

CHAPTER 1 – INTRODUCTION AND ADMINISTRATION

I. INTRODUCTION

The State of Washington Growth Management Act (GMA) was enacted in 1990. Its purpose is to:

- Promote community planning efforts that manage growth.
- Meet community economic, housing, and public service needs.
- Provide infrastructure concurrent with growth.
- Help solve multi-jurisdictional problems.
- Respect the natural environmental systems.

The GMA contains 15 planning goals for the purpose of guiding the development of Comprehensive Plans and Development Regulations. The GMA also requires counties to develop Countywide Planning Policies (CPPs) in conjunction with their cities to help assure that local Comprehensive Plans are coordinated and responsive to regional needs. King County County-Wide Planning Policies (KCCPP) as amended have provided guidance in the planning process. It is the intent of Carnation's Comprehensive Plan to implement local policies and regulations that are consistent with the GMA and KCCPPs.

GMA plans and regulations are to be guided by these 15 goals as described in RCW36.70A.020:

- Focus urban growth in urban areas
- Reduce sprawl
- Provide efficient transportation
- Encourage affordable housing
- Encourage sustainable economic development
- Protect property rights
- Process permits in a timely and fair manner
- Maintain and enhance natural resource-based industries
- Retain open space and habitat areas and develop recreation opportunities
- Protect the environment
- Encourage citizen participation and regional coordination
- Ensure adequate public facilities and services
- Preserve important historic resources

**City of Carnation
2024 Comprehensive Plan
INTRODUCTION AND ADMINISTRATION**

- Focus on climate change and resiliency
- Encourage shoreline management

This chapter gives a brief general introduction to the purpose of a Comprehensive Plan, why this Comprehensive Plan update is being undertaken, and explains the basic state laws which govern Comprehensive Planning in the State of Washington. Community and administrative goals and policies are outlined to guide how the plan will be implemented, maintained and updated.

PURPOSE OF THE COMPREHENSIVE PLAN - WHY PLAN?

The Carnation Comprehensive Plan was developed in accordance with RCW 36.70A.040 to address growth issues in the City of Carnation and the adjacent Potential Annexation Area (PAA). Long-term planning for the City in accordance with the GMA provides the framework and policy direction for the development regulations of the city which govern land use decisions. All the planning elements outlined in RCW 36.70A.070 have been integrated into a single, consistent plan. The result is a Comprehensive Plan that is attentive to specific issues within each element, and at the same time, integrated into a coordinated document.

Carnation was among the first cities in the state to develop a new Comprehensive Plan under the Growth Management Act (GMA). The City Council adopted its first Comprehensive Plan in November of 1992 following considerable public input and citizen participation. In 1996, 2005, and since then, the City Council has reviewed, amended and updated its Comprehensive Plan. Following the adoption of the Comprehensive Plan update in 2005, the City undertook annual amendments of various Plan elements as needed for consistency with the City's changing circumstances, or for consistency with partner agencies such as The Riverview School District. Beginning in 2010, the City once more undertook a Comprehensive Plan Update, beginning with an Update of the Land Use and Transportation Elements in 2011, and updating one or two elements each year until 2014. In 2015 a periodic update was completed of the Housing, Land Use, Capital Facilities, Utility, Transportation, Economic Development and Parks and Recreation elements. Revisions to Comprehensive Plan elements as well as development regulations were undertaken annually as needed. In 2023-2024, the City is again undergoing a periodic update of the Utility, Capital Facilities, Housing, Transportation and Land Use elements of the Comprehensive Plan.

Beginning with an open docket in December of 2022 and December of 2023, Carnation began the process for a required periodic update to be completed by December 30, 2024, in accordance with RCW36.70A.130. As various elements of the Comprehensive Plan had been updated over the past eight years, the purpose of the 2024 update is to

City of Carnation
2024 Comprehensive Plan
INTRODUCTION AND ADMINISTRATION

reflect recent years' activities and issues, and for consistency between all of the elements.

This Comprehensive Plan update follows a model recommended for small cities developed by the Washington Department of Commerce (Commerce). The Department of Commerce is the state agency that has the legal responsibility of reviewing Comprehensive Plans for compliance with State planning requirements. Puget Sound Regional Council (PSRC) and King County Affordable Housing Committee are also reviewing the elements.

To Implement the Growth Management Act

Under the Washington Growth Management Act, the City of Carnation has been directed to identify the goals of the community, to prioritize these goals, and to plan for how these goals will be achieved. While the Act requires the City to complete several planning measures, the outcome of the planning effort is in the hands of the City.

Therefore, the City of Carnation has created a Comprehensive Plan that establishes a clear intent and policy base which can be used to develop and interpret local development regulations.

To Maintain Local Decision-Making Power

The City is experiencing pressure for growth within its boundaries, a result of growth occurring in the more urbanized areas of the Puget Sound region. An indication of that growth is the increased demand for public facilities such as roads, potable water, wastewater treatment, stormwater management, schools, police and fire stations.

Also, an increasing number of policy decisions made at the federal, state, and regional level influence the quality of life in the City of Carnation. The City believes that the most effective way to maintain local control is to become more actively involved in planning. By clearly articulating a plan for the future of the community, the City will be better able to make informed decisions about growth, community services and facilities, and better able to express community interests and needs to county, regional, state, and federal officials.

In addition, the Growth Management Act requires that state agencies must comply with local Comprehensive Plans and development regulations. Therefore, the Comprehensive Plan and the implementing regulations allow the City to assert local control over growth in a manner that will reinforce the desired character, scale, and identity of the City as expressed in this Comprehensive Plan.

City of Carnation
2024 Comprehensive Plan
INTRODUCTION AND ADMINISTRATION

To Promote Desired Changes

Developing specific and consistent policies, regulations, and guidelines is of paramount importance if the City of Carnation is to remain self-sufficient while maintaining local control of its economy and influence over the surrounding environment. With clear and concise regulations in place, organized and consistent development will occur. The Comprehensive Plan also includes an evaluation of the existing infrastructure capacity considering current demand and future needs to identify and develop the types of facilities and services that will be necessary throughout the 20-year planning period.

The Comprehensive Plan is a tool to help the City guide development and to better meet the needs of citizens. The plan allows the community to prioritize alternative uses of the land and public resources, and to identify, in explicit terms, the impact potential development may have on the community. Recognition of the type of changes that are occurring and readiness to make decisions considering such changes will allow the city to take advantage of positive opportunities and to ensure a high quality of life.

To Address Changes in Community Needs

Carnation is also updating its Comprehensive Plan because there is a need to reflect the changing conditions and needs in the community. The population in Carnation has shifted gradually from small single-family houses to many larger single-family houses as well as townhomes and duplexes. Concerns about environmental quality and the increase of commuter residents may require a need to change land use practices as well as consider transportation alternatives.

The City has implemented several mechanisms to solicit public participation in the comprehensive planning process including open houses, community events, Planning and Parks Board meetings and City Council work sessions.

With the creation of the 1992 Comprehensive Plan, its subsequent 1996, 2005, and 2015 updates, and the current update which began in 2023 and will conclude in 2024, the City has instituted a process to allow the community to express their desires for the future of Carnation in the Comprehensive Plan. The City has identified through various citizen participation processes the following general goals. These goals provide a basis for community planning, and include:

- Provide public services and facilities the citizens want, at the level they desire, and are willing and able to fund
- Determine how to equitably finance public facilities and services
- Develop an economically and environmentally sustainable community
- Maintain and improve the quality of community life

**City of Carnation
2024 Comprehensive Plan
INTRODUCTION AND ADMINISTRATION**

- Maintain and improve the City's infrastructure
- Build upon and take full advantage of existing assets
- Ensure organized and consistent development
- Provide appropriate zoning for optimal planned development

POTENTIAL ANNEXATION AREAS

Consistent with GMA, King County's Comprehensive Plan identifies Potential Annexation Areas targeted for future urban development. Through the GMA-required Countywide Planning Policies, the County, in consultation with the City of Carnation, helped facilitate the designation of Potential Annexation Areas (PAA). Carnation has three areas of Potential Annexation, to the north, to the east and to the southwest. Carnation's northerly PAA is located north of the city limits from Bagwell to NE 60th Street, southwest of the city limits near NE 40th Street and Tolt Ave, and east of the River's Edge neighborhood along NE 45th Street. There is also a small allocation of Potential Annexation Area southeast of the city limits between the Swiftwater and River's Edge subdivisions. The City would ultimately annex and provide services to these PAA areas. Goals and policies in the Land Use Element (Chapter 3) address coordination in provision of services, future land use, and processes for annexations.

COMMUNITY GOALS FOR THE CITY OF CARNATION

The City of Carnation has identified five community goals essential in maintaining a satisfactory quality of life for Carnation. These goals will endure as the Comprehensive Plan is implemented, as specific measurable tasks are accomplished, and as changes occur. As the Comprehensive Plan is updated to account for changing conditions and completion of the policies or objectives identified in each Element, the community goals will provide direction for such revisions.

GOAL 1 - The Carnation community encourages changes that promote livability, pedestrian orientation, protection of cultural resources, high quality design, and that limit stress factors such as noise and air pollution and traffic congestion.

GOAL 2 - The Carnation community serves as a steward of the environment to protect critical areas, maintain water quality, and conserve land, air, and energy resources by assuring that proposed development conforms to environmental standards and requirements.

GOAL 3 - The Carnation community encourages local involvement in community actions and promotes a sense of community. This includes encouragement of public and private involvement in community affairs, promotion of community aesthetic identity, as well as encouragement of volunteerism and activism.

City of Carnation
2024 Comprehensive Plan
INTRODUCTION AND ADMINISTRATION

GOAL 4 - The Carnation community encourages the development of the local economy and provides clear and consistent land development policies and infrastructure planning to promote economic sustainability.

GOAL 5 - The Carnation community maintains and enhances opportunities for cultural enrichment and recreation activity and provides a built environment and range of facilities to promote an active and healthy lifestyle for all ages.

The City has made substantial progress on these goals since 2015, although more work is needed to fully realize the goals. The Central Business District (CBD) design standards, new Tolt Avenue with wider sidewalks, buried utility lines and upgraded streetscapes have created a welcoming pedestrian friendly downtown. Recent residential development permits will likely increase economic vitality of the downtown as well as the City's ability to improve parks, trails and other amenities. The City continues to work with local and state partners in infrastructure improvements, particularly safety enhancements like a traffic circle at SR203 and Tolt Hill Road.

Additionally, the City is taking steps toward a more sustainable climate friendly community.

II. PLAN ADMINISTRATION GOALS AND POLICIES

PLAN IMPLEMENTATION AND MONITORING

This section outlines the Plan's implementation and monitoring procedures developed to establish a system for measuring progress and success obtained in implementing the goals and policies in the City of Carnation's Comprehensive Plan. This process also prepares the City for updates in the future. These procedures address:

- Citizen participation in the process through noticing of an annual open Docket for amendments to the Comprehensive Plan and development regulations, as well as discussion and public hearings at both the Planning and Parks Board and City Council in accordance with the Carnation Municipal Code
- Review, evaluation, and adoption of any needed amendments to Comprehensive Plans and Development Regulations on an annual basis, with updates in accordance with statutory requirements;
- Showing accomplishments in the ten-year period, describing the degree to which the goals and policies have been successfully reached;
- Drafting new or modified goals and policies needed to address and correct emerging issues and problems; and

City of Carnation
2024 Comprehensive Plan
INTRODUCTION AND ADMINISTRATION

- Ensuring a means of continuous monitoring and evaluation of the plan during the ten-year period.

Although adopted by ordinance, a Comprehensive Plan has traditionally been a policy document with actual implementation carried-out through land use regulations and other ordinances. Development regulations must be consistent with the Plan.

Planning is an ongoing process, and improved data or changing circumstances will require amendments to the Comprehensive Plan. If needed, the plan should be reviewed once a year to reflect revisions to the Office of Financial Management population estimate and changes to the Capital Facilities Plan. Amendments should also address specific concerns, clarify inconsistencies that were identified during the year, and review the adequacy of the adopted level of service standards.

The City of Carnation is committed to following this adopted Comprehensive Plan and will allow for an adequate period of time for policies and action to take effect prior to considering major changes to it. The City is also committed to working with King County and other jurisdictions and agencies to coordinate and resolve problems.

The Comprehensive Plan is a legal document. It may be amended once a year to allow the City to adjust to changing circumstances or to clarify inconsistencies. To guide the implementation and administration of the plan, goals and policies have been established to assure an orderly and thoughtful process of considering changes to the plan.

III. GOALS AND POLICIES

GOAL IA1

Provide for a consistent review and revision of the Comprehensive Plan.

Policy IA1.1 The following is the policy of Carnation regarding revisions and amendments to the Comprehensive Plan:

This Comprehensive Plan is a dynamic document that requires continuing evaluation, review, and revision as necessary to respond to changing circumstances and emerging issues. Any amendment or revision of this Plan is a legislative act requiring City Council approval and must be done in compliance with the statutory requirements of the Growth Management Act for amending plans (RCW 36.70A.130). As required by GMA, amendments to this Comprehensive Plan may not be considered more frequently than once per year, except for the Capital Facilities Element, and must be accomplished according to the procedure outlined below.

City of Carnation
2024 Comprehensive Plan
INTRODUCTION AND ADMINISTRATION

The community's policies and goals provide long-range guidance for the City. To maintain consistency and allow sufficient time for decisions to take effect, these general guidelines should not change radically over time. However, as specific objectives are achieved, revision of the Plan in each Element may be required to continue progress toward the overall goals.

Amendments to the Comprehensive Plan can be requested by the City Council, Planning and Parks Board, or by any affected citizen or property owner. However, the Plan may not be amended more than once a year, and therefore, requests for amendment can be deferred to the annual amendment process. The Planning and Parks Board shall also review the Comprehensive Plan and propose any needed amendment. After further review, the Planning and Parks Board will hold a public hearing on and forward recommended changes to the City Council. The Council will hold a public hearing, make modifications if necessary, and adopt the proposed amendments to the Comprehensive Plan. By reviewing and updating the plan on a regular basis, Carnation can rely on this document in decision-making and can maintain public interest and support the planning process. Development regulations may also be amended as part of the annual process, but can also be amended at any time.

The City of Carnation is committed to following its adopted Comprehensive Plan and will allow for an adequate period of time for policies and action to take effect prior to considering major changes to it. The City is also committed to working with the County and other jurisdictions and agencies to coordinate and resolve regional issues.

A. General.

1. All privately or publicly initiated requests for plan revisions shall be considered concurrently during one hearing cycle in order to evaluate cumulative impacts of various proposals; Provided, that publicly initiated amendments may be considered more often than annually if findings can be made that a clear need exists and that a Plan amendment is needed to promote or protect the health, safety and welfare of the community.
2. Depending on the degree of change and time involved, Comprehensive Plan amendments will be considered during the annual, as well as the statutorily required update.
3. All amendment requests are subject to a public hearing process as outlined below.
4. All applicants for Plan amendments are responsible for providing any environmental information necessary to process the request per the State Environmental Policy Act (SEPA).

City of Carnation
2024 Comprehensive Plan
INTRODUCTION AND ADMINISTRATION

5. Reasonable fees for processing Plan amendments shall be charged to the applicant. Such fees and deposits are specified in the City's Fee Schedule. The City retains the right to waive such fees.

B. Annual Amendments

Publicly or privately initiated, Comprehensive Plan amendment requests addressing policies over which the City has sole jurisdiction (County or other agency approval not required) will be processed in an annual cycle.

Generally, these are amendments to policies affecting land within the City limits. Examples of these types of amendments include the following:

1. Major or minor land use and road classification changes.
2. Amendments to the Plan text including support data and implementation.
3. Changes to Element Maps
3. Other minor text changes

C. Buildable Lands Program

If required by the Countywide Planning Policies, the City must review and evaluate its land capacity to determine the quantity and type of land suitable for development.

D. Ten-Year Update Amendments

Every ten years the City shall take action to review, and if needed, revise Comprehensive Plan and Development Regulations (including those addressing critical areas and natural resource lands) to ensure they comply with the GMA's requirements.

This deliberate ten-year GMA Update process requires three basic actions by the City:

1. Establish a public participation program that identifies procedures and schedules for the review, evaluation, and possible revision process; and
2. Review relevant plans and regulations and analyze whether there is a need for revisions; and
3. Take legislative action.

**City of Carnation
2024 Comprehensive Plan
INTRODUCTION AND ADMINISTRATION**

E. Amendment Process

1. The City Planner and/or Community Economic Development Principal (CEDP) shall docket legislative proposals and amendment petitions and keep a list of such requests to be considered at the appropriate annual review of the Comprehensive Plan.
2. Legislative amendment petitions shall include information required by the municipal code, and other information deemed relevant by the City Planner or CEDP, including “non-project” SEPA checklists as required.
3. At least once annually, the City Planner or CEDP shall refer all docketed requests and petitions for legislative proposals to the Planning and Parks Board for review and consideration.
4. The Planning and Parks Board shall hold at least one public hearing on the proposed amendments. Following the public hearing, the Planning and Parks Board shall make a recommendation to the City Council to approve or deny the requests. The Planning and Parks Board may recommend altering, modifying, approving, or denying the plan or any portion, as it believes appropriate.
5. At least once annually, the City Council shall hold a public hearing to consider the recommendations of the Planning and Parks Board. Approval of a plan amendment shall be by ordinance.

F. Required Findings for Amendment Recommendation and Approval

The recommendation from the Planning and Parks Board and the grant or denial of a plan amendment proposal by City Council shall be based on the following criteria:

1. Whether the proposal for amendment is consistent with the Growth Management Act (Chapter 36.70A RCW);
2. Whether the proposed change is consistent with the existing goals and policies of the Comprehensive Plan;
3. The cumulative impact of the proposed amendment upon the City;
4. The availability of Capital Facilities and infrastructure to support the amendment;
5. Any change in circumstances to support the amendment, such as revision to population estimates, expansion or reduction of the Potential Annexation Area, annexation, new infrastructure or Capital Facilities, and other similar factors; and
6. The probable significant adverse environmental impacts of the proposal, if any.

**City of Carnation
2024 Comprehensive Plan
INTRODUCTION AND ADMINISTRATION**

G. Public Notice of Hearings

Since public involvement is critical regarding Comprehensive Plan amendments, notice of the date, location, time, and subject of public hearings must be published in the City's designated newspaper once a week for two successive weeks.

The notice shall be published for the first time not less than ten days nor more than thirty days before the date fixed for the hearing. In addition, the hearing date, place and time shall be noticed locally. All notices of public hearings shall conform with the Carnation Municipal Code.