

**City of Carnation**  
**2015 Comprehensive Plan**  
**INTRODUCTION AND ADMINISTRATION**

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## **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 14 planning goals for the purposes 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 13 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

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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 of the planning elements as 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, in 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. Annual revisions to Comprehensive Plan elements as well as development regulations were undertaken each year, beginning with notice to the community of an open docket for revisions.

Beginning with an open docket in the fall of 2014, Carnation began the process for a required Update to be completed by June 30, 2015, in accordance with RCW36.70A.130. As the various elements of the Comprehensive Plan had been updated over the past five years, the purpose of the 2015 Update is to revise as needed to reflect recent years' activities and issues, and for consistency between all of the elements. As part of the 2015 Update, a docket request was made for a change in land use of three large parcels within City limits. The effect of the docket request, if approved, would be to change approximately 34 acres from light industrial and commercial land use designations to the high density residential designation. The Update of the Comprehensive Plan reflecting this change in land use was prepared by city staff and presented to the Planning Board for their recommendation to the City Council.

This Comprehensive Plan update follows a model recommended for small cities developed by the Washington Department of Commerce (COMMERCE). The

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Department of Commerce is the state agency that has the legal responsibility of reviewing Comprehensive Plans for compliance with State planning requirements. This Comprehensive Plan Update was submitted to COMMERCE and other state agencies for review as required by the GMA.

***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 in 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.

***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 in light of 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.

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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 in light of 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. 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 a number of mechanisms to solicit public participation in the comprehensive planning process.

With the creation of the 1992 Comprehensive Plan, its subsequent 1996 and 2005 updates, and the current update which was begun in 2010 and will conclude in 2015, 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
- 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 60<sup>th</sup> Street, southwest of the city limits near NE 40<sup>th</sup> Street and Tolt Ave, and east of the River's Edge neighborhood along NE 45<sup>th</sup> Street. There is also a small allocation of Potential Annexation Area southeast

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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.

In addition, the City of Carnation should identify the responsibilities of public and private agents at the local and regional level for providing emergency and social services.

**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.

**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.

In addition to the Community Goals established in the Plan, the City Council has undertaken efforts to help the Council articulate their collective vision for the future of Carnation. The last visioning session was done in 2010, and provided for a twenty year horizon, Vision 2030, which was adopted by the City Council in 2010. Going forward, this Element should be amended to reflect changes to VISION 2030 or other visioning efforts undertaken by the City Council.

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**Carnation City Council  
VISION 2030  
(Adopted 2010)**

<b>I. TOLT COMMONS – CENTERPIECE OF TOWN</b>	
<p><b><u>Examples of goal:</u></b></p> <ul style="list-style-type: none"> <li>● People hanging out downtown (vibrant, active, diverse, friendly)</li> <li>● Central town commons gathering area</li> <li>● Sense of community and neighborhood (neighbors know and greet each other, gathering and hanging-out, a feeling more than a physical attribute)</li> <li>● Gazebo, grandstand</li> </ul>	<p><b><u>Steps to achieve goal:</u></b></p> <ul style="list-style-type: none"> <li>● Research grants, find funding</li> <li>● Acquire property, vacate Bird Street</li> <li>● Site planning</li> <li>● Identify activities to be accommodated.</li> </ul>
<b>II. THRIVING DOWNTOWN</b>	
<p><b><u>Examples of goal:</u></b></p> <ul style="list-style-type: none"> <li>● Thriving businesses, Tolt Avenue corridor expansion north-south</li> <li>● Tolt Avenue is a signature street (underground utilities, “face-lift” of storefronts, active and vibrant streetscape)</li> <li>● Development of Downtown (infill, large common area, trees/landscaping, economic success and prosperity)</li> <li>● Vibrant city center and Central Business District (full storefronts, people shopping)</li> <li>● Revitalized downtown (no empty storefronts, new businesses, thriving businesses)</li> </ul>	<p><b><u>Steps to achieve goal:</u></b></p> <ul style="list-style-type: none"> <li>● Identify incentives to help downtown thrive.</li> <li>● Research National Main Street Program</li> <li>● Survey residents regarding needed/desired services and businesses</li> <li>● Partner with the Chamber of Commerce.</li> </ul>
<b>III. OUTDOOR LIVING, RECREATION/RELAXATION FACILITIES, PUBLIC GATHERING PLACES</b>	
<p><b><u>Examples of goal:</u></b></p> <ul style="list-style-type: none"> <li>● Gathering places, public meeting places, pedestrian oriented</li> <li>● Well-engaged community, volunteerism</li> <li>● Parks Master Plan implementation</li> <li>● Completely pedestrian friendly city (trails, sidewalks, street improvements, easy crossing of SR-203)</li> <li>● Carnation is a well-established and well known outdoor recreation location (camping, fishing, biking, hiking, swimming)</li> <li>● People walking about, because they want to</li> <li>● Inter-connected trail system with surrounding area</li> </ul>	<p><b><u>Steps to achieve goal:</u></b></p> <ul style="list-style-type: none"> <li>● Find funding sources for parks development.</li> <li>● Find partnerships with clubs/community groups; utilize parks for events</li> <li>● Adopt-A-Park Program</li> <li>● Phase II Site Feasibility Study for the undeveloped City property adjacent to the wastewater treatment plant</li> <li>● Street benches and trees/landscaping</li> </ul>

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<ul style="list-style-type: none"> <li>● Carnation to be known as a destination for something (tournaments, July 4th, Skatebowl, events)</li> <li>● Abundance of activities in area for all ages.</li> </ul>	
<b>IV. SMART GROWTH, SUSTAINABILITY, HOUSING, PEDESTRIAN FRIENDLY</b>	
<p><b><u>Examples of goal:</u></b></p> <ul style="list-style-type: none"> <li>● Build-out of northern urban growth area (UGA) is a sustainable, attractive way. Pedestrian and human friendly, not a strip mall.</li> <li>● Complete annexations into all UGAs, and develop as planned.</li> <li>● Housing in the old part of town: ADUs, cottage housing, green building, no concrete curb/gutter/sidewalk</li> <li>● Well thought-out build-out, smart growth</li> <li>● Much less auto-oriented</li> <li>● Be on a “Best Places To Live” list, and also attract visitors</li> </ul>	<p><b><u>Steps to achieve goal:</u></b></p> <ul style="list-style-type: none"> <li>● Review code, review/create street design standards</li> <li>● Pedestrian safety standards, map, plan</li> <li>● Review sidewalk design, materials</li> <li>● Residential Design Guidelines</li> <li>● Work with Senior Center on Senior Housing options</li> <li>● Offer incentives for ADUs, cottage housing, and green building</li> <li>● Use “set asides” for affordable housing</li> </ul>
<b>V. DIVERSIFIED POPULATION AND SELF SUFFICIENT</b>	
<p><b><u>Examples of goal:</u></b></p> <ul style="list-style-type: none"> <li>● Self-sufficient (affordable, sustainable, attractive, pharmacy, jobs, generate revenue to fund services)</li> <li>● Diversified population – residents of all shapes and sizes (affordable housing, seniors and senior housing, services for seniors, native and ethnic populations)</li> </ul>	<p><b><u>Steps to achieve goal:</u></b></p> <ul style="list-style-type: none"> <li>● Safety and Action Plans for emergency preparedness</li> <li>● Partner with gas station and grocery store regarding generators for emergency situations</li> </ul>
<b>VI. FRIENDLY REGULATORY ENVIRONMENT/ATTITUDE</b>	
<p><b><u>Examples of goal:</u></b></p> <ul style="list-style-type: none"> <li>● City makes it easy for businesses, residents and development to thrive.</li> </ul>	<p><b><u>Steps to achieve goal:</u></b></p> <ul style="list-style-type: none"> <li>● Review code to identify hindrances</li> </ul>

The City has moved forward towards realization of many but not all of these goals in the five years since 2010. Completion of the Tolt Corridor Action Plan, for example, provides a blueprint for the Goal of “Tolt Avenue is a signature street (underground utilities, “face-lift” of storefronts, active and vibrant streetscape)”. The engineering design of the Central Business District currently in progress is the first step in following the blueprint. Recent economic gains are reflected in a revitalized downtown with far fewer empty storefronts. 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. While great progress has been shown, more work is needed if the City is to continue realization of many of these goals.

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***II. PLAN ADMINISTRATION GOALS AND POLICIES***

**PLAN IMPLEMENTATION AND MONITORING**

This section outlines the Plan's implementation and monitoring procedures developed in order 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 posting and mailing of notice of an open Docket for amendments to the Comprehensive Plan and Development Regulations, as well as discussion and public hearings at both the Planning 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
- 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. In particular, 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. The annual amendment 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 follow 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 work 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 in order to allow the City to adjust to changing circumstances or to clarify inconsistencies. In order 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.



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**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 in regard to 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 circumstance 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 of this Comprehensive Plan may not be considered more frequently than once per year, with the exception of the Capital Facilities Element, and must be accomplished according to the procedure outlined below.

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 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 Board shall also review the Comprehensive Plan and propose any needed amendment. After further review, the Planning 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 of the planning process. Development regulations may also be amended as part of the annual process, either as appropriate for consistency with changes to the Comprehensive Plan, or as requested separately. One difference between amendments to development regulations and the Comprehensive Plan is

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that development regulations are not restricted to an annual process and can 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).
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
4. Minor Changes to policies or clarifications

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5. 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. Eight-Year Update Amendments**

Every eight 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 eight-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.

**E. Amendment Process**

1. The City Planner 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, including "nonproject" SEPA checklists as required.
3. At least once annually, the City Planner shall refer all docketed requests and petitions for legislative proposals to the Planning Board for review and consideration.
4. The Planning Board shall hold at least one public hearing on the proposed amendments. Following the public hearing, the Planning Board shall make a recommendation to the City Council to approve or deny the requests. The Planning 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 Board. Approval of a plan amendment shall be by ordinance.

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**F. Required Findings for Amendment Recommendation and Approval**

The recommendation from the Planning 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.

**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 to publication, notice of hearing date, place and time may also be posted in the vicinity of the property affected by the proposal, on the City's web page, sent by direct mail to property owners and occupants, or distributed through city newsletters or utility billings. All notices of public hearings shall be in conformance with the Carnation Municipal Code.