities plans with land use plans.

One of the intentions of emphasizing consistency between the Utilities and the Land Use Elements in the Plan is to meet the Act's goal of "concurrency." Although the word never actually appears in the law, the essence of "concurrency" is best captured in Goal 12 of the GMA. Goal 12, which addresses public facilities and services, aims to ensure that those utilities, "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 established minimum standards." Under GMA, "concurrent with the development" means that for non-transportation facilities, improvements or strategies must be in place at the time of development. In the case of transportation facilities, concurrency dictates that a financial commitment must be in place to complete the improvements or strategies within six years.

More broadly, the GMA seeks to unite utilities decisions with those of land use. In infrastructure planning, there is an increasing need for integration with the more traditional areas of planning if infrastructure is to complement rather than lead the development of communities. In the facilities development process, planning is most effective early in the process, when locations are being considered and when such significant parameters as population projections and future land use and density patterns are being considered.

## 9.2 WATER UTILITY

### 9.2.1 Existing Conditions

**Source.** Ground water from the Spokane Rathdrum Prairie Aquifer is the sole source of the City of Millwood's water supply. The City owns and operates three wells. Currently, Butler well is in operation. Butler well is located north of State Highway 290 Trent Road. New Park well is located at the west end of the Millwood municipal park north of Frederick Avenue. Old Park well is located in the park also; however, it is at the east end of the park. Old Park and New Park are used when demand is high. Water is pumped from these wells and distributed to customers through the municipal water system. Technical information for all three wells is given in Table 9.1.

**Table 9.1**  
Water Wells

Well	Date Drilled	Depth (ft)	Capacity (gpm)
Butler	1959	130	500
New Park	1981	197	2,200
Old Park	1928	112	1,200

Butler well, which draws from a depth of 130 feet, draws water from the expansive Spokane Rathdrum Prairie Aquifer which stretches from Idaho, west into Spokane County. This is the City’s main source of water, and Old Park and New Park are used as backup for fire flow or high demand times of the year. The existing system allows the City to use its own water resources and provide its own water services without relying upon other systems.

**Storage.** The current water storage system is owned by the City. Water originating from all three wells is pumped and stored in a steel standpipe, located in the municipal park, for distribution throughout the City. The capacity of the water tower, which was constructed in 1969, is 800,000 gallons. The water stored in the water tower is used for emergency situations. The major project to improve the storage facility includes a new pump house, electrical and communication wiring to connect the backup generator and two booster pumps and an automatic transfer switch.

**Treatment.** The City does not treat its water supply.

**Distribution.** The current service area for the City consists of all parcels within the municipal boundaries, excluding those properties annexed in 1991 which are serviced by Orchard Avenue Irrigation. The existing water system is shown in Figure 9.1 with those areas serviced by Orchard Avenue shown in yellow. Distribution occurs through a series of water lines which extend outward from four pump houses and booster stations. The City maintains tie-ins with Orchard Avenue Irrigation District to the west and with Irvin Water District to the east. In 1999, the City installed a telemetry system to more efficiently manage the distribution of water and a generator to provide backup power to the system in the event of an electrical outage.

**Consumption.** The City’s water system currently services 836 equivalent dwelling units. In 2008, the City’s water consumption was approximated at 275 million gallons for the year. The average daily consumption for the year was approximately 754,000 gallons per day. Current monthly billing rates are: \$14.70 for the first 4,000 cubic feet; over the first 4,000 cubic feet it is \$0.20 per hundred cubic feet for residential, and \$0.14 per hundred cubic feet for commercial, in addition to the base rate.

#### 9.2.2 Ability to Meet Future Demand

**Capacity.** Based upon population projections, the population for the City of Millwood is expected to grow to 1,750 by the year 2030. Future water consumption can be calculated based upon 2001 consumption data. Since the City does not service the annexed parcels, they are not considered in the calculations. Approximate future consumption equals the 2001 water use, divided by the 2001 population, multiplied by the projected 2030 population.

$$(754,000 \div 1665) \times 1750 = 792,492 \text{ gallons per day}$$

In 2001, water consumption averaged approximately 620 gallons per day per single family residence, which makes up the standard “Equivalent Residential Unit.” That year there were 619 single family residential ERUs, 36 ERUs for multifamily, and 171 ERUs for commercial/industrial, for a total of 826 ERUs.

Current maximum pumping capacity is greater than the projected average daily consumption demonstrating that the existing supply can potentially meet growth demands if the current capacity of the well is not significantly reduced.

The City's 2003 Water System Plan shows that there are no deficiencies in the system capacity.

**Distribution.** The existing distribution system was recently upgraded to increase fire flow and water pressure in certain areas. In 1990, the City's system was adequate to merit a 5.8 rating for fire insurance. The recent improvements may increase that rating. However, as growth occurs, it may be necessary to improve upon the existing system to maintain this rating. The following are the City's Water Utility Distribution goals and policies:

### 9.2.3 Goals and Policies

**GOAL:** To maintain the quality and quantity of water necessary to supply the current and projected population to continue the high quality of life.

**POLICIES:**

Replace the remaining old water distribution lines,

Construct a new cover structure to house the generator and Old Park well pump,

Complete the telemetry system to make the back-up generator and two booster pumps start-up computer controlled.

## 9.3 SEWER UTILITY

### 9.3.1 Existing Conditions

**Collection System.** The existing sewer system is presented in Figure 9.2. Currently, the City relies upon a combination gravity/pump driven sewer system which utilizes three major lifting pumps to move the flow through the system. The current sewer system services the entire City, excluding the process water of Inland Empire Paper Company (IEPC). The City provides domestic sewer service to IEPC and IEPC holds its own NPDES permit for process water treatment and discharge. The City's sewer collection system was completely rebuilt in a series of projects from 1990 to 1996.

**Treatment.** Currently, treatment of the City's wastewater is by the City of Spokane Advanced Wastewater Treatment Plant (AWTP) located within the City of Spokane. Wastewater is collected by the City's collection system, discharged into the Spokane County collection system, and then carried via the City of Spokane collection system to the AWTP. An Inter Local Agreement with Spokane County signed in 1992 and with an indefinite duration, states the City may have 400,000 gallons per day treated at the AWTP. The Inter Local Agreement allows for the possibility of the IEPC process discharge to be treated in addition to the 400,000 gpd.

**Infiltration.** At the present time, due to the excellent condition of the new collection system, there is minimal storm water infiltration into the sewage collection system.

**Current Volumes and Rates.** The daily wastewater flow for the City is averaged at 267,000 gallons per day in 2000. The averaged gallons per day was obtained using the following calculation: Winter water usage November 1999 through April 2000 / number of months = cubic feet per month (7.48 conversion factor to gallons) = gallons per month / 30.4 average days per month = gallons per day of wastewater discharge + 200 gpd average (68 annexed units not connected to the City water system) = averaged gallons per day of wastewater entering the Spokane County collection system for treatment.

$$6,015,956 \text{ c.f.} / 6(7.48) / 30.4 = 164,689 \text{ gpd} + 200 (68) = 178,289 \text{ gallon per day}$$

Current sewage rates are \$30.00 per month with all customers paying the same flat rate.

### 9.3.2 Ability to Meet Future Demand

**Collection System.** The present collection system is new and improvements to the collection system are not expected in the next ten to twenty years. The collection system should meet the demand forecasted in this plan.

**Treatment.** The following calculations show that the current Inter Local Agreement for treatment is adequate to meet future demand: Population growth projection for the year 2030 / average person per unit (average gpd per unit).

$$1,750 / 2.5 (200) = 140,000 \text{ gpd}$$

The City is allocated up to 400,000 gallon per day in treatment capacity in the Inter Local Agreement with Spokane County.

### 9.3.3 Goals

**GOAL:** Maintain the quality and quantity of wastewater collection and treatment necessary to maintain a high quality of life for current citizens and projected populations.

## **9.4 STORM WATER MANAGEMENT**

### **9.4.1 Existing Conditions**

The City of Millwood does not have a stormwater collection system and does not foresee the construction of such a system. The City does have limited on-site drywells and does require on-site treatment of all stormwater for commercial, industrial, and public development.

### **9.4.2 Ability to Meet Future Demand**

The current requirements of on-site stormwater management and control should be adequate for future development while maintaining aquifer protection.

### **9.4.3 Goals and Policies**

To further protect the Spokane Rathdrum Prairie Aquifer, the City adopts the following Stormwater Management goal and policy:

**GOAL:** The City shall take all measures necessary to protect the Spokane Rathdrum Prairie Aquifer from polluted groundwater infiltration and the City has adopted a wellhead protection plan.

**POLICY:**

1. All multi-family residential development greater than 2 units shall provide for on-site stormwater management and control.

## **9.5 ELECTRIC UTILITY**

The customers within the City currently obtain power services on a demand basis from Avista Utilities. The City has a franchise agreement with Avista to provide electric power. There are no power restraints placed upon the supply at this time. Inland Power and Light Company is another electric service provider in the general area.

## **9.6 NATURAL GAS**

The customers within the City currently obtain natural gas on a demand basis from Avista Utilities. The City has a franchise agreement with Avista to provide natural gas. There are no constraints placed upon the supply at this time. Yellowstone Pipeline Company is another natural gas provider in the general area.

## **9.7 CABLE TELEVISION**

Cable Television is provided to the City by Comcast Corporation. The City has a franchise agreement with Comcast for the provision of cable service.

## **9.8 TELEPHONE AND CELLULAR**

Telephone services are currently provided on a demand basis within the City by Qwest Communications. Other providers are available. Cellular services are provided by numerous providers.

## **9.9 GENERAL UTILITY GOAL**

To provide for the efficient placement of necessary utilities and for the preservation of City rights-of-way and right-of-way improvements, the City has adopted a Right-of-Way ordinance, Ordinance No. 393, and codified at Chapter 12.05 of the Millwood Municipal Code, addressing both the public and private use of the City's rights-of-way including notification, permitting and location of existing and proposed utilities and uses.

# CHAPTER 10 - CAPITAL FACILITIES

## 10.1 INTRODUCTION

The GMA requires five elements in local comprehensive plans: one of them is the Capital Facilities Plan (CFP). The CFP is a six-year plan used to assure adequate public facilities will be available for projected growth. The City's goals, policies, and implementation methods used to provide adequate public facilities are contained in this CFP. Adoption of this CFP creates sound fiscal policies for the provision of adequate public facilities, which are required for the projected growth and land use development envisioned in this Plan.

One of the criteria used to identify necessary capital improvements to public facilities is the "level of service" (LOS) designation. This CFP lists levels of service for each public facility and requires new development be served by adequate public facilities and services based on adopted LOS. Public facilities must be adequate concurrent with, or prior to, the impact of development in order to maintain the adopted LOS. GMA requires necessary capital improvements to be fully funded; if the cost of needed improvements is greater than available revenues, costs must be revised to balance growth with improvement costs. In this CFP, the City has objectively evaluated existing public facilities and services, determined acceptable LOS standards, factored in projected growth, made capital improvement decisions and researched funding sources.

The CFP coordinates, and provides consistency among, all the other elements of the Plan because it documents which capital facilities are needed for quality of life and how they are to be funded. Planning for major capital facilities through the CFP will enable the City to demonstrate capital facilities needs, estimate operation and maintenance budget impacts, access capital facility funding sources, and if it is necessary, to borrow money for improvements.

## 10.2 GMA REQUIREMENTS

The GMA requires jurisdictions to identify public facilities that will be required during the six years following adoption of the Plan. The CFP must include the location and cost of the necessary facilities and the source of revenue that will be used to fund the facilities. Dependable revenue sources must equal or exceed anticipated costs, or some aspect of the Plan must be altered. Future needs for capital facilities must be forecast and levels of service for quantifiable capital facilities must be set, as mandated by the GMA.

Another GMA requirement is concurrency for transportation facilities. The GMA also requires all other public facilities be adequate. Concurrency means facilities to serve the development are in place at the time of development or, for some types of facilities that a financial commitment is made to provide the



**Figure 8 – Millwood provides some facilities while others are provide by Special Purpose Districts like Fire District 1. Photo: City of Millwood**



facilities within a specified period of time. Adequate means the facilities have sufficient capacity to serve new development without decreasing the adopted LOS.

After the CFP is completed and adopted as part of the plan, the City shall, within one year of said adoption, develop regulations which implement the Plan. The regulations shall provide detailed regulations and procedures for implementing the requirements of the Plan, including concurrency management procedures.

The CFP shall be updated annually prior to budget adoptions and the capital improvements from the updated CFP must be incorporated into the City's annual budget.

### **10.3 LEVEL OF SERVICE STANDARDS**

With the establishment and maintenance of objective LOS standards it is expected the quality of life will be maintained for existing and future development by providing adequate facilities for development. County-wide Planning Policies require each jurisdiction to adopt LOS levels for police and fire protection, parks, transportation, and public water and sewer. The County-wide Planning Policies also mention the need to address solid waste handling, libraries, and schools.

#### **10.3.1 LOS DETERMINATION**

##### **Law Enforcement**

LOS for law enforcement is established to address the safety concerns of citizens. Some standards recommend 2.2 patrol officers per one thousand population, 0.3 support personnel per patrol officer, and one hundred thirty-four square feet of facility space per personnel. The average in Washington State is 1.6 officers per one thousand (LOS Standards Report # 31 Municipal Research and services Center of Washington, 9-94). Other jurisdictions base the LOS on response time. There is no standard response time to indicate a satisfactory level of service; an acceptable response time is one that is acceptable to the community.

##### **Fire Protection**

LOS for fire protection is usually based upon the *Washington Survey and Rating Bureau* Fire Protection Class rating. A rating of five or six is usually considered adequate. The other individual service considerations are fire flow, hydrant distribution, and response time, each of which is evaluated when determining the Fire Protection Class rating.

##### **Parks**

While the National Recreation and Parks Association currently do not have a set standard for parks and open space, historically, their recommended standard is 6.25 to 10.5 acres of parks and open space per one thousand persons. Park LOS is a community determined standard.

##### **Transportation**

The capacity of a street or highway is a measure of its ability to accommodate traffic. This ability depends greatly on the physical features of the roadway and on the operational capacities of the traffic using the facility. In general, the broad field of highway capacity involves determination of whether or not a certain roadway is capable of handling the predicted or measured demand at an acceptable level of service. Levels of service for roads are a qualitative measurement identified through a letter scale of "A" to "F". LOS "A" is a road that has free flowing traffic with delays of less than five seconds at intersections. LOS "F" is a road with high delays of over sixty seconds per vehicle with flow rates exceeding capacity.

Other LOS issues for transportation include public transit service, pedestrian access and movement, bike movement. There are no clear standards for pedestrian or bike transportation however; safety should be a key determinate. Often, public transit is considered in LOS for transportation.

### **Public Water Service**

Public water system LOS should consider the source, storage volumes, fire flows, the acceptable amount of water per person per day, and the differing amounts of water needed by different land uses. The minimum requirement is one thousand gallons per housing unit.

### **Public Sewer Service**

The amount of wastewater requiring treatment and the amount of water supplied are closely related: 80 to 95 percent of the domestic water provided will become wastewater. Per capita measures and per household measures can both be used to set an LOS for wastewater. Collection facilities and treatment capabilities must also be considered in wastewater LOS.

### **10.3.2 Millwood Minimum LOS**

The City of Millwood has adopted LOS for police and fire protection, parks, transportation, and public water and sewer provision. The adopted LOS as well as the current adequacy of the service or facility is listed in Table 10.1 below.

**Table 10.1**  
Adopted LOS Standards and Current Adequacy

Service	Standard	Current State
Law Enforcement	Regional and baseline law enforcement services	Sheriff's Contract - Adequate
Emergency Service	Fire Insurance Rating "6" Response time: 4 minutes	Adequate
Parks	4 Acres / 1,000 Population	3.4 Acres / 1,000 Pop
Transportation	Level of Service "C"	Adequate
Public Water	60 GPD per Person	Adequate
Public Sewer	200 GPD per Dwelling Unit	Adequate

Source: 2009 Comprehensive Plan

## **10.4 EXISTING CAPITAL FACILITIES**

Public facilities and services are currently adequate to provide service to the existing developed areas of the City with surplus capacity for development (See Table 10.1 above) A summary of the necessary services are provided below.

### **Law Enforcement**

Police protection is provided to the City of Millwood under contract with the Spokane County Sheriff. Total Sheriff Office calls averaged 13 hours per month in 1995.

### **Fire Protection**

The City has been annexed into Spokane County Fire Protection District No. 1 and fire protection services and emergency services are provided in the city by contract with the Fire District. The City will attempt to improve the current insurance rating to below a level of "6". This may be accomplished

through increased staff training, replacement of older equipment, and through the City’s recently upgraded water delivery system.

**Parks**

The Millwood City Park consists of 5.44 acres located near the center of the City. The facility includes playground equipment, a wading pool, splash pad, restrooms, tennis and volleyball courts and a softball field. A portion of the Butler well site also serves as a neighborhood park of approximately one-quarter acre. There are other park facilities owned by other jurisdictions located nearby, including Plante’s Ferry Park, Shields Park, and Orchard Avenue Park. These facilities, some of which are regional, augment Millwood’s park system. The staff managing the Millwood park land consists of a Public Works Director, and Assistant Public Works Director, and several seasonal part-time paid employees. A desired land acquisition or lease from Inland Empire Paper Company would provide a welcome additional open space and allow public access to the Spokane River. Park expenditures, which are shown in Table 10.2, average \$37,528 per year. This averages about \$22.50 per year, per person.

**Table 10.2**  
Parks Expenditures

2005	2006	2007	2008	2009
\$26,923	\$29,029	\$50,952	\$34,671	\$46,064

Source: Millwood, Washington Annual Reports for 2005-2009

**Transportation**

The City has adopted an LOS level of “D” for Argonne Road, and currently all streets are functioning at or above this level. There are currently no arterial improvement plans or needs that cannot be handled through existing maintenance programs.

Alternative modes of transportation, other than private auto are important to the citizens of Millwood and the provision of sidewalks is a priority facility. Funding for pedestrian facilities is a future need which is discussed in this chapter.

**Public Water Service**

The municipal water system can produce 3900 gallons per minute at maximum peak demand. This production amount is capable of supporting a population well over two thousand, thus the water system should easily handle projected population growth beyond the year 2030.

The City had three wells, two of which are located in the City Park, and one is located at the eastern City limits. Most of the City is serviced by the City’s own water system which is drawn from the Spokane Rathdrum Prairie Aquifer. As of the year 2000 there are eight hundred twenty-one customers who are served by the City’s water system. The Orchard Avenue Irrigation District serves sixty-eight customers on the west side of City.

Water Fund information is shown in Table 10.3, below. There is consistently an ending balance in the Water Fund which is carried over to the following year. This balance provides financial security in the event of a necessary major system repair.

**Public Sewer Service**

The City’s goal is to provide sanitary sewer to all existing and new uses through the planning period. A collection system, which the City owns, was completed to all areas within the corporate limits in 1996. The City does not have their own treatment facility however; it does have an Inter Local Agreement with Spokane County for 400,000 gallons per day (GPD) of treatment capacity in the City of Spokane Advanced Wastewater Treatment Plant.

**Table 10.3**  
Water Fund

	Water Revenue	Water Expenditures	Water Fund Balance
2004	\$176,946	\$174,478	\$174,478
2005	\$189,867	\$204,236	\$233,367
2006	\$175,501	\$164,998	\$243,839
2007	\$187,112	\$183,119	\$247,832
2008	\$180,091	\$171,086	\$256,837
2009	\$174,501	\$169,693	\$256,104

Source: Millwood, Washington Annual Reports for 2004-2009

The standard level of service for wastewater is 200 GPD per dwelling unit. Based on this figure, the 400,000 GPD treatment capacities could serve approximately two thousand equivalent residential units (ERUs). Wastewater treatment capacity will certainly be sufficient to meet planning goals through the six year CFP. With the collection system completed and now serving over eight hundred customers, no major expansions or upgrades are proposed through the CFP six year plan.

Sewer Fund information is shown in Table 10.4, below. There is consistently an ending balance in the Sewer Fund which is carried over to the following year. This balance provides financial security in the event of a necessary major system repair.

**Table 10.4**  
Sewer Fund

	Sewer Revenue	Sewer Expenditures	Sewer Fund Balance
2004	\$334,829	\$339,069	\$362,152
2005	\$500,531	\$382,436	\$480,247
2006	\$354,387	\$499,953	\$334,682
2007	\$356,119	\$389,233	\$301,568
2008	\$343,711	\$408,420	\$236,858
2009	\$332,750	\$424,789	\$140,387

Source: Millwood, Washington Annual Reports for 2004-2009

**Municipal Buildings**

The City of Millwood owns three large structures: the city hall, the fire station and the maintenance building. All the structures are located on East Frederick near the center of the City. Since adoption of the 2001 Plan, the City constructed a new fire station adjacent to city hall. This building has been leased to the Fire District since the city was annexed to the District.

The City also owns several other smaller structures such as the storage building on North Butler and miscellaneous pump houses and sewer lift stations.

## 10.5 FORECASTED FUTURE NEEDS

Capital Improvement costs for the City of Millwood are separate from normal maintenance and operation costs, and are those costs associated with planned capital needs over a six year period.

**Law Enforcement** The comprehensive planning process has determined the minimum level of service to be 24 hour coverage and a six minute or less response time. The City reasonably anticipates that the existing contract with the Spokane County Sheriff office should be sufficient during the planning period. The City expects reasonable cost of living increases.

**Fire Department** The City has been annexed into Spokane County Fire Protection District No. 1 and fire protection and emergency services is provided to the City by contract with the Spokane Valley Fire Department. Spokane Valley Fire Department will endeavor to maintain the Fire Insurance Rating of “6” during the term of the agreement, which expires December 31, 2009. The existing and continuing renewals of such contract with the Spokane Valley Fire Department should be sufficient during the planning period to achieve this level of service. The City expects reasonable cost of living increases.

**Parks and Recreation** The Millwood Municipal Park is a beautiful local park which receives use from people who live all over the eastern Spokane County area. The park is exceptionally well maintained. The LOS standard for acres of park land is between 6.25 and 10.5 acres of park land per one thousand population. The City has only 3.4 acres of park per one thousand population. The city has selected an LOS of 4.0 acres per one thousand population.

The park space in Millwood is well used with a high level of service for the community. Given the characteristics of the City and its location, continual support for the park’s programs is necessary by the community. There are some desired park and recreation improvements including a water park extension and the acquisition of land for open space and public pedestrian access along the Spokane River. It is recommended that consideration be given to the future creation of several mini-parks in the City. This would provide an ambiance which is currently lacking within the neighborhoods. There are a number of vacant lots available which could be purchased and supplied with simple amenities. Creation of these parks would allow residents an opportunity to relax somewhere other than their own residences. This would also increase the amount of acreage devoted to parks and open space. The costs for these items are not analyzed at this time as they are not considered essential but they are desirable for the near future.



**Figure 9 – Parks provide community meeting spaces and playgrounds. Photo: City of Millwood**



**Figure 10 – An aerial view of the park shows the many amenities that the Millwood park offers the community. Photo: City of Millwood**

**Transportation** SR290 Trent Road and Argonne Road provide the primary arterial access for Millwood. Argonne Road and the existing collector streets in Millwood meet or exceed the acceptable City LOS of “D”. Arterial access in the community is adequate, at least through the planning period of the CFP. Providing sidewalks on one side of each collector street is a priority to the City. Sidewalk construction is reflected in the CFP and will require additional funding through the next six year period. At present there are no other arterial improvement plans or needs that cannot be handled through existing maintenance programs.

The estimated total short-term cost for improvements to streets and sidewalks is \$127,000. Through careful planning, a variety of funding sources are available such as the Transportation Safety Commission (TSC), Surface Transportation Program – Enhancements (STP/En) of the federal T21 Transportation Act, and Transportation Improvement Board (TIB). Fuel taxes must be spent on City streets and roads. The Transportation Improvement Program for the next six years is shown in Table 10.5 below with short-, mid-, and long-term project costs addressed.

Capital improvements for transportation are estimated at a cost of over six hundred thousand dollars. These projects are proposed through the twenty-year planning period as phased development. If all of the projects were to be completed many funding sources would need to be used. Local Improvement Districts (LIDs) could be identified and general tax sources could be used, however, in some cases not all areas would benefit. Grants and matching funds could be obtained through CDBG, Urban Arterial Trust Account funds, and ISTEA funds, if available.

**Table 10.5**

## Transportation Improvement Program

Project	Priority	Estimated Cost	Funding
Repave Bridgeport, Dale to Marguerite	Short-Term (1-6 Years)	\$8,000	City, STP/En
Repave Buckeye, Vista to Argonne	Short-Term (1-6 Years)	\$104,000	City, STP/En
Millwood Trail	Short-Term (1-6 Years)	\$150,000	REET, Federal STP/E or Recreation funds
Up River Canoe Access	Short-Term (1-6 Years)	\$ 5,000	City, Grant
Traffic Calming Measures on South Riverway, Argonne to Marguerite	Short-Term (1-6 Years)	\$13,000	City
Collector Street Sidewalks	Mid-Term (7-10 Years)	\$200,000	City, STP/En
Intersection Improvements at Argonne/Euclid	Mid-Term (7-10 Years)	\$300,000	City, TIB
Bike Path on Empire	Long-Term (11-20 Years)	NA	NA
Pedestrian Streetscape Improvements on Argonne	Long-Term (11-20 Years)	NA	NA
Parking Lot Improvement South Side of Euclid at RR	Long-Term (11-20 Years)	\$25,000	NA
Bike Path on Argonne, Empire to Bridge	Long-Term (11-20 Years)	\$35,000	City, Grant

Source: Millwood, Washington 2010 Capital Facilities Project Proposals

Source: Millwood, Washington 2009 Comprehensive Plan

Source: Millwood, Washington 2008 Argonne Road Corridor Study

**Public Water** The public water distribution system is currently serving the water needs of the City and it is expected that it can serve the needs of forecasted future development. The estimated total short-term cost for improvements to the Water System is \$246,900. The Water Improvement Program for the next six years is shown in Table 10.6 below with short-, mid-, and long-term project costs addressed.

**Table 10.6**  
Water Improvement Program

Project	Priority	Estimated Cost	Funding
<b>Supply</b>			
Expand Old Park Well Building and Backup Power	Short-Term (1-6 years)	\$389,000	Water Fund
<b>Booster Station</b>			
Third Booster Pump	Short-Term (1-6 Years)	\$50,000	Water Fund
<b>Storage</b>			
Exterior Standpipe Re-coating	Short-Term (1-6 Years)	\$76,000	Water Fund
<b>Distribution System</b>	Short-Term (1-6 Years)		
Replace 4" Main on Trent from Laura to Dale	Short-Term (1-6 Years)	\$133,808	Water Fund
Replace 4" Main on Frederick from Locust east to dead end	Short-Term (1-6 Years)	\$111,507	Water Fund
Replace 8" Main on Marguerite from Buckeye to Grace	Short-Term (1-6 Years)	\$89,205	Water Fund
Replace 8" Main on Liberty from Vista to Bessie	Short-Term (1-6 Years)	\$122,657	Water Fund
Replace 6" Main on Buckeye from Laura to Bessie, on Bessie from Buckeye to Marietta, and Marietta from Bessie to Laura	Short-Term (1-6 Years)	\$234,164	Water Fund
Replace 6" Main north of Empire between Fowler and Davis	Short-Term (1-6 Years)	\$122,657	Water Fund
Replace 6" Main on Vista from Liberty to Courtland	Long-Term (7-20 Years)	\$122,657	Water Fund
Replace 8" Main on Laura from Grace to Frederick	Long-Term (7-20 Years)	\$122,657	Water Fund
Replace 6" Main on Grace from Sargent to Laura	Long-Term (7-20 Years)	\$66,906	Water Fund
Replace 6" Main on Buckeye from Laura to Stout	Long-Term (7-20 Years)	\$379,134	Water Fund
Replace 6" Main on Dale south of Buckeye	Long-Term (7-20 Years)	\$78,057	Water Fund
Replace 6" Main on Stout from Buckeye to Frederick	Long-Term (7-20 Years)	\$189,567	Water Fund



Replace 8" Main in City Park from Stout to Locust	Long-Term (7-20 Years)	\$178,416	Water Fund
Replace 4" Main in City Park from Stout to Maple	Long-Term (7-20 Years)	\$122,657	Water Fund
<b>Emergency Disinfection Equipment</b>			
Add Chlorination to New Park and Butler Wells	Short-Term (1-6 Years)	\$15,000	Water Fund

Source: Millwood, Washington 2011 Water System Plan

**Public Sewer** As with public water, the public sewer collection system and treatment agreements currently meet the needs of the City. It is expected that they can serve the needs of any forecasted future development.

**Municipal Buildings** The existing City Hall includes all City offices. It was renovated in 2009; one capital improvement is anticipated through the current planning period. One fire bay and five maintenance bays are located in a large metal structure near the City Hall. There are no improvements proposed to the maintenance structure through the planning period, although additions or expansions may be necessary if new equipment is needed and purchased.

The estimated total short-term cost for improvements to the Municipal Buildings is \$30,000. The Municipal Buildings Improvement Program for the next six years is shown in Table 10.7 below with short-, mid-, and long-term project costs addressed.

**Table 10.7**

**Municipal Buildings Improvement Program**

Project	Priority	Estimated Cost	Funding
New Boiler for City Hall	Short-Term (1-6 Years)	\$30,000	City
Back Generator for City Hall	Short-Term (1-6 Years)	\$15,000	City

Source: Millwood, Washington 2010 Capital Facilities Project Proposals

**Estimated Other Capital Costs** Essential needs within the six-year plan for Other Capital Costs call for an additional \$152,000. Essential and desirable needs for the next twenty years total \$337,000. Some capital items in this category may qualify for State or Federal grants. One such agency is Washington's Land and Water Conservation Fund (LWCF). The six year estimated Other Capital costs are shown in Table 10.8 below:

**Table 10.8**

**Estimated Other Capital Costs**

Project	Priority	Estimated Cost	Funding
New Lawn Mower	Short Term (1-6 Years)	\$12,000	City
Rehabilitate/Replace City	Short Term (1-6 Years)	\$10,000	City

Pool			
Replace Current Playground Equipment	Short Term (1-6 Years)	\$30,000	City/LWCF
Resurface Tennis Courts	Short Term (1-6 Years)	\$18,000	City/Grant
Park ADA Accessibility	Short Term (1-6 Years)	\$15,000	City/Grant
1 kilometer Fitness Trail	Mid-Term (7-10 Years)	\$65,000	City/Grant

Source: Millwood, Washington 2010 Capital Facilities Project Proposals

## 10.6 FINANCING

CFP utilizes all available revenue sources to fund capital facilities and it is used when applying for grants and loans. Through the six-year planning period of the CFP, Millwood will have the financial ability to meet its basic infrastructure goals. In those instances where the LOS is to be improved or major renovation is required, additional funding sources and cautious fiscal management may be necessary. When considering financing of capital facilities, alternative methods of financing should be evaluated. There are various methods available for financing the capital facilities that will be required over the planning period. Operation, maintenance, and capital costs can be financed by combination of methods.

Funds from water and sewer revenues will be dedicated to the payment of bonds and retiring debts on both existing and future improvements.

The park system can utilize a number of sources of funding for park capital improvements such as: the State Interagency for Outdoor Recreation (ICA); County Real Estate Excise Tax (REET); State DNR Aquatic Lands Enhancement Account (ALEA); and State Community Development Block Grant (CDBG).

There are a number of methods available for financing the capital facilities improvements that will be required over the planning period. It is likely that the improvements will be financed by a combination of methods summarized in the CFP, depending upon variable design elements and timing considerations for the proposed projects.

## 10.7 SIX YEAR CAPITAL FACILITIES PROGRAM

The Capital facilities Program calls for investments in emergency services and transportation facilities. Planned program costs include: \$127,000 for street, sidewalk and other pedestrian improvements, \$246,900 for water system improvements, \$30,000 for Municipal Building improvements and \$152,000 for Other Capital Expenses. All of these capital improvements have been identified as “Essential” or “Short Term” within the next six years and are listed in Table 10.9 below.

**Table 10.9**

Capital Facilities Priority List (Short Term)

Capital Facility	Needs Category	Cost
Municipal Building	Essential (1- 6 years)	\$ 45,000
Water	Essential (1- 6 years)	1,343,998
Streets	Essential (1- 6 years)	280,000
Other Capital Projects	Essential (1- 6 Years)	105,000

TOTAL		\$1,760,998
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Source: Millwood, Washington 2010 Capital Facilities Proposals

CDBG Funds cannot be used for municipal office use. These funds are normally matched with 50% local funds. Other sources include short-term borrowing, General Obligation Bonds, and Public Works Trust Fund low interest loans. An Emergency Medical Services levy should be considered.

## **10.8 CONCURRENCY ORDINANCE**

One of the purposes of the GMA is to promote *concurrency*, meaning that public facilities and services are developed at the same time as new land uses. This ensures that adopted levels of service standards are maintained. Over the six year planning period the City should correlate the Comprehensive Plan goals with population projections to ensure the level of service is maintained. Concurrency management procedures, through a concurrency ordinance, should be developed to ensure that sufficient public facility capacity is available for each proposed development.

One element of the concurrency ordinance should be a provision that, if and when probable funding falls short of meeting existing capital facility needs, the City should reassess the land use element, revising downward the allowable intensity of development so as to maintain consistency between the land use and capital facilities element of this Plan.

Concurrency in the water and sewer service area is achieved when, as a “condition of development,” the building permit requires the developer to construct or pay for the construction of water and sewer services.

The concurrency for the road system is achieved in two ways. First, the transportation improvement program is designed and financed in the way similar to the capital facilities program. Once constructed the transportation improvements will restore the level of service standard to the level “C”. Also, concurrency for roads is achieved by the City adopting transportation concurrency requirements as part of the concurrency ordinance.

# CHAPTER 11 - SITING ESSENTIAL PUBLIC FACILITIES

## **11.1 PURPOSE**

The GMA requires local governments to develop a process for identifying and siting “essential public facilities” (EPFs) and to incorporate that process into their local comprehensive plans. EPFs can be difficult to site, and their location in a community may be locally unpopular. Both local and state governments are charged by GMA with the task of ensuring that such facilities, as needed to support orderly growth and delivery of public services, are sited in a timely and efficient manner.

The county-wide Planning Policies address the siting of “public capital facilities of a countywide or statewide nature,” as specifically required by the GMA. These policies commit the GMA planning jurisdictions of Spokane County to develop a common siting process for these facilities.

The process described in **the Spokane County Regional Siting Process for Essential Public Facilities** is intended to address the siting of EPFs not already sited by a local comprehensive plan and for which discretionary land use action is required (Appendices). The siting process is intended to meet GMA requirements and the intent of the county-wide planning policies. Public participation during the early stages of EPF siting is required to reduce the time spent analyzing unacceptable sites and to make siting decisions that are consistent with community goals in a timely manner.

## **11.2 EXISTING CONDITIONS**

The City of Millwood has evaluated its current land use and has determined that two EPFs of regional or statewide nature are currently located within the municipal boundaries of the City. Argonne Road which runs north-south is a major link in the regional transportation system. The Union Pacific rail line which runs east-west is a major line in the national transportation system. Because of the small size of the City, its location in an environmentally sensitive area above a sole-source aquifer, and its burden of two EPFs, it is preferred that the City should not be a site considered for the placement of further EPFs. If it is determined that an EPF may be located within the boundaries of the City, the adopted process shall be used to determine its feasibility.

## **11.3 AMENDMENTS**

The siting process may be amended through established procedures for amending the Comprehensive Plan in accordance with local codes and the GMA.

## **CHAPTER 12 - SEPA/GMA REVIEW**

### **12.1 INTRODUCTION**

The State Environmental Policy Act of 1971 (SEPA) is Washington's environmental law and requires all state and local agencies to use an interdisciplinary, integrated approach to include environmental factors in both planning and decision-making. SEPA requires local jurisdictions to analyze the potential environmental consequences of proposed action prior to making a decision. By performing an integrated SEPA/GMA review, local jurisdictions ensure that environmental issues are considered in making the decision. This chapter provides a summary of the environmental issues and any associated impacts of the Plan.

### **12.2 ALTERNATIVE GROWTH SCENARIOS**

The City of Millwood considered two alternative growth scenarios, or land use alternatives, as summarized below.

**Growth Scenario One: Existing Zoning Alternative.** The objective is to accommodate the twenty-year forecasted growth within the current corporate boundary by using vacant and under-utilized parcels.

**Growth Scenario Two: Guided Redevelopment Alternative.** The objective is to accommodate the twenty-year forecasted growth within the current corporate boundary by focusing on redevelopment of parcels along major arterials and commercial districts while encouraging mixed-use development.

The City of Millwood originally adopted an Urban Growth Area (UGA) outside of its corporate boundary. It consisted of a 16.5-acre parcel owned by West Valley School District (District) and developed with a public high school and associated out buildings and sport fields. The intent of adopting the UGA was to provide the District with the opportunity to annex into the City of Millwood. Since this area was identified, the City of Spokane Valley incorporated and included the District property within its jurisdictional boundaries. The City of Millwood does not currently have any identified areas outside the city limits for urban growth. Thus, although the UGA is discussed in Chapter 6 Land Use, it is not included in the alternative growth scenarios.

The City of Millwood prefers Growth Scenario Two: Guided Redevelopment Alternative in that it allows for logical redevelopment of the City while protecting the environment and existing neighborhoods. Both alternatives include sufficient mitigation where required, to reduce impacts to acceptable levels. There are no unmitigated significant impacts to acceptable levels. Although replacement of current vacant land with development is an unavoidable impact, it is not significant in that the Plan policies provide for planned growth to occur through logical redevelopment and consistent with GMA.

### **12.3 SEPA ANALYSIS**

The following table evaluates and compares impacts of the two alternative growth analyses.

**Table 12.1**

Where to Find SEPA Analysis

SEPA Issue Area	Where to Find It	Summary of Impacts – Growth Scenario One: Existing Zoning Alternative	Summary of Impacts – Growth Scenario Two: Guided Redevelopment Alternative
Earth			
Geology Existing Conditions	Land Use Chapter, page 22	None, except a few steep slopes, as noted below	Same as Growth Scenario One
Impacts	Potential Slide Hazard Area		
Mitigation	Land Use Chapter, Community Goals, Parks and Open Space, and Shoreline Protection, pages 37; Land Use Designation, page 38, Shoreline Master Program		
Soils Existing Conditions	Land Use Chapter, pages 25	None	Same as Growth Scenario One
Impacts	None		
Mitigation	None		
Topography/Unique Physical features Existing Conditions	Land Use Chapter, pages 23-25	A few steep slopes are located on the east side of the City near the Spokane River	Same as Growth Scenario One
Impacts	Potential Slide Hazard Area		
Mitigation	Land Use Chapter, Community Goals, Parks and Open Space; and Shoreline Protection, pages 37; Land Use Designation, page 38; Critical Areas Map, Figure 6.2, Shoreline Master Program		
AIR			
Air Quality			

Existing Conditions	Air pollutant emissions; mostly from autos and wood stoves and temporarily from construction	Increased auto emissions from increased population and development that is not significant.	Same as Growth Scenario One
Impacts	None needed	There are no direct Transportation Control Measures in Millwood	
Mitigation			
Odor			
Existing Conditions	No unusual or significant odor sources in Millwood	No new uses are anticipated to create odors	Same as Growth Scenario One
Impacts	Creation of annoying odors from new uses; compatibility of new land uses with existing uses		
Mitigation	None needed		
<b>WATER</b>			
Groundwater and Public Water Supply			
Existing Conditions	Capital Facilities Plan, page 82 Utilities Chapter, pages 73-75	Existing municipal water system can meet increased water demand for population projected beyond year 2020	Same as Growth Scenario One
Impacts	Increased demand for water based on population		
Mitigation	None needed		
Floods			
Existing Conditions	Land Use Chapter, page 25	No impacts as Millwood does not have a Special Flood Hazard Area	Same as Growth Scenario One
Impacts	None		
Mitigation	None needed		
Surface Water Runoff			
Existing Conditions	Utilities Chapter, Storm water management, page 76-77	Increased runoff from new development; not significant	Same as Growth Scenario One

Impacts	Increased runoff from new development		
Mitigation	None needed		
<b>PLANTS and ANIMALS</b>			
Habitat/Diversity			
Existing Conditions	Land Use Chapter, page 26	Development could intrude into habitat areas and result in reduction in number and diversity of species	Same as Growth Scenario One
Impacts	Reduction in habitat or number and diversity of species		
Mitigation	Land Use Chapter, Community Goals, Parks and Open Space, Page 37		
Unique Species			
Existing Conditions	No unique species noted in Millwood	None	Same as Growth Scenario One
Impacts	None		
Mitigation	None needed		
<b>ENERGY and NATURAL RESOURCES</b>			
Amount Required			
Source/Availability			
Existing Conditions	Utilities Chapter, Electric Utility, Page 77	New development will create increased energy demand; service providers can meet demand	Same as Growth Scenario One
Impacts	Increased energy demand with new development		
Mitigation	None needed; supply adequate		
Resource Lands			
Existing Conditions	There are no designated Resource Lands in Millwood	None	Same as Growth Scenario One



Impacts			
Mitigation			
<b>SCENIC RESOURCES</b>			
Existing Conditions	Shoreline of Spokane River is a Scenic resource Land Use Chapter, Page 23	Potential decrease of Viewshed due to development; Open Space Goal protects shoreline and viewshed	Same as Growth Scenario One
Impacts	Potential decrease of viewshed Land Use Chapter, Community Goals, Parks and Open Space, Page 37		
Mitigation	Shoreline Master Program		
<b>LAND and SHORELINE USE</b>			
Land Use			
Existing Conditions	Land Use Chapter, page 26-28	Population increases forecasted create a demand for land to be developed. Millwood has no new development land; thus, vacant land will be converted using existing zoning	Same as Growth Scenario One; however, rezoning of property would be required for redevelopment. mixed-use, commercial and light industrial uses could be accommodated using logical redevelopment that protects the environment and existing neighborhoods
Impacts	Vacant land converted to development		
Mitigation	Land Use Chapter, Community Goals, page 37 and Future Land Use Designation, page 38		
Shorelines			
Existing Conditions	Land Use Chapter, page 23	All development will be subject to the Shoreline Master Program	Same as Growth Scenario One
Impacts	Potential impacts from development		
Mitigation	Land Use Chapter, Community Goals, Parks and Open Space, page 37 Shoreline Master		

	Program		
Housing Existing Conditions	Housing Chapter, pages 42-44 Housing Goals and Policies, pages 46-48	Provides sufficient land for projected housing needs.	Same as Growth Scenario One; however, mixed use will be available to accommodate housing needs with logical redevelopment.
Impacts	Land Use Chapter, Community Goals, Housing, page 37		
Mitigation			
Recreation Existing Conditions	Capital Facilities Plan, page 81; Transportation Chapter, page 62-65	Projected population increases will create demand for more recreation opportunities, especially those associated with access to bicycle paths and the Spokane River.	Same as Growth Scenario One
Impacts	Increased demand for recreation land with increased population		
Mitigation	Capital Facilities Plan, Six Year Capital Facilities Program, pages 81 and Transportation Improvement Program, page 68- 70 Transportation Chapter, Goals and Policies, page 66-67		
Historic Preservation and Cultural Resources Existing Conditions	Introduction, History, page 4-5	The “Community Visioning” over-all goal for the City of Millwood, to preserve its character and identity and its “small town atmosphere,” is met by existing zoning and land use.	Same as Growth Scenario One; however, redevelopment may have the potential for demolition of resources.
Impacts	Potential demolition of resources for new development		
Mitigation	GMA Goals, page 9		
<b>TRANSPORTATION</b>			
Vehicular Traffic Existing Conditions	Transportation Chapter, Existing Traffic Conditions, pages 51-57	Traffic volume increases on Argonne are attributed primarily to through traffic with the potential for a slight	Same as Growth Scenario One
	Increased traffic due to through		

Impacts	traffic on Argonne Road	increase attributed to population increases forecasted for Millwood.	
Mitigation	Transportation Chapter, Goals and Policies, pages 66-67 and Recommended Transportation Plan, pages 67-70		
Water, Air, and Rail Traffic			
Existing Conditions	Transportation Chapter, Other Modes of Transportation, page 60-65	Impacts are expected to be within capacity of existing systems.	Same as Growth Scenario One
Impacts	Increased demand for other transportation modes with increased population; rail traffic decreased demand		
Mitigation	Transportation Chapter, Goals and Policies, pages 66-67 and Recommended Transportation Plan, pages 67-70		
Parking			
Existing Conditions	Transportation Chapter, Existing Traffic Conditions, page 57	Increased traffic and parking demand	Same as Growth Scenario One
Impacts	Increased demand for parking with increased traffic and population projections	Development will be required to mitigate	
Mitigation	Transportation Chapter, Goals and Policies, pages 66-67 and Recommended Transportation Plan, pages 67-70		
<b>PUBLIC SERVICES &amp; UTILITIES</b>			
Fire Protection			
Existing Conditions	Capital Facilities Plan, Existing Capital Facilities, page 81	New equipment and upgrade to fire station are planned to improve the current insurance rating and for Millwood to have the potential to	Same as Growth Scenario One
Impacts/LOS	None		

Mitigation	None Needed	maintain its own Fire Department	
Law Enforcement & Animal Control Existing Conditions	Capital Facilities Plan, Existing Capital facilities, page 81	None	Same as Growth Scenario One
Impacts/LOS	None		
Mitigation	None needed		
Water Distribution Existing Conditions	Utilities Chapter, Water Utility, page 73-75, Capital Facilities Plan, Existing Facility Conditions, pages 82	None	Same as Growth Scenario One
Impacts/LOS	Increased demand resulting from population increase and development, can be met by existing system		
Mitigation	None needed		
<b>Sewer System</b> Existing Conditions	Utilities Chapter, Sewer Utility, pages 75-76, Capital Facilities Plan, Existing Facility Conditions, page 82	None	Same as Growth Scenario Ones
Impacts/LOS	Increased demand resulting from population increase and development, can be met by existing system		
Mitigation	None needed		

## CHAPTER 13 – HISTORIC PRESERVATION

### 13.1 INTRODUCTION

Millwood has a long history that predates the town's founding in 1910 and incorporation in 1928. The earliest recorded settlement to occupy the land that became Millwood was the winter camp of the Upper Spokane Tribe. The land now occupied by the paper mill was the center of a relatively large winter community for the tribe. The river provided salmon and, due to swiftness, never froze over. The first European influence in this area came from Antoine Plante, who established a ferry across the river about two (2) miles east of Millwood around 1856.



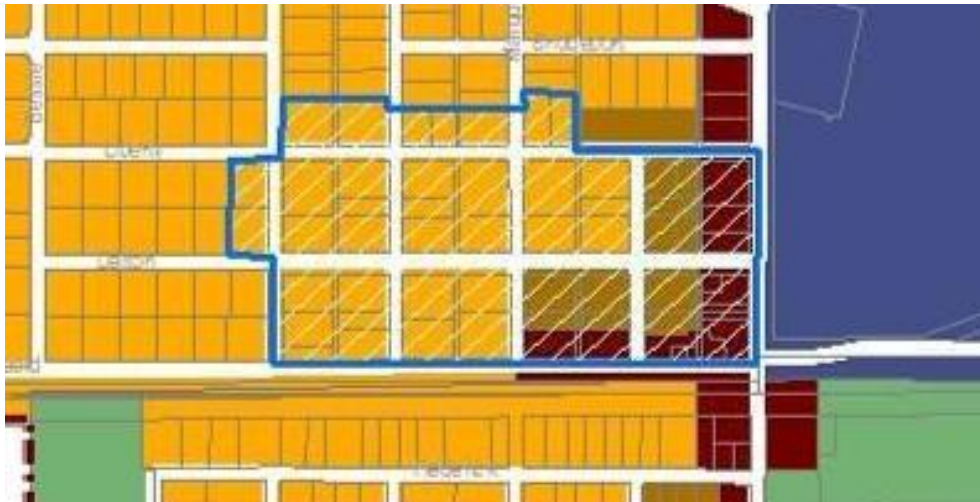
The paper mill on the north side of Millwood provided the spark that ignited the town's rapid growth and development during the first four (4) decades of the 20<sup>th</sup> Century. The original platted town site, with its showcase of 1920's and 1930's era homes and commercial buildings, contrasted with the more rural Grandview Acres neighborhood. Following World War II, the increased demand for housing created the annexation and platting of several tracts of land in 1946 and in the 1950's. These subdivisions reflect the suburban family-oriented values of the mid-20<sup>th</sup> Century. These have all combined to create a diverse community nestled along the south bank of the Spokane River.

Millwood residents recognize the importance of their city's unique history, its neighborhoods and access to the Spokane River. The Rosebush House, with its distinctive architecture and history, was placed on the National Historic Register and the Washington Heritage Register in 2000. In 2001, this house and its surrounding core neighborhood were listed on both registers as the Millwood Historic District.

### 13.2 COMMUNITY SUPPORT

For more than a decade, the Millwood Historic District has been the subject of West Valley School District field trips and special homework assignments. For many years Community Colleges of Spokane Institute for Extended Learning Program sponsored a two-hour Millwood History and Walking Tour class each spring and fall. Even without formal promotion, tourists travel to Millwood each year specifically to tour the Millwood Historic District.

**Figure 13.1 Millwood Historic District**



### **13.3 MILLWOOD HISTORIC SOCIETY**

In April 2007, the Millwood Historic Society (the “Society”) was formed as a grass-roots organization dedicated to honoring its hometown, both its past and its present. Consensus in the community indicates support for historic preservation. Members of the Society do not have to live in an “historic” area. All residents of Millwood are encouraged to join and participate. The focus of the Society is in three main areas:

Archival – To work with the city to establish a repository for documents, photographs, recordings, videos or any other artifacts that document Millwood’s surviving older buildings.

Beautification and Preservation – Downtown beautification, pursuing grants for improvements, signage, supporting Tree City USA and city cleanups, promoting the Millwood Historic District, having a voice in issues affecting Millwood, and identifying potential sites for recognition.

Community Education and Awareness – Hosting lectures, conducting house tours, publicizing regional events of interest, networking with other preservation organizations and establishing a community resource via the Internet.

A goal of the Society is to help Millwood gain status as a Certified Local Government through the State Department of Archaeology and Historic Preservation. The intent is to encourage local preservation.

## 13.4 EXISTING HISTORIC PROPERTIES

**Table 13.1**

National Register of Historic Places and Washington Heritage Register  
Millwood Historic District

Address	Year Built	Name	Status
3204 N. Sargent	1946		Contributing
3208 N. Sargent	1939		Non-Contributing
3305 N. Sargent	1947	Maurer House	Contributing
3306 N. Sargent	1926		Contributing
3203 N. Dale	1923		Contributing
3215 N. Dale	1923		Contributing
3221 N. Dale	1912		Contributing
3305 N. Dale	1923		Non-Contributing
3306 N. Dale	1926	Stevens House	Contributing
3311 N. Dale	1920		Contributing
3312 N. Dale	1931	Williams House	Contributing
3315 N. Dale	1925	Brazeau House	Contributing
3318 N. Dale	1923	Banta House	Contributing
3303 N. Marguerite	1923		Contributing
3318 N. Marguerite	1923	Rosebush House	Contributing
3209 N. Hutchinson	1945		Non-Contributing
3212 N. Hutchinson	1928		Contributing
3216 N. Hutchinson	1928	Clearwater House	Contributing
3303 N. Hutchinson	1926		Contributing
3304 & 3308 N. Hutchinson	1951		Non-Contributing
3307 N. Hutchinson	1928		Contributing
3310 N. Hutchinson	1928		Contributing
3315 N. Hutchinson	1926		Contributing

3201 – 3209 N. Argonne	1928		Contributing
3209 N. Argonne	1928		Contributing
3215 N. Argonne	1946		Contributing
3219 – 3223 N. Argonne	1921		Contributing
3301 N. Argonne	1925		Contributing
3307 N. Argonne			Non-Contributing
3309 N. Argonne			Non-Contributing
3311 N. Argonne	1920's		Non-Contributing
3315 N. Argonne	1953 (?)		Non-Contributing
3319 N. Argonne			Non-Contributing
8800 Block of East Euclid	1946		Contributing
8800 Block of East Euclid	1923		Non-Contributing
8911 E. Euclid	1950's / 1960's		Non-Contributing
8917 – 8919 E. Euclid	1947		Contributing
8921 E. Euclid	1946		Contributing
9001 – 9013 E. Euclid	1940's / 1950's		Non-Contributing
9015 E. Euclid	1928		Contributing
9017 E. Euclid	1946		Contributing
9021 E. Euclid	1928		Contributing
8704 E. Dalton	1928	Koshman-Schleef House	Contributing
8804 E. Dalton	1926	Farnsworth House	Contributing
8903 E. Dalton	1926	Butler House	Contributing
8910 E. Dalton	1928	Sharpless House	Non-Contributing
8918 E. Dalton	1928	Black House	Contributing
9009 E. Dalton	1912		Contributing
8622 E. Liberty	1931		Contributing
8703 E. Liberty	1938		Contributing
8710 E. Liberty	1926		Contributing
8717 E. Liberty	1933	Bailey House	Contributing
8801 E. Liberty	1939		Contributing
8809 E. Liberty	1927		Non-Contributing
8820 E. Liberty	1923	Buckland House	Contributing
8827 E. Liberty	1927	New Salmons House	Contributing



8903 E. Liberty	1910	Salmons House	Contributing
8905 E. Liberty	1949		Contributing
9002 E. Liberty	1929		Contributing
9010 E. Liberty	1938		Contributing

Source: Spokane County Assessors Records

## **13.5 GOALS AND POLICIES**

Historic preservation goals and policies have been built from open meeting discussions held between the Millwood Planning Commission, the community and the Society. The following goals and policies came out of this work:

### **13.5.1 Goals**

Retain the historic atmosphere of Millwood and contribute to its future economic development.

Identify and encourage the preservation of lands, sites, structures, cultures and social customs that have historic or archaeological significance.

Encourage the owners of properties with historic significance to list their properties on a National Register of Historic Places, Washington Heritage Register, or Local Register.

Promote the preservation and rehabilitation of historic structures whenever possible.

Pursue the acquisition of historic data and the accumulation of collections that have relevance to Millwood's local heritage and identify a central storage site for these collections.

Provide regional support of similar organizations; recognizing that Millwood is a part of a broader realm of historic relevance.

Provide public awareness of, and education about, Millwood's rich local heritage through participation in local events.

Provide a contact list of resources for Millwood residents to use in researching historic data for their properties.

Explore becoming a Certified Local Government through the Washington State Department of Archaeology and Historic Preservation.

Consider establishing an Historic Preservation Commission to promote and oversee preservation activities and protect local properties. The Commission's duties would include:

Provide access to historic information for the benefit of the public.

Retain the historic appearance of the community by encouraging businesses and residents to take pride in their own and the city's history.

Participate in local events to enhance public relations, provide awareness of historic preservation and restoration and provide community support.

Periodically attend City Council and Planning Commission meetings to present updates of committee activities.

### **13.5.2 Policies**

Millwood will promote preservation of the historic elements of the community, buildings, trees and relevant sites; including the diverse trades, cultures and social customs that contribute to Millwood's identity and local heritage.

Millwood will work with property owners, government agencies and other resources, to identify, document, restore and preserve historic resources.



Millwood will take appropriate steps to ensure that property owners have the opportunity to qualify for any available incentives to encourage voluntary placement on a Local Register.

### **13.6 CONCLUSION**

This Historic Preservation element includes a list of current properties within the Millwood city limits that are listed on the National Register of Historic Places. Also presented are future considerations that will aid the city in preserving historic properties through the creation of a Certified Local Government, which can use education and tax incentives to encourage voluntary preservation of Millwood's Local Heritage. Preserving our local heritage will contribute to economic development and improve property values while increasing Millwood's sense of community.

# CHAPTER 14 - DEFINITIONS

## 14.1 DEFINITION OF TERMS

**Adequate Capital Facilities:** facilities which have the capacity to serve development without decreasing levels of service below locally established minimums.

**Agricultural Land:** land primarily devoted to the commercial production of horticultural, viticulture, floriculture, dairy, apiary, vegetable, or animal products or of berries, grain, hay, straw, turf, seed, Christmas trees not subject to the excise tax imposed by RCW 84.33.100 through 84.33.140, or livestock and land that has long-term commercial significance for agricultural production.

**Arterial (minor):** a roadway providing movement along significant corridors of traffic-flow. Traffic volumes, speeds and trip lengths are high, although usually not as great as those associated with principal arterials.

**Arterial (principal):** a roadway providing movement along major corridors of traffic flow. Traffic volumes, speeds, and trip lengths are high, usually greater than those associated with minor arterials.

**Available Capital Facilities:** facilities or services that are in place or the financial commitment are in place to provide the facilities or services within a specified time.

**Available Lands:** may suggest the following: (a) site which has not been developed with either buildings or capital facility improvements, or has a building improvement value of less than \$500 [vacant land]; (b) a site within an existing urbanized area that may have capital facilities available to the site creating infill development; (c) a site which is occupied by a use consistent with the zoning but contains enough land to be further subdivided without needing a rezone (partially used); and (d) a site which has been developed with both a structure and capital facilities and is zoned for more intensive use than that which occupies the site (under-utilized) transportation, the specified time is six years from the time of development.

**Capacity:** the measure of the ability to provide a level of service on a public facility.

**Capital Improvement:** physical assets constructed or purchased to provide, improve, or replace a public facility and which are large scale and high in cost. The cost of a capital improvement is generally non-recurring and may require multi-year financing.

**Certificate of Appropriateness:** the document indicating that the commission has reviewed the proposed changes to a Local Register property, or within a Local Register historic district and certified the changes as not adversely affecting the historic characteristics of the property which contribute to its designation. **Certified Local Government & CLG:** the designation reflecting that the local government has been jointly certified by the State Historic Preservation Officer and the National Park Service as having established its own historic preservation commission and a program meeting Federal and State standards.

**Collector:** a roadway providing service which is of relative moderate traffic volume, and moderate operating speed. Collector roads collect and distribute traffic between local roads and arterial roads.

**Commercial Uses:** activities within land areas which are predominantly connected with the sale, rental, and distribution of products, or performance of services.

**Comprehensive Plan or Plan:** generalized and coordinated land use and capital spending policy statements of the governing body of a county, city or town that is adopted pursuant to the Growth Management Act.

**Concurrency:** adequate capital facilities are available when the impacts of development occur. This definition includes the two concepts of “adequate capital facilities” and of “available capital facilities” as defined above.

**Consistency:** that no feature of a plan or regulation incompatible with any other feature of a plan or regulation. Consistency is indicative of an ability of orderly integration or operation with other elements in a system.

**Coordination:** consultation and cooperation among jurisdictions.

**Contiguous Development:** development of areas immediately adjacent to one another.

**Critical Areas:** include the following areas and ecosystems; wetlands; areas with a critical recharging effect on aquifers used for potable water; fish and wildlife habitat conservation areas; frequently flooded areas; and geologically hazardous areas.

**Cultural Resources:** evidence of human activity and occupation. Cultural resources include: (a) historic resources which are elements of the built environment typically fifty years of age and older, land may be buildings, structures, sites, objects, and districts; (b) archaeological resources consist of remains of the human environment at or below the ground surface such as habitation sites; and (c) traditional cultural properties consist of places or sites of human activities which are of significance to the traditions or ceremonies of a culture. Traditional cultural properties do not necessarily have a man made component and may consist of an entirely natural setting.

**Development Regulation:** controls placed on development or land use activities by a county or city, including, but not limited to, zoning ordinances, critical areas ordinances, shoreline master programs, subdivision ordinances, building codes, binding site plan ordinances, together with any amendments thereto.

**Density:** a measure of the intensity of development, generally expressed in terms of dwelling units per acre. It can also be expressed in terms of population density (i.e., people per acre). Density is useful for establishing a balance between potential local service use and service capacities.

**Domestic Water System:** any system providing a supply of potable water for the intended use of a development which is deemed adequate pursuant to RCW 19.27.097.

**Duplex Housing:** two attached single-family housing units under single ownership.

**Financial Commitment:** sources of public or private funds or combinations thereof have been identified which will be sufficient to finance capital facilities necessary to support development and, the assurance that such funds will be put to that end in a timely manner.

**Forest Land:** land primarily devoted to growing trees for long-term commercial timber production, including Christmas trees subject to the excise tax imposed under RCW 84.33.100 through 84.33.140, and that has long-term significance for growing trees commercially.

**Geologically Hazardous Area:** areas that because of their susceptibility to erosion, sliding, earthquake, or other geological events, are not suited to the siting of commercial, residential, or industrial development consistent with public health or safety concerns.

**Goal:** the long-term end toward which programs or activities are ultimately directed.

**Growth Management:** a method to guide development in order to minimize adverse environmental and fiscal impacts and maximize the health, safety, and welfare benefits to the residents of the community.

**Historic District:** a bounded geographical area that includes multiple historical properties that were voluntarily submitted to local review and compliance. Properties that are not designated as historical may exist within the district as well.

**Historic Landmarks:** general term for any building, district or archaeological site that is listed on a National Register of Historic Places, Washington Heritage Register, or Local Register.

**Historic Preservation:** the act of preserving the physical structure and the historical meaning of a building or district.

**Historic Preservation Commission:** a group of individuals appointed by the City Council to manage the preservation process, including entry onto a Local Register and National Register of Historic Places and approval or denial of work permits on historical properties.

**Household:** a household includes all persons who occupy the single room or group of rooms which constitutes a housing unit.

**Impact Fee:** a fee levied by a local government on new development so that the new development pays its proportionate share of the cost of new or expanded facilities required to service that development.

**Industrial Uses:** the activities predominately connected with manufacturing, assembly, processing, or storage of products.

**Infrastructure:** those man-made structures which serve the common needs of the population, such as: sewer disposal systems, potable water wells serving a system, solid waste disposal sites or retention areas, storm water systems, utilities, bridges, and roadways.

**Intensity:** a measure of land use activity based on density, use, mass, size, and impact.

**Level of Service (LOS):** an established minimum capacity of capital facilities or services that must be provided per unit of demand or other appropriate measure of need.

**Local Heritage:** those lands, sites, structures, trades, cultures, social customs and pieces of information that contribute to an understanding and appreciation of Millwood's history.

**Local Register:** admission to the local registry is initiated voluntarily by each respective property owner which makes the property subject to local review and compliance. Accepted properties are significant to Millwood because of their documented importance to Millwood's history, architectural history, engineering or cultural heritage.

**Local Road:** a roadway providing service which is of relatively low traffic volume and speed, short average trip length or minimal through traffic movements.

**Manufactured Home:** a single-family dwelling built in accordance with U. S. Department of Housing and Urban Development (HUD) Manufactured Home Construction and Safety Standards (MHCSS) which is a national, preemptive building code and bearing the appropriate insignia.

**Manufactured Home Park:** a parcel under single ownership developed in such a ways as to allow the placement of two or more individual manufactured homes on a lease or rental basis.

**Millwood Historic District:** the historic district in Millwood is generally bounded by Sargent and Argonne, Liberty and Euclid as shown on Figure 13.1.

**Minerals:** include gravel, sand, and valuable metallic substances.

**Mobile Home:** a single-family residence, transportable in one or more sections that are eight feet or more in width and thirty-two feet or more in length, built on a permanent chassis, designed to be used

as a permanent dwelling. Mobile homes were factory built to standards other than MHCSS prior to June 15, 1976.

**Modular Home:** a factory built single-family dwelling unit built in accordance with the Uniform Building Code (UBC) and bearing the appropriate insignia. Also included are pre-fabricated, panelized and factory-built.

**Multi-Family Housing:** as used in this plan, multi-family housing is all housing which is designed to accommodate three or more households.

**National Register of Historic Places:** a listing for the identification and recognition of over 80,000 places in the United States administered through the Department of the Interior by the National Park Service.

**Natural Resource Lands:** lands not already characterized by urban growth which have long-term commercial significance for the production of agricultural products, timber or minerals.

**Open Space:** undeveloped or underdeveloped land that serves a functional role in the life of the community. This term is subdivided into the following:

Pastoral or recreational open space areas that serve active or passive recreational needs, e.g., federal, state, regional and local parks, forests, historic sites, etc.

Utilitarian open space are those areas not suitable for residential or other development due to the existence of hazardous and/or environmentally sensitive conditions, which can be protected through open space designation under, critical areas, airport flight zones, well head protection areas, etc. This category is sometimes referred to as “health and safety” open space.

Corridor or linear open spaces are areas through which people travel, and which may also serve an aesthetic or leisure purpose. This open space is also significant in its ability to connect one residential or leisure area with another.

**Owner:** any person or entity having the legal rights to sell, lease, or sublease any form of real property.

**Planning Period:** the twenty-year period following the adoption of a comprehensive plan or such longer period as may have been selected as the initial planning horizon by the planning jurisdiction.

**Policy:** the way in which programs and activities are conducted to achieve an identified goal.

**Public Facilities:** include streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, domestic water systems, storm and sanitary sewer systems, parks and recreational facilities, and schools. These physical structures are owned or operated by a government entity which provides or supports a public service.

**Public Service:** include fire protection and suppression, law enforcement, public health, education, recreation, environmental protection, and other governmental services.

**Regional Transportation Plan:** the transportation plan for the regionally designated transportation system which is produced by the Regional Transportation Planning Organization.

**Right-of-Way:** land in which the state, a county, or a municipality owns the fee simple title, or has an easement dedicated or required, for a transportation or utility use.

**Rural Lands:** all lands which are not within an urban growth area and are not designated as natural resource lands having long-term commercial significance for production of agricultural products, timber, or the extraction of minerals.

**Sanitary Sewer System:** all facilities, including approved on-site disposal facilities, used in the collection, transmission, storage, treatment, or discharge of any waterborne waste, whether domestic in origin or a combination of domestic, commercial, or industrial waste.

**Shall:** the action specified in the statement is mandatory.

**Should:** the action specified in the statement is discretionary.

**Single-Family Housing:** a detached housing unit designed for occupancy by not more than one household. This definition does not include manufactured housing or mobile home.

**Transportation facilities:** includes capital facilities related to air, water, or land transportation.

**Transportation Level of Service Standards:** a measure which describes the operational condition of the travel stream, usually in terms of speed and travel time, freedom to maneuver, traffic interruptions, comfort, convenience, and safety.

**Urban Growth:** refers to growth that makes intensive use of land for the location of buildings, structures, and impermeable surfaces to such a degree as to be incompatible with the primary use of such land for the production of food, other agricultural products, or fiber, or the extraction of mineral resources. When allowed to spread over wide areas, urban growth typically requires urban governmental services. "Characterized by urban growth" refers to land having urban growth located on it, or to land located in relationship to an area with urban growth on it as to be appropriate for urban growth.

**Urban Growth Area:** those areas designated by a county pursuant to RCW 36.70A.110.

**Urban Governmental Services:** include those governmental services historically and typically delivered by cities, and include storm and sanitary sewer systems, domestic water systems, street cleaning services, fire and police protection services, public transit services, and other public utilities associated with urban areas and normally not associated with non-urban areas.

**Utilities:** facilities or means serving the public by a system or network of wires or pipes with usually permanent connections between the provider and the customer. Included are systems for the delivery of natural gas, electricity, telecommunication services, water, and the disposal of sewage.

**Visioning:** a process of citizen involvement to determine values and ideals for the future of a community and to transform those values and ideals into manageable and feasible community goals.

**Washington Heritage Register:** an official listing of historically significant sites and properties found throughout the state. The list is maintained by the Department of Archaeology & Historic Preservation and includes districts, sites, buildings, structures, and objects that have been identified and documented as being significant in local or state history, architecture, archaeology, engineering or culture

**Wetland:** areas that are inundated or saturated by surface water or ground water at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas. Wetlands do not include those artificial wetlands intentionally created from non-wetland sites, including but not limited to, irrigation and drainage ditches, glass-lined swales, canals, detention facilities, wastewater treatment facilities, farm ponds, and landscape amenities and those wetlands unintentionally created after July 1, 1990, by the construction of a road, street or highway. However, wetland may include those artificial wetlands intentionally created from non-wetland areas created to mitigate conversion of wetlands.

**Will:** has the same meaning as the term shall.

**Zoning:** the delineation of an area by ordinance (text and map) into zones and the establishment of regulations to govern the uses (commercial, industrial, residential) and the location, bulk, height, shape, and coverage of structures within each zone.

## 14.2 ACRONYMS

ADA	Americans with Disabilities Act
ADT	Average Daily Traffic
ALEA	Aquatic Lands Enhancement Account
AWTP	City of Spokane Advanced Wastewater Treatment Plant
BNSF	Burlington Northern Santa Fe
CBD	Central Business District
CDBG	Community Development Block Grant
CFP	Capital Facilities Plan
CIP	Capital Improvement Program
DCTED	Washington State Department of Community Trade and Economic Development
DNR	Washington State Department of Natural Resources
EPF	Essential Public Facility
ERU	Equivalent Residential Units
EWU	Eastern Washington University
FEMA	Federal Emergency Management Act
GA	General Aviation
GMA	Growth Management Act
GPD	Gallons Per Day
GPM	Gallons Per Minute
HUD	U.S. Department of Housing and Urban Development
ICA	State Interagency for Outdoor Recreation
IEPC	Inland Empire Paper Company
ISTEA	Federal Surface Transportation Enhancement Act – T21
LID	Local Improvement District
LOS	Level of Service
LRT	Light Rail Transit
MA	Manufactured Home
MPO	Metropolitan Planning Organization
MVET	Motor Vehicle Excise Tax
NFIP	National Flood Insurance Program
NPDES	National Pollutant Discharge Elimination System
NB	North Bound
NSC	North Spokane Corridor



OFM	Washington State Office of Financial Management
OHWM	Ordinary High Water Mark
RCW	Revised Code of Washington
REET	County Real Estate Excise Tax
ROW	Right-of-Way
SB	South Bound
SEPA	State Environmental Policy Act
SFHA	Special Flood Hazard Area
SIA	Spokane International Airport
SNAP	Spokane Neighborhood Action Programs
SR	State Route (Highway)
SRTC	Spokane Regional Transportation Council
STA	Spokane Transit Authority
STP/EN	Surface Transportation Program Enhancements
TDM	Transportation Demand Management
TIB	Transportation Improvement Board
TIP	Transportation Improvement Program
TSC	Transportation Safety Commission
TSM	Transportation System Management
UAC	Urban Arterial Connector
UGA	Urban Growth Area
UP	Union Pacific Railroad
USGS	United State Geologic Survey
WAC	Washington Administrative Code
WSDOT	Washington State Department of Transportation

## **APPENDICES:**

APPENDIX A POPULATION FORECAST INFORMATION

APPENDIX B SHORELINE MASTER PROGRAM

APPENDIX C SEPA DOCUMENTATION