

**City of Carnation  
2018 Comprehensive Plan Amendment  
LAND USE ELEMENT**

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## **CHAPTER 3 – LAND USE ELEMENT**

### ***I. INTRODUCTION***

Carnation is located within the pastoral and scenic Snoqualmie River Valley. Established in 1912 as the Town of Tolt, the City historically provided services and housed workers for the surrounding logging and farming enterprises. Today, Carnation primarily provides housing for commuters to the larger employment centers west of the Snoqualmie Valley, and housing has expanded eastward from the original plat in more typical suburban density and style.

The historic downtown commercial area is located along State Route (SR) 203. This downtown core is approximately 4 blocks in size, located along both side of SR203. A small shopping center built in 1986 anchors the south end of the historic commercial center.

At slightly over one square mile in size, Carnation is compact. Geographic expansion of the City has been limited by its location at the confluence of the Tolt and Snoqualmie Rivers: development to the west and south are limited by these rivers and their associated areas of flood hazard. A steep hillside forms the eastern boundary of the City, and to the north, the floodplain of the Snoqualmie River widens considerably. Circulation within the City is dominated by two north-south facilities. State Route (SR) 203 provides highway access to Carnation from the rest of the Snoqualmie Valley, and the Snoqualmie Valley Trail bisects the City a few blocks to the east of SR203. Once a railway that provided access to Monroe and Everett for farm products, the Trail is now a popular regional recreational facility much used by hikers, bicyclists and equestrians.

The largest portion of the Potential Annexation Areas (PAA) is located to the north of the City. The area known as the “Garden Tracts” is located between NE 55<sup>th</sup> Street and NE 60<sup>th</sup> Street and between 316<sup>th</sup> Avenue and the Snoqualmie Valley Trail. The Garden Tracts were platted in the early twentieth century, at the same time as the original plat of Tolt. Although located within unincorporated King County, the land use is single family residential on suburban sized lots. While these homes are on private septic systems, public water service from the City of Carnation has allowed development at non-rural densities. Between the Garden Tracts and the current city boundary are several large tracts that are currently in agricultural uses such as U-Pick berry farms. Other portions of the PAA include a tree farm southwest of the City boundary, and a newly expanded portion of the PAA east of the City boundary along NE 45<sup>th</sup> Street (Entwistle Street) which is in rural residential use.

### **PURPOSE OF THE LAND USE ELEMENT**

The Washington Growth Management Act (RCW 36.70A) requires cities to prepare a Land Use Element designating the proposed general distribution, location and

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extent of the uses of land within the Urban Growth Area. RCW 36.70A.070(1) specifies the requirements for this element, including projections of population densities, building intensities, and estimates of future population growth, as well as protection of the quality and quantity of ground water used for public water supplies, consideration of urban planning approaches that promote physical activity, and guidance for drainage, flooding, and storm water run-off to prevent degradation of waters of the state.

**CONSISTENCY WITH VISION 2040 MULTI-COUNTY PLANNING POLICIES**

The City of Carnation Comprehensive Plan Land Use Element is consistent with the Multi-county Planning Policies (MPPs) as described in VISION 2040 in that it promotes a compact urban form with the most intense land uses centered along SR203. The small size of the UGA (slightly more than 1 square mile) and a system of linked sidewalks and trails allows for a pedestrian oriented community. Development is focused to a large extent within areas already served or easily served with infrastructure and public services.

In keeping with the policies of VISION 2040, Carnation's Town Center consists of the commercial core and surrounding mixed use, higher density residential neighborhoods and industrial area. The Town Center is located between Rutherford and Blanche Streets along SR203, and from Stossel Avenue on the east to Stephens Avenue north of Entwistle and Larson Avenue south of Entwistle on the west. This area includes the existing and proposed highest intensity commercial development as well as the important civic centers such as City Hall, the Senior Center, Tolt Commons Park and the Community Shelter. The Town Center has an excellent pedestrian scale and orientation, and is walking distance to many of the City's established neighborhoods. While the scale of Carnation is conducive to a pedestrian environment, SR203 (Tolt Avenue) often acts as a barrier for pedestrians; capital improvements within the Town Center that promote pedestrian safety such as traffic calming and more clearly defined crosswalks will be important to achieve Carnation's goals. Future investments in this area that promote a vibrant local economy are a priority of the City.

***II. LAND USE INVENTORY AND DESCRIPTION***

The inventory presented in this Element provides information useful to the planning process. The inventory summarizes the general development of the city, and describes existing types of land use in the city.

**PHYSICAL ENVIRONMENT**

The following is summarized from a variety of sources, including the Environmental Assessment (EA) for the Carnation Sewer Collection and Conveyance System and

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Wastewater Treatment Facility, September 2005. The project area identified in the EA includes the Carnation UGA. The City adopted an Environment Element as part of the 2005 Comprehensive Plan Update. Information on the physical environment from the Element is incorporated into this Land Use Element

The City of Carnation and its UGA are approximately 800 acres (1.25 square miles) in size and roughly centered on State Route (SR) 203 (Tolt Avenue) and Entwistle Street/NE 45th Street in King County, northeast of the confluence of the Tolt and Snoqualmie Rivers. Approximate boundaries of the UGA are the Snoqualmie River to the west, NE 60th Street to the north, the Tolt River and NE 32nd Street to the south, and 338th Avenue NE to the east.

***Climate.*** Maritime air masses from the Pacific Ocean influence the climate of the Carnation area and result in moderate temperatures. Carnation receives an average of 57 inches of rainfall annually, with ranges from less than 45 inches to more than 90 inches. Precipitation varies seasonally with approximately 75 percent of the annual precipitation falling between October and March.

***Soils and topography.*** Carnation's location within the Snoqualmie River Valley and at the confluence of the Snoqualmie and Tolt Rivers determined the area's predominant flat topography and soil types. The King County Soil Survey (U.S. Soil Conservation Service, 1973) generally classifies soils in the Carnation UGA as part of a group of soils known as the Oridia-Seattle-Woodinville Association (American Engineering, 2000). This soil group occurs in major stream valleys or nearby level areas. Major soil types within this group include Oridia soils, Seattle soils, and Woodinville soils. In general, soils in the Oridia-Seattle-Woodinville Association are well suited for farming and pasture. However, poor drainage and a seasonal high water table in some parts of the UGA can result in moderate to severe limitations for urban development and make site preparation more costly.

City-wide studies of geological conditions determined that the geology underlying Carnation is composed mostly of relatively thick accumulations of post-glacial and glacial deposits over Tertiary, sedimentary, and igneous rocks (Kleinfelder, 2003; R.W. Beck and Associates, et al., 1991). Existing data on the City's geology indicate that the surface geology is composed of sand and gravel deposited during migration of rivers and streams. Flooding from the adjacent Tolt and Snoqualmie Rivers has left deposits of finer materials and alluvium on top of the sand and gravel. Surface soils were generally topsoil or forest duff, native silty sands, and gravels or gravel surface course. Subsurface conditions generally consisted of fill and alluvium, which was composed of sands, gravels, and silts with isolated clay lenses.

The elevation of the heart of Carnation is approximately 67 feet above sea level. To the west of the City there are relatively steep slopes, and slopes over 15% (Class II/Moderate Hazard areas) are located outside the city limits to the northeast, adjacent to Tolt Highlands north of Entwistle/Tolt River Road Street. While much of the UGA is characterized by flat topography, there is a substantial

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hill to the northeast of the City that encroaches into the City limits, primarily affecting some residential areas and some public use.

Low liquefaction potential has been identified within the city limits based on anticipated depth to groundwater and field data collected. In the event of a seismic occurrence, it is anticipated that liquefaction settlement would be less than one inch.

**Surface water.** The major surface water body in the project area is the Snoqualmie River, which generally flows from the southeast to northwest and is located on the western edge of the City. The Snoqualmie River watershed drains more than 700 square miles in King and Snohomish Counties before joining the Skykomish River to form the Snohomish River.

The Tolt River, which drains a 101-square-mile basin, is the largest tributary to the lower Snoqualmie River. The Tolt River enters the Snoqualmie River just south of Carnation at RM 24.9 (Figure 5). The land in the upper reaches of the Tolt River watershed is forested.

Anadromous fish use the entire length of the Snoqualmie River below Snoqualmie Falls, as well as many tributaries including the Tolt River. See below for a discussion of endangered species in the subsection on Wildlife Habitat.

**Floodplain.** The City is located at the confluence of the Tolt and Snoqualmie Rivers, both of which have mapped floodplain areas. Floodplains and other areas subject to flooding, collectively referred to as “frequently flooded areas,” perform important hydrologic functions (WAC 365-190-080(3)). The Federal Emergency Management Agency (FEMA) designates and classifies frequently flooded areas on their Flood Insurance Rate Maps. The FEMA has recently developed new flood maps for the Snoqualmie River. These maps are still in the Preliminary stage and not yet officially adopted.

Land within the City of Carnation is located within the Federal Emergency Management Agency (FEMA) designated 100- and 500-year floodplains of the Snoqualmie and Tolt Rivers. Special Flood Hazard Area (SFHA) is defined as areas that are subject to inundation by the 1% annual chance flood (generally known as the 100 year flood event). The SFHA within the Carnation UGA are mapped as Zone AE, which are areas within the 100 year floodplain where the Base Flood Elevation has been mapped. Floodway areas are identified within the SFHA as the channel of the stream plus any adjacent floodplain areas that must be kept free of encroachment so that the 1% annual chance flood waters can be carried without substantial increases in flood heights. Within the Carnation UGA, there are areas within the floodway along the southern City boundary associated with the Tolt River, and along the western boundary associated with the Snoqualmie River.

Portions of the city that are not within the 100 year floodplain are within the 500 year flood zone, which is not considered a Special Flood Hazard Area.

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In addition to flooding surrounding areas, river channels can move, or migrate, laterally across their floodplains. Channel migration can occur gradually, as a river erodes one bank and deposits sediment along the other. Channel migration can also occur as an abrupt shift of the channel to a new location, called an avulsion, which may happen during a single flood event. King County provides maps of channel migration zones (CMZs) which provide information on where the river has been and where it may go due to channel migration. Channel migration zones have been identified along the Tolt River primarily to the east of the Carnation UGA. There is a section of CMZ mapped along the Tolt River within the Carnation UGA, although most of the Tolt and Snoqualmie river channels bordering Carnation are fixed.

To address flood hazards, revetments and levees have been constructed along both rivers since the 1930's to protect surrounding farm and city lands. In more recent years, King County constructed a setback of the levee at the confluence of the two rivers, just outside of the City's UGA. King County is currently conducting a study of flood hazard reduction options on the Tolt River from its confluence with the Snoqualmie to approximately River Mile 6. The Carnation UGA abuts approximately River Mile 0.5 through River Mile 2. The study is investigating other opportunities for levee setbacks, as well as other methods of flood hazard reduction on the Tolt River.

**Groundwater.** The project area is located within the East King County Ground Water Management Area (East King County Ground Water Advisory Committee, 1998a). The UGA and most of the valley surrounding the City of Carnation is designated as a critical aquifer recharge area. The City operates a single drinking-water well inside the city limits (depth of about 110 feet) and a spring source that furnishes approximately 90 percent of the City's drinking water (East King County Ground Water Advisory Committee, 1998b). The City provides water to slightly less than 1,000 water customers both inside and outside current city limits.

The groundwater table is reported to be fairly shallow, generally within 5 to 10 feet below ground surface (bgs). The King County Soil Survey (U.S. Soil Conservation Service, 1973) indicates that seasonally high water tables in the floodplain in the Carnation area are approximately 1 to 3 feet bgs. A geological study was conducted by Kleinfelder, Inc. in December 2003 for the *City of Carnation Sewer Comprehensive Plan*. The study reported that groundwater was encountered at only one test pit location, at 6 feet bgs. Groundwater was not encountered at other test sites throughout the project area at depths to 7 feet.

**Critical areas and wildlife habitat.** Landau Associates conducted a study in 2004 to investigate the presence of wetlands, streams, and sensitive areas in the vicinity of the proposed City sewer system alignment, which is generally located throughout the City limits. In general, wetlands have been preliminarily identified along the Tolt River within the mapped floodway, but have not been field delineated. Several areas of habitat were observed during the study, including the forested

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habitat of Loutsis Park and the forested corridor in the King County Snoqualmie Valley Trail Park. Although these areas are partially developed with walkways and are used regularly for recreation, the trees provide habitat for birds. Bird species observed in these parks include dark-eyed junco, rufous-sided towhee, common bushtit, golden-crowned kinglet, stellar jay, and American crow. Pacific tree frog vocalizations were also noted along the Snoqualmie Valley Trail. The Snoqualmie Valley Trail is expected to serve as a migration route for birds, small mammals, and deer traveling to and from the Tolt River and its adjacent riparian habitat.

A Biological Assessment prepared for the sewer system described Endangered Species Act (ESA)-regulated fish and wildlife that may be present in the Carnation UGA. Information provided by the National Oceanic and Atmospheric Administration (NOAA) Fisheries and U.S Fish and Wildlife Service indicated that the Carnation sewer project would occur within the general range of the species listed in Table 3-1.

**Table 3-1. Threatened Species in Project Area**

<b>Common Name</b>	<b>Scientific Name</b>	<b>ESA Status*</b>
Chinook salmon	<i>Onchorhynchus tshawytscha</i>	Threatened
Bald eagle	<i>Haliaeetus leucocephalus</i>	Threatened
Bull trout	<i>Salvelinus confluentus</i>	Threatened
Canada lynx	<i>Lynx canadensis</i>	Threatened
Gray wolf	<i>Canis lupus</i>	Threatened
Grizzly bear	<i>Ursus arctos</i>	Threatened
Marbled murrelet	<i>Brachyramphus marmoratus</i>	Threatened
Northern spotted owl	<i>Strix occidentalis caurina</i>	Threatened
Marsh sandwort	<i>Arenaria paludicola</i>	Threatened
Golden paintbrush	<i>Castilleja levisecta</i>	Threatened

\***Threatened:** Species are likely to become endangered within the foreseeable future.

Wetlands are 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 include marshy areas along shorelines, inland swamps, and seasonal watercourses. Wetlands are typified by a water table that usually is at or near the surface. Wetlands perform various habitat, erosion control, water quality and flood control functions. The extensive root systems of wetland

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vegetation stabilize streambanks. Water quality is improved by decreasing the velocity of water flow, resulting in the physical interception and filtering of waterborne sediments, excess nutrients, heavy metals, and other pollutants. Wetlands also provide food and shelter, essential breeding, spawning, nesting and wintering habitats for fish and wildlife, including migratory birds, anadromous fish, and other commercially and recreationally valuable species.

The City has undertaken mapping of wetlands within City limits as part of the environmental permitting for the sewer system, and subsequently with funds from King Conservation district. Maps of wetlands within the UGA indicate the presence of small water bodies at the north and south ends of the city, primarily within Tolt and Snoqualmie River riparian areas, drainage channels, depressions and low-lying drainage areas. In general, there is little evidence of wetlands in the upland portion of the UGA, although there may be additional wetlands within the UGA that have not been identified. If there is evidence of wetlands on property that is subject to development, a critical areas report is required as part of the permit application.

**Summary.** Carnation's physical environment has been determined in large part by its location at the confluence of the Snoqualmie and Tolt Rivers. Primarily flat in topography with the exception of the steep slopes that affect the northeastern area, the southern and western portions of the City contain areas of special flood hazard and some potential wetlands. The central portion of the City is relatively unconstrained by physical limitations. The physical environment limits the potential of the City to expand, and therefore creates impetus for a compact and walkable community

## **EXISTING LAND USE**

The oldest and most intensive development within Carnation is concentrated along SR203 from NE 40<sup>th</sup> Street to Bagwell Street and between Stewart Avenue and the Snoqualmie Valley Trail. This area is the approximate location of the original early twentieth century plat of the City. Various public uses that serve the community (schools, library, cemetery and fire station) are located both to the south and north. Industrial uses are located south and west of the original plat. To the east are residential developments at lower densities, as well as lands that are still in rural residential use. Another residential area that was platted in the early twentieth century is located in the northerly portion of the Potential Annexation Area. This area, known as the Garden Tracts, has not developed to same density as within City limits. Agricultural uses are located in the northern part of the UGA as well as in the southwestern portion of the UGA. Parks are located along the southern and western boundaries, including portions of a very large King County park, and several city-owned parks.

Figure 3-1 shows a map of existing land use within the City of Carnation UGA. Existing Land uses were grouped into the following categories:

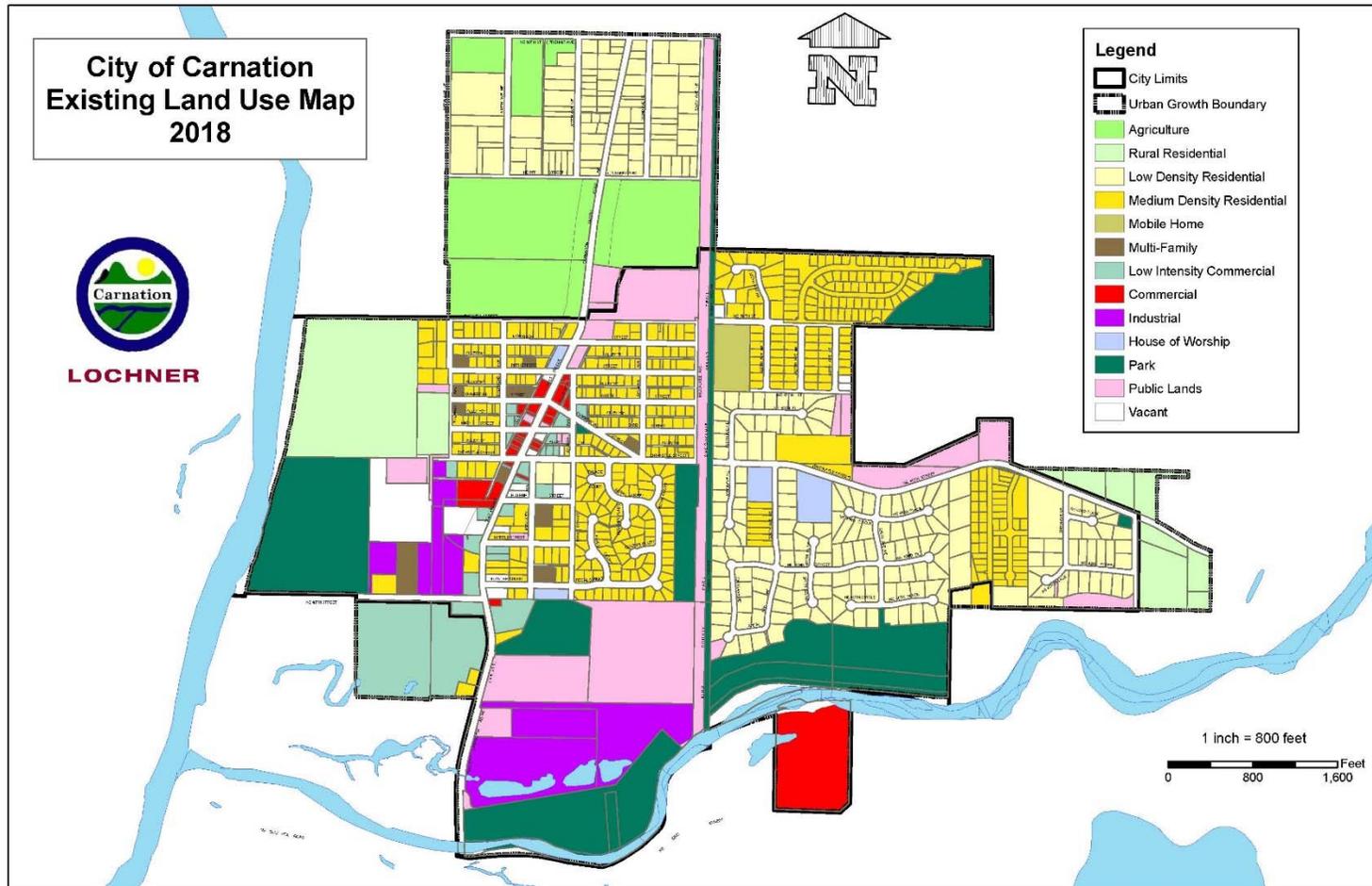
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- Agriculture
- Rural residential (generally densities of one unit or less per acre)
- Low density residential (densities of two or three units per acre)
- Medium density (single family residential at approximately 4 units per acre or greater)
- Mobile homes
- Multi-family, which includes apartments and duplexes
- Low intensity commercial, including offices, storage, and horticultural commercial uses
- Commercial
- Industrial
- Churches and houses of worship
- Park lands
- Other public lands
- Vacant (generally lands with no buildings or current uses)

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**Figure 3-1**  
**Existing Land Use Map**



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**TABLE 3-2**

**(Reserved for future use)**

**Residential Land Use.** Approximately 47% of the land within the City and its PAA is devoted to residential use, although that number is reduced to 33% if rural residential lands are not included. The housing stock within the City and Potential Annexation Area is predominantly single-family with a small number of duplex and multi-family units as well as a mobile home park. Multi-family and the mobile home park account for 1% each of the total UGA land area.

Most of the homes built within the original city plat are on small lots of approximately 5,000 (two 25 X 100 sq. ft. lots) to 10,000 square feet (four 25 X 100 sq. ft. lots). The original plat consists of a grid street pattern with lots served by alleys. Two subdivisions were developed in the 1960's and 1970's, one of which is characterized by a grid pattern but without alleys, and the other a more typical pattern characterized by *cul de sacs*. Subdivisions built in the 1990's were typically built on larger lots, as required by Seattle and King County Public Health Department regulations for houses served by septic systems. These subdivisions are also typical of that period, with a street pattern that maximizes *cul de sacs* rather than a grid system. The predominant land use east of the Snoqualmie Valley Trail is single family residential.

The multi-family uses within the city are small apartment buildings and duplexes. These are located in small areas within the original plat, and on NE 40<sup>th</sup> Street. A mobile home park is located just east of the Trail along NE 50<sup>th</sup> Street.

**Commercial/Retail Land Use.** Approximately eight percent (8%) of the total land within the UGA is in commercial or low intensity commercial uses. Low intensity uses include offices, storage facilities, and horticultural commercial uses. Most of the city's retail development is located along SR 203 between Rutherford and Eugene Streets, and consists of specialty retail, office uses, restaurants, and a supermarket. Remlinger Farms south of the Tolt River is a mix of agri-tourism and related industries.

**Light Industrial / Manufacturing.** There are 43 acres (6% of the UGA) in light industrial land use within the current city limits, primarily in the southwest portion of the City. Major industrial activity in the city consists of machine works and an asphalt company.

**Parks / Open Space Lands.** Park lands account for 11% of the Carnation UGA. City owned parks include Valley Memorial, Loutsis, Fred Hockert and River's Edge Parks. In addition, portions of Tolt MacDonald Park, a regional park owned and operated by King County, are within the City limits. There are also areas of open space along the Tolt River south of the Swiftwater subdivision.

**Agricultural Land Use.** Existing agricultural lands are located within the Potential

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Annexation Area, and account for 9% of the UGA total land area. The Growth Management Act calls for urban land uses within urban areas; therefore it is to be expected that these lands will be developed for non-agricultural uses once they annex into the City. It should be noted that the surrounding Snoqualmie Valley is an agricultural production area characterized by many small farm operations. The City has significant establishments both within City limits and in the Potential Annexation Area that while commercial in nature, are based on horticulture and can be characterized as agri-tourism. Examples include a Christmas tree farm and Remlinger Farms. These uses were counted as “Low Intensity Commercial” for this analysis of existing land use.

**Public / Community Facility.** There are a number of public and community land uses in the City of Carnation. These uses comprise about 11% of the total land in the UGA. Public uses owned and operated by the City include City Hall, City maintenance shops, the Carnation cemetery, and utilities such as the sewer system Vacuum Station and water reservoir, as well as storm water facilities. The Riverview School District which serves the City as well as Duvall and the area of King County between the two cities owns and operates the Tolt Middle School, the Carnation Elementary School, and a newly constructed Alternative Learning Center. The District offices are also within the City. Finally, Eastside Fire and Rescue owns and operates the Carnation Fire Station.

**Vacant Lands.** Currently approximately 7% of the total UGA is vacant. For the most part, this figure does not include vacant existing buildings or areas that could re-develop either upon annexation or as market forces make such development attractive.

**Houses of Worship.** There are several churches in Carnation, including several that have relatively large lots. This category of land use accounts for approximately 1% of the UGA.

### **III. FUTURE NEEDS AND ALTERNATIVES**

**Recent Population Trends and Growth Projections.** Population data from the US Census and projections from the State of Washington Office of Financial Management provide data on population trends and projections. The US Census is performed every decade, and data from the 2010 Census has recently become available.

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**Table 3-3  
POPULATION TRENDS - CARNATION AND KING COUNTY  
1970 – 2010**

	1970	1980	1990	2000	2010
Carnation	530	951	1,243	1,893	1,786
King County	1,159,587	1,269,898	1,507,319	1,737,034	1,931,249
Carnation as a % of County	0.05%	0.07%	0.08%	0.10%	0.09%

*Source: U.S. Bureau of the Census*

Carnation's population increased seventy-nine percent (79%) from 1970 to 1980. It grew 31% from 1980 to 1990, and 52.3% from 1990 to 2000. While a new public sewer system was completed in 2008 that would enable increased density of development, a downturn in the economy that began in 2009 decreased the demand for new housing and the projected growth did not occur. Population fell by 5.6% between 2000 and 2010, most likely due to the prevalence of housing foreclosures adding to increased vacancies within the City. In more recent years, development within the city has picked up considerably. As of the date of this Land Use Element adoption, there are approximately 130 new residential lots in formation, with housing starts expected to be spread over the next several years. The 2020 Census of population will show significant population growth within the City.

The City's capacity for new households, population and employment were projected based on the proposed Future Land Use Map (see Figure 3-2 below). Capacity for new employment is a function of the capacity of the City's Future Land Use Map for those zones that allow for commercial and industrial lands. Capacity for new households is based on land that is zoned for residential use, and includes both parcels of land that can be subdivided for new growth and also opportunities for infill development in the older neighborhoods.

Projections were based on developable lands in each of the zones, with estimates made for lands that may be constrained by critical areas and/or regulatory floodplains. For new development, reduction in developable land was taken to account for infrastructure, such as new roadways, stormwater management, etc. In addition, not all lands will be built to the maximum density or intensity allowed, so a market factor was also applied based on local knowledge.

The projections of capacity for new households, population and employment were used to determine whether the City would have adequate infrastructure to serve the proposed growth without deterioration of service below adopted levels of service. As such, these projections form the basis for capital improvement plans identified in the Parks, Utilities, Transportation and Capital Facilities Elements.

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Carnation’s flexible approach to residential zoning allows multi-family, townhouse, cottage housing and single family in several zones. While this flexibility helps provide a range of housing products, it is more difficult to accurately project future households. In order to be conservative in evaluating infrastructure demand, projections of new households were based on higher densities than may actually be developed. Population growth projected in Carnation for the twenty year horizon is based on several factors, including demand for housing within the greater Seattle region, demand for new housing development in the rural cities to the east of the King County Urban Growth Area, the relative affordability of housing in Carnation, and the City’s capacity for new growth as identified in the Future Land Use Map. Table 3-4 shows an estimate of population growth that is projected based on the Zoning Map. Population was projected based on the average persons per household of 2.83 in the 2010 US Census.

**Table 3-4  
Population Growth Potential 2010 – 2035**

<b>2010 Population (US Census)</b>	
Carnation City Limits	1,786
PAA	173
<b>Total</b>	<b>1,959</b>
<b>Estimated Population Potential</b>	
Total in Carnation City Limits	3,218
Total in PAA	1,438
<b>Total Maximum Population</b>	<b>4,652</b>

**ECONOMIC OUTLOOK**

At its inception, Carnation’s economic base was natural resource based, primarily logging and agricultural activities. As the national and regional economies shifted to high tech, retail and service sectors, Carnation’s economic outlook also changed. Recent decades saw increased population growth within the rural cities of the Snoqualmie Valley to provide housing for employment centers within commute distance. While Carnation’s population grew from approximately 500 to its present size of almost 2,000, Carnation’s growth has not kept pace with its Valley neighbors, due to the lack of a public sewer system and less land capacity. Opportunities for local manufacturing and other value-added industries to locate within Carnation have also been limited by the lack of access to interstate highways. As retail and service sectors are in general tied to population growth, Carnation’s relatively small population base has resulted in less new commercial development than experienced by its neighboring cities within the Valley. In general, employment opportunities in Carnation are limited, with the School District and a few local manufacturing establishments the primary employers.

The recent successful installation of a public sanitary sewer system has enabled

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new development as the economy bounces back from its recent downturn. An Economic Development Strategy was adopted by the City Council in 2007 to help the City make the most of its potential for economic development now that the infrastructure to support development is in place. The Strategy emphasizes actions the City and its partners can take to maximize its advantages. For example, there are successful agri-tourism establishments such as Remlinger Farms and the U-pick berry farms north of the City that draw many visitors to the Carnation area, as well as the regional draw of recreation opportunities afforded by Tolt McDonald Park and the Snoqualmie Valley Trail. Signage, visitor maps, advertising and community-sponsored events that are designed to draw visitors to Carnation's downtown are an important strategy for the City to take advantage of regional tourism. Similarly, the Strategy identifies efforts the City can take to retain existing businesses and attract new enterprises, such as making sure that development regulations do not prevent business expansion or establishment.

The Strategy also calls for the City to provide on-going outreach to the business community to see how the local businesses can be supported. By enacting these and other strategies, the City of Carnation hopes to achieve its goals of increasing economic vitality and employment opportunities.

### **FUTURE LAND USE**

Figure 3-2 shows the Future Land Use Map for the City of Carnation UGA. This Future Land Use Map reflects Carnation's land use goals for an attractive, human scale, pedestrian oriented Town Center, with retail, community and public services within a half mile of many of the city's residences. Residential development is proposed such that medium and higher density residential areas are located closest to these activities, in keeping with a small town center. Less dense residential development is not quite as close, but as the entire UGA is approximately 1.3 square miles in size, even the less densely zoned portions east of the Snoqualmie Valley Trail are still within relative proximity.

As required by the GMA, King County conducted a Buildable Lands analysis to determine the capacities of the cities within the County to accommodate projected new growth. The capacity was compared with adopted growth targets that stemmed from Washington State OFM forecasts and Vision 2040's Regional Growth Strategy. The targets for households and employment were adopted as part of the King County Countywide Planning Policies (CPPs). The City of Carnation must accommodate a 2006 to 2031 growth target of 330 additional households. Actual growth in the 20 year planning horizon to 2035 is projected to exceed the minimum established by the target by an estimated 587 households including projected households based on the docket request described below if it is approved.

The increased household capacity has been developed entirely within the City's UGA and results from density increases and changes in land use designations. Since the City's public sewer system became operational in 2008, zoning code amendments have increased allowed densities in several zones; this has

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promoted walkability as the increased density is within walking distance to the City's center. In addition, in recent years the City amended the Future Land Use and Zoning Maps to change some parcels from commercial to residential use. This change in the land use designations was based on a market analysis that indicated commercial capacity within the UGA was excessive, and far exceeded what could be supported by the City's market area. All of this potential housing capacity remains within the compact urban area of the UGA, and maintains the City's character as a walkable community anchored by a small but viable commercial center.

The primary goal of the increased household capacity within the UGA has been for economic development and fiscal survival. While Carnation's setting in the Snoqualmie Valley certainly provides incentive for visitors, the City's location is not on a major highway such as I-90 or US Route 2. The viability of Carnation's commercial center depends on a customer base primarily supplied by the local population. As shown in Table 3-4 above, the existing population in the UGA is under 2,000, which is not adequate to support a local commercial center. Nearby rural population in some cases supports local businesses, but may be lured to larger commercial centers.

Recent subdivision activity will help provide new customers, and in fact some local businesses have shared that they are keeping their doors open in Carnation because of the new growth. Without the change proposed by the 2015 docket request (see below), Carnation's ability to provide enough new households to support its downtown would be limited in the short term, as there would be almost no new sub-dividable land within Carnation's current city boundaries. Much of the City's residential capacity is in the Potential Annexation Area in several large parcels owned by one family; annexation may well occur late in the twenty year horizon.

Any proposed expansion of the UGA is limited by Carnation's physical location. With rivers on the southerly and westerly boundaries, a large and steep hill to the east and expanded floodplain to the north, Carnation has very limited opportunity to expand geographically. Even with increased density and changes in land use designation from nonresidential to residential uses, the City's population will remain under 5,000 people, the smallest and most compact of the Snoqualmie Valley cities. Growth that is concentrated within Carnation reduces the pressure for growth within the rural unincorporated areas, in keeping with the Countywide Policies and with Vision 2040.

A docket request for a change in land use designation was received by the City in 2015 and is incorporated into this Update. The docket request would change the land use designation for three parcels, constituting approximately 34 acres in size, which consist of the Earth to Earth parcel and the now vacant Custom Concrete plant with two parcels. These parcels are located within city limits along the southern boundary east of SR203, and are zoned Service Commercial and Light Industrial/Manufacturing. The land use designation for the zoning district Service

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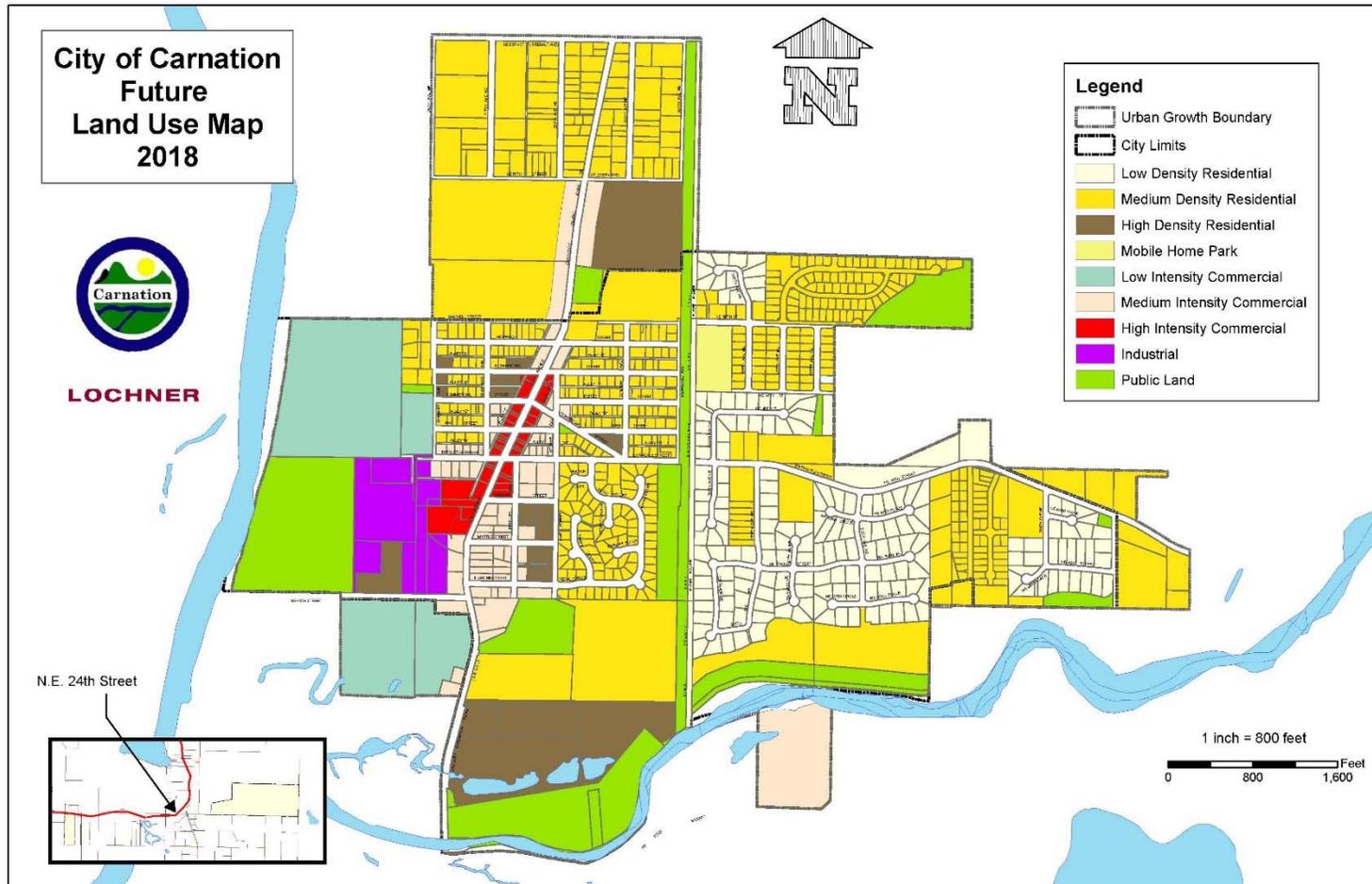
Commercial is “High Intensity Commercial” while the designation for the zone Light Industrial/Manufacturing is “Industrial”. With the 2015 Update to the Comprehensive Plan, the currently adopted land use designation for the Earth to Earth and Custom Concrete parcels is “High density residential”. The property owners have indicated interest in developing these parcels for single family and/or multi-family residential development.

The parcels named in the Docket request are located within proximity to the Tolt River, and are constrained by areas of Special Flood Hazard, including both floodway and 100-year floodplain (Zone AE). For purposes of this Plan, it was assumed that approximately half of the area of the three parcels is within Special Flood Hazard Areas (SFHA) or buffers and would not be developed. As described below, a Biological Opinion has been issued by NOAA Fisheries that limits development sharply in Special Flood Hazard Areas in order to prevent harm to endangered species. Future development of these parcels will therefore be subject to a Habitat Assessment in order to prevent harm to endangered species. Projections of new households assume development of approximately 16 acres, or roughly half of the total area. The minimum lot size for single family development in the R24 zones is 2500 square feet; if 30% of the land area is assumed for infrastructure, the lot yield would be approximately 200 new dwelling units.

Granting of the Docket request to change the land use of these three parcels would create a residential area that is not as connected to the City Center and to the rest of the City’s neighborhoods. However, this new neighborhood would still be within one-half mile of the City center, and could be connected to the City’s looped trail system by providing trail connections to the Snoqualmie Valley Trail and the trail along the Tolt River in Tolt McDonald Park. Future plans for a Shared Path serving pedestrian and bicycle traffic along SR203, part of the Tolt Avenue Corridor project described in the Transportation Element, would provide safe and attractive non-motorized access between the proposed neighborhood and the City center. The land uses that would separate this new neighborhood from the rest of the City are a school and a park. Given its location along the Tolt River and abutting Tolt McDonald Park, the proposed neighborhood has potential to be an attractive place to live.

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**Figure 3-2:  
Future Land Use Map**



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Table 3-5 shows the acreage and percentage of the UGA for the following categories of future land use:

- Low density residential (R2.5)
- Medium density residential (R3, R4 and R6)
- High density residential (RMHP, R12 and R24)
- Low Intensity commercial (Horticultural Commercial)
- Medium intensity commercial (Mixed Use and Agri-tourism and Industries)
- High intensity commercial (CBD and Service Commercial)
- Industrial (Light industrial/manufacturing)
- Public Land

**TABLE 3-5:  
FUTURE LAND USE CAPACITY**

LAND USE DESIGNATION	ZONES	ACREAGE			
		WITHIN CITY LIMITS	WITHIN PAA	TOTAL	% OF TOTAL AREA
Low Density Residential	R2.5	109	0	109	15%
Medium Density Residential	R3, R4, R6	189	129	318	44%
High Density Residential	RMHP, R12 R24	51	16	67	9%
Low Intensity Commercial	Horticultural Commercial	40	24	64	9%
Medium Intensity Commercial	Mixed Use and AGI	38	7	46	6%
High Intensity Commercial	CBD Service Commercial	9	0	9	1%
Industrial	Light Industrial/ Manufacturing	23	0	23	3%
Public Land	Parks	89	2	91	13%
<b>TOTAL</b>		<b>550</b>	<b>178</b>	<b>728</b>	

*Note: The acreage shown in this table does not include the City's watershed, the landfill, the vacant fire district land adjacent to the landfill, street rights-of-way or lands under water.*

**Residential.** Residential land uses are and would remain the predominant land use in terms of area, comprising 68% of the UGA. This does not include the Mixed

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Use zone, which also allows residential uses. Low density residential uses consist of the existing lower density neighborhoods which were created in the 1990's when the requirements for septic system drainfields resulted in larger lots. These neighborhoods are almost completely built out, with very little capacity for more lots. The medium density single family zones encompass the most land area. These include both existing neighborhoods with relatively little new capacity, as well as existing neighborhoods where infill development has the potential to provide significant new development. High density residential land uses include a zone that would provide for high density single family development such as cottage housing at approximately 12 units per acre, and a zone that provides for multi-family developments (apartments/condominiums) but would also allow cottage or townhouse higher density single family residential development. In general, higher density zones are located within a half mile of the downtown and service areas, and less dense residential zones are located further away, primarily to the east.

**Medium Intensity Commercial.** This would include both the Mixed Use and the Agri-tourism and Industries zones. The Mixed Use zones allow both residential and commercial uses, including office as well as retail. The purpose of the mixed use zone is to create a buffer between the commercial and residential areas. In the Potential Annexation Area, the mixed use provides a buffer between SR203 and residential development. South of Eugene and east of SR203, the Mixed Use parcels have enough depth from SR203 to provide adequate parking if these areas develop for retail use. The Agri-tourism and Industries zone would allow for a range of activities related to agri-tourism and supporting industries, including both the retail and tourist activities themselves and the industries that would support them, such as processing, wholesaling, etc. The Medium Intensity Commercial designation accounts for approximately 6% of the UGA.

**Low Intensity Commercial.** This land use is represented by the Horticultural Commercial Zone, which is a unique zone that reflects the economic potential of the agricultural heritage of Carnation in modern day agri-tourism. Forty acres or 9% of the UGA is zoned for this use.

**Retail.** Retail development is centered on SR203, centered on slightly less than 5 acres zoned Service Commercial located opposite Eugene Street, and including the Tolt Town Center and several properties abutting to the south. This area of Service Commercial allows for expansion of service oriented larger scale retail, including but not limited to a grocery store, pharmacy, etc. These uses are generally considered "anchors" for commercial development. The size and depth of the parcels allows for adequate parking, which is essential to the success of this type of retail.

The historic Central Business District (CBD) encompasses four blocks to the north of the anchor. This area is characterized by shallow (100' from SR203) parcels that are quite limited for parking. Many of the existing buildings are historic, and are well suited to restaurants, shops, and other retail uses.

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The High Intensity Commercial designation, including both the CBD and Service Commercial zones, account for 9 acres or approximately 1% of the UGA.

**Industrial.** Without direct access to I-90, Carnation’s potential for larger scale industrial development is somewhat limited. In recent years, several industrial uses that were tied to development have become vacant, and a docket request has been made to change their land use designation to allow a range of residential options as well as commercial uses. Despite the relatively poor access to the Interstate system, some smaller scale and specialized industries have located in Carnation, and public infrastructure and relatively inexpensive land values help create potential for more industrial development. Industrial lands are especially important in providing employment and help create a more sustainable local economy. Twenty-three acres or 3% of the UGA is zoned for industrial use.

**Public Land.** Future needs for public uses will be determined by the need for more infrastructure. Public and semi-public institutional uses are allowed in nearly all of the city’s zoning districts on lands that are designated by the public use overlay district. While the City has substantial parklands within the UGA, future parks may be needed when new lands are annexed, in order to serve neighborhoods that will develop in the future. The Parks Element has more detail on the need for future parklands.

## **HOUSING AND EMPLOYMENT TARGETS**

The King County Countywide Planning Policies (CPPs) as amended in February 2010 provide growth targets for housing and employment for all of the cities within King County through 2031. The target for the City of Carnation is to have enough land capacity to add 330 new households and 370 new jobs between the current year and 2031. With the docket request, the Zoning Map provides 437 acres of residential uses, not counting Mixed Use which also allows residential development. The estimated capacity for residential development would provide for more than 900 new households. Employment capacity is provided primarily by industrial and high intensity commercial lands, although mixed use and low intensity commercial lands also can provide employment opportunities, as does Public Use (the Riverview School District is one of the City’s major employers). The Zoning Map provides 12 acres for industrial use and 9 acres for high intensity commercial uses. Given that current employment in the City is fairly low (627 jobs reported in 2004 by the King County Annual Growth Report) the City should be able to meet the land capacity requirements for its employment target, even with the change in designation from high intensity commercial and industrial uses to residential uses that would allow residential development of 34 acres. Between the commercial and industrially zoned land, there is capacity for over 1,000 employees.

## **PROCESS FOR SITING ESSENTIAL PUBLIC FACILITIES**

The City will adopt, through its land use development regulations, a process for

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identifying and siting essential public facilities as required by RCW 36.70A.200. The City's regulations shall ensure that the siting of essential public facilities will not be precluded in violation of applicable state law. The City's process for identifying essential public facilities shall consider whether and to what extent the facility in question: (i) provides, or is necessary to provide, a public service, and (ii) is objectively difficult to site. The City's process for review and siting essential public facilities shall utilize a conditional use permit procedure or similar approval mechanism that enables the relevant City decision-maker(s) to thoroughly evaluate and reasonably mitigate the community and environmental impacts of such facilities. However, such procedure shall be formatted to ensure that essential public facilities will not be unlawfully precluded, and shall further ensure that applications for state or regionally sponsored essential public facilities may not be denied. The review and evaluation process for essential public facilities shall include meaningful public notice and opportunity for public comment.

The City will use its website, social media such as Twitter<sup>®</sup> and Facebook<sup>®</sup> as well as timely press releases, public notices, and public meetings to notify citizens of a proposal and to solicit input. The city will also notify adjacent jurisdictions which may be affected, and invite their comment on the proposal.

### **GROUNDWATER PROTECTION AND STORMWATER MANAGEMENT**

As described above in Section 2, Carnation and the surrounding area are located in a Critical Aquifer Recharge Area (CARA), so protection of groundwater is of the first importance. The City has adopted the 2005 Department of Ecology Manual for Stormwater Management in Western Washington. A recent amendment to Chapter 15.64 CMC Part II Drainage specifically allows low impact development techniques for stormwater management, as long as the minimum requirements of the Manual are met.

Unlike many other cities, Carnation does not have a public stormwater system. All new development is required to treat and infiltrate stormwater on-site. As parts of the City have poorly drained soils and may also experience seasonal high water table, stormwater management can be a very costly part of development, and in some cases has the potential to preclude development. This is especially a concern in the downtown, where soils with poor drainage and limited area have required recent developments to provide costly retention vaults.

### **SHORELINE MASTER PLAN**

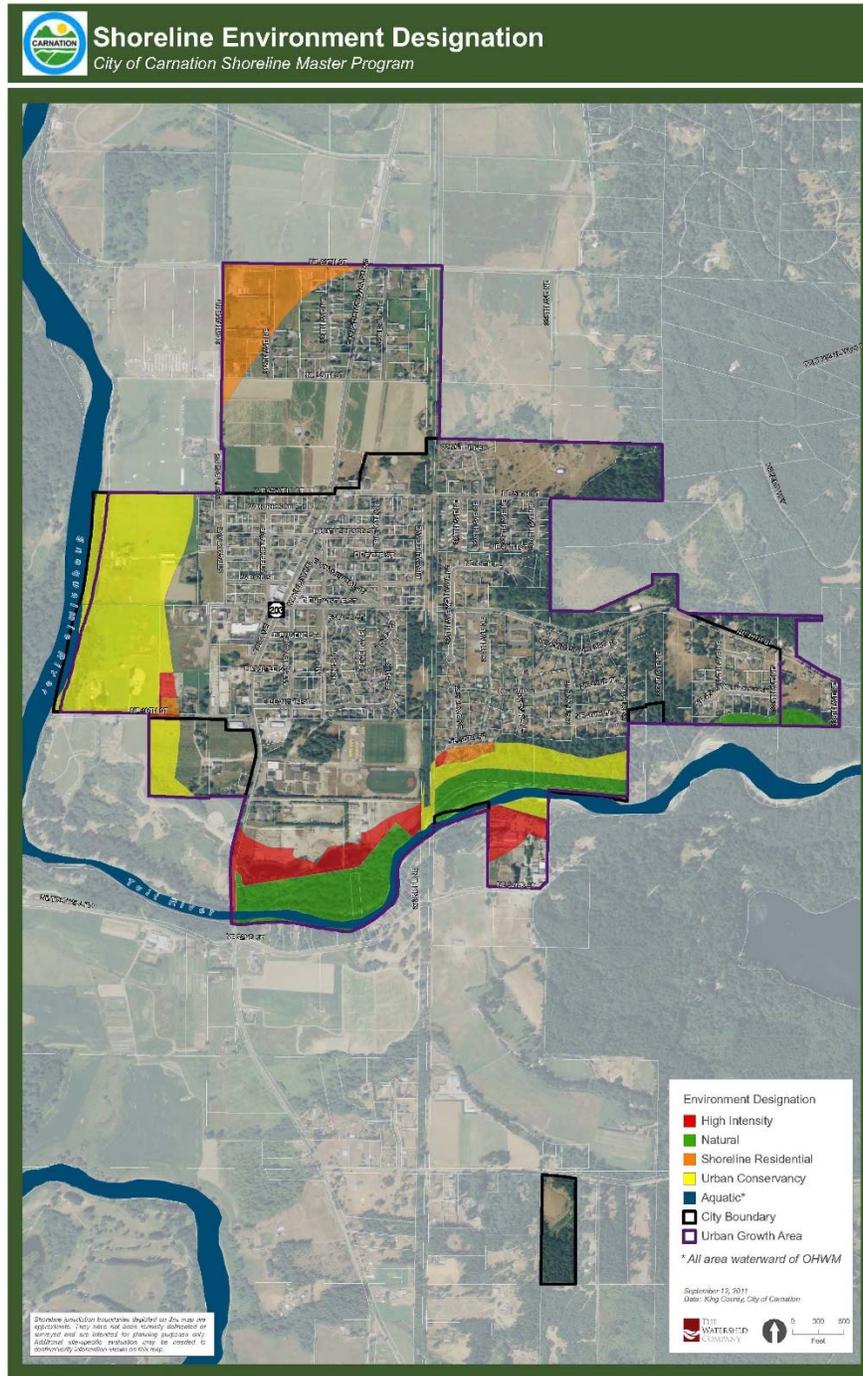
In 2012, the City updated its Shoreline Master Program (SMP) in accordance with WAC 173-26 and with a grant from the Department of Ecology. A map of shoreline jurisdiction is shown in Figure 3-3.

The City's Shoreline Master Program codified at Chapter 14.06 CMC addresses floodplain lands along the Snoqualmie and Tolt Rivers, and protects those shorelines and floodplains from inappropriate development. Pursuant to RCW 36.70A.480, the Goals and Policies set forth in Sections I through IV of the City's

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Shoreline Master Program, including any future amendments thereto, are hereby adopted and incorporated by reference into the Carnation Comprehensive Plan as if set forth in full.

### Figure 3-3 Shoreline Environmental Designations



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***The National Flood Insurance Program (NFIP).*** As described above, Carnation has areas of special flood hazard as designated by the Flood Insurance Rate Maps (FIRMs) for both the Tolt and Snoqualmie Rivers. The City participates in the National Flood Insurance Program (NFIP) and therefore must meet NFIP criteria for regulating development within these areas. The City's floodplain regulations are found in Chapter 15.64 CMC Part I Floodways and Floodplain. Development within the floodway portions of the special flood hazard areas is restricted, and some development, such as residential construction, is prohibited within the floodway. New construction or substantial improvements of structures within the remainder of the special flood hazard areas (typically called as the "100 year floodplain") have specific standards to insure that they are not subject to damage from flooding, such as elevating the lowest floor above the base flood elevation. No filling, grading, dredging or other actions that would increase flood damage for other properties within the flood hazard area are allowed under the City's regulations. Participation in the NFIP allows Carnation residents located within areas of special flood hazard to purchase floodplain insurance that is subsidized by the federal government.

In 2008, the National Marine Fisheries Service (NMFS) issued a Biological Opinion (BiOp) that implementation of the NFIP in the Puget Sound area adversely affects endangered salmon species. As a result of the BiOp, local jurisdictions must meet the requirements of the Endangered Species Act (ESA) as well as the existing NFIP regulations for any development in the floodplain or floodway. There are 3 ways that local jurisdictions can meet all of their requirements under both NFIP and ESA:

1. Adopt a Model Ordinance developed by FEMA that meets or exceeds all of the requirements of both the NFIP and the ESA;
2. Show how existing local regulations provide the minimum protections of both federal regulations (local regulations may require amendments to meet these minimum protections); or
3. Enforce the requirements on a permit by permit basis, which will generally entail that applicants for a floodplain development permit evaluate the habitat of the project area, and may in some cases require that they submit the permit for review to the National Marine Fisheries Service.

***Summary of the Biological Opinion (BiOp).*** According to the BiOp, the areas of special flood hazard, called the *Regulatory Floodplain*, consist of the following:

- *Special Flood Hazard Area (SFHA)* – the land subject to inundation by the base flood, which is the flood that has a 1% chance of being equaled or exceeded in any given year (commonly referred to as the "100 year floodplain")
- *Riparian Buffer Zone* (called the *Protected Area* by FEMA) – lands that are within the furthest reach from Ordinary High Water Mark (OHWM) of the river for any of these 3 areas:

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1. Floodway – the channel of a watercourse and the adjacent land area that must be reserved in order to discharge the base flood without cumulatively increasing the water surface elevation more than a minimum of 1 foot at any point.
2. Riparian habitat zone – the water body and adjacent land areas that are likely to support aquatic and riparian habitat. For Type S streams (shorelines of the state) this is 250' from OHWM. A smaller riparian habitat zone may be established based on Best Available Science.
3. Channel migration zone – the area within the lateral extent of the likely stream channel movement due to stream bank destabilization and erosion, rapid stream incision, aggradation, avulsions and shifts in location of stream channels, plus 50'.

The BiOp sets forth “Minimum Criteria for Development” within the Regulatory Floodplain. Development is restricted within the Riparian Buffer Zone (or “Protected Area”). This area is a “no disturbance zone” other than for activities that will not adversely affect habitat function. For many if not all of the floodway areas within Carnation, existing regulations such as the Critical Areas regulations (Chapter 15.88 CMC) already prohibit development.

Prior to the issuance of the BiOp, the City’s regulations allowed development within the 100 year floodplain outside the floodway or identified critical areas, as long as the development met the standards for flood hazard reduction. The BiOp allows some development within the 100 year floodplain, but any development must protect fish habitat and flood storage as well as meeting requirements that reduce flood hazard to buildings. Local jurisdictions have the option to prohibit development within this area, or if development is allowed, it is subject to the following restrictions:

- Zoning is to be low density (5 acre lots or greater)
- New impervious surface shall be no more than 10% of the surface area of the lot in floodplain unless mitigation is provided.
- Removal of native vegetation must leave 65% of the surface area of the lot in floodplain in an undeveloped state.
- If a lot is partially within the floodplain, structures must be located on the portion of the lot located outside the floodplain. If lot is fully in floodplain, structures must be located as far from the river as possible, on the highest land and oriented parallel to flow rather than perpendicular.
- All structures must be setback at least 15' from the RBZ and as close to the 100 year floodplain boundary as possible.
- Cluster development, density transfer, and other techniques to reduce development within the regulatory floodplain are to be employed wherever possible
- Expansion of existing buildings is limited to no more than 10% of the existing footprint unless mitigation of any adverse effects to floodplain habitat is provided.

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***City of Carnation response to the BiOp.*** In order to assist jurisdictions in evaluating the habitat value of areas within the regulatory floodplain, the Federal Emergency Management Agency (FEMA) has developed a guidance document on how to prepare a Habitat Assessment. The City will require any development in the regulatory floodplain to provide a Habitat Assessment prepared by qualified professionals as part of the development permitting process.

**URBAN FORM AND PROMOTING PHYSICAL ACTIVITY**

Carnation's urban form and small size promote non-motorized access within the City. The UGA is approximately 1.3 square miles in size. Carnation's Town Center includes retail uses in the Central Business District along the spine of SR203, and anchored by Service Commercial retail zoning where the grocery store is located. The Town Center includes the City's most dense residential areas, which are within ½ mile of SR203. Many City residents are within walking or bicycling distance of the grocery store and other shops and restaurants, schools, the library, City Hall and the Senior Center. While many goods and services are within walking distance for many residents, options for non-motorized trips to work are somewhat limited by Carnation's small industrial base and distance from employment opportunities. Many residents commute to employment centers to the west, but the most realistic transit options for commuting currently are to travel to Park and Ride facilities to the west or elsewhere in the Valley.

While City morphology is conducive to physical activity, and there are pedestrian facilities including sidewalks on most arterials and collectors, not all neighborhoods have pedestrian facilities that link to the downtown. For example, Entwistle Street, the major east-west arterial, has a sidewalk and curb that do not reach all the way to the River's Edge neighborhood. The completion of a pedestrian access for River's Edge is included in the Six-Year Transportation Improvement Plan (STIP). Recent subdivision activity will be required to construct frontage improvements along NE 45<sup>th</sup> street which will reduce the gap somewhat.

Carnation's oldest neighborhoods do not tend to have curb, gutter and sidewalk within their rights-of-way. As these are established neighborhoods, requiring in-fill development to provide frontage improvements would not result in a cohesive system of sidewalk improvements. In addition, there is some concern that grade separated sidewalks would not be in keeping with the "small town" feel of these areas. The City has developed a street standard for the old part of town that include non-grade separated pathways or trails.

SR203 can be a major barrier to pedestrian access between residential neighborhoods and the Town Center. In recent years a traffic signal was completed at the intersection of Entwistle and SR203. In addition, there is a cross-walk at SR203 and Morrison Avenue that was developed as part of a Safe Routes to School grant. The City completed a Rural Corridors Study for Tolt Avenue that is specifically designed to enhance pedestrian and bicycle safety. The Tolt Avenue Action Plan includes corridor improvements for pedestrian access, especially

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across SR203, as well as facilities for bicyclists, provisions for signage, street furniture, lighting, storm drainage, etc. The city is currently undertaking the engineering design of the Central Business District segment of the Tolt Avenue Action Plan. The Tolt Avenue Action Plan is described in more detail in the Transportation Element.

Recreation based physical activity is well provided for in Carnation by park and trail facilities owned by the City and by others. The King County-owned Snoqualmie Valley Trail bisects the UGA, and links Carnation to the rest of the Snoqualmie Valley. Access to the Trail for Carnation's residents is excellent - all of Carnation's neighborhoods are within one-half mile of the trail, and many are closer still. This trail is well used by pedestrians, bicyclists and equestrians, both residents and visitors to the City. King County owned Tolt McDonald Park provides scenic trails well used by hikers and mountain bikers, as well as ballfields and play structures. Other parks and facilities in or near the City provide play structures for young children, as well as a skateboard bowl, a BMX track, disc golf course and tennis courts.

## **SUSTAINABILITY**

Sustainable land use relates to how a community can “meet the needs of the present without compromising the ability of future generations to meet their own needs” (Puget Sound Regional Council Multi-county Planning Policies). Sustainable development minimizes its impact on the natural environment while also minimizing use of resources through efficient use of water, energy, etc. At the request of city residents, the City Council created a Sustainable Carnation Committee in 2008. The Committee looked at ways that the City could be more sustainable, and made a recommendation for policy changes that have allowed more effective recycling for the business community. The dialogue on how Carnation can respond to the needs for a more sustainable future are reflected in Goal LU6 and in nine policies to promote sustainable land use development.

***Minimizing impacts on the Natural Environment.*** Carnation is a small city located within an area designated as rural under the GMA. Geographically the City is a very small proportion of the Snoqualmie Watershed, which is primarily rural and is forested or in agricultural use, and also a small proportion of the Tolt Watershed which is forested and mostly undeveloped. Nonetheless, the City's location at the confluence of these river systems requires that land use policies and development regulations provide protection of water resources and habitat for endangered species. The current and proposed future pattern of development locates higher density land uses upland from the shorelines of the two rivers, but some areas of existing and permitted development are located within close proximity to the shorelines. Through its regulations of stormwater, critical areas, management of shoreline resources and the requirements to comply with the Endangered Species Act in areas of special flood hazard, the City is committed to providing protection of environmental resources as it develops in the future. As

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better science and more knowledge of effective techniques become available, the City will amend its regulations as necessary to maximize environmental protection.

***Promoting development that minimizes use of scarce resources.*** As discussed above, Carnation’s urban form promotes sustainable development by encouraging compact development within a Town Center that includes retail, industrial, mixed use and higher density residential development. This land use pattern encourages non-motorized trips, thereby reducing greenhouse gas emissions from vehicles. The City is committed to increasing the availability of local goods and services as well as creating local employment through economic development. However, as the majority of the city’s workers are commuting outside the City and often outside the Valley, better transit service would go far in reducing vehicle miles traveled by City residents.

As reflected in Policies 6.3 and 6.9, the City can encourage new developments to utilize some of the programs that encourage building practices to minimize impacts to the environment and resource use, such as the Leadership in Energy & Environmental Design (LEED) and Built Green certification of new construction, and the use of Low Impact Development (LID) techniques to reduce storm water impacts. While the City cannot require that new development use these techniques and programs, the City can commit to evaluating its land use codes and permitting processes to make sure they are encouraging the use of sustainable building practices. For example, all of the recent residential developments within the city have committed to utilizing low impact techniques for stormwater management.

Finally, Carnation is located within a food production area that is of growing importance to the region. Land use codes that allow for food production in residential areas as accessory uses can be evaluated, keeping in mind that protection from potential nuisance odors and noise will be important as well. Finally, the City hosts a very popular Farmer’s Market where nearby farms can sell their produce to city residents and visitors alike, and many of the local retail establishments make a point of selling locally produced goods.

#### **IV. GOALS AND POLICIES**

This section discusses Carnation’s land use goals and policies. An analysis of existing conditions and projected needs in the previous section highlights the areas of concern and opportunities for Carnation. The community’s needs and desires combined with the inventory and analysis contained in this Element were used to create a strategy to achieve the city’s goals in light of the existing conditions in the city. The following goals and policies provide guidelines and positive actions.

#### **GOAL LU1**

**To create a balanced community by providing for growth in a responsible manner that enhances community quality and values and protects the rights**

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**of property owners.**

Policy LU1.1 In its long range land use management, the City will guide future growth in order to achieve the goals of the Comprehensive Plan.

Policy LU1.2 The City will enact development regulations that mitigate adverse impacts on the community.

Policy LU1.3 The City may select inter-jurisdictional programs which are consistent with the Comprehensive Plan to address problems or issues that affect the City and larger geographic areas.

Policy LU1.4 The City will adopt zoning designations and an official Zoning Map to establish the distribution, extent, and location of land uses.

Policy LU1.5 The City will strive to assure that basic community values and aspirations are reflected in the City's land use decisions, while recognizing the rights of individuals to use and develop private property in a manner consistent with City regulations.

**GOAL LU2**

**To enhance the character of existing neighborhoods and encourage the development of new residential neighborhoods consistent with the values and goals contained in this plan.**

Policy LU2.1 Encourage new development that provides a variety of housing densities, types, sizes, costs, and locations to meet future demand for a full range of housing options, including housing that is affordable to all segments of the population.

Policy LU2.2 Where appropriate, require new residential development to connect with adjacent existing neighborhoods through the use of streets, sidewalks, trails, or alleys. Where appropriate, encourage residential development that utilizes alleys for parking and access.

Policy LU2.3 Coordinate new residential development with the provision of an adequate level of services and facilities, such as schools, water, streets and parks, as established in the Capital Facilities Element.

Policy LU2.4 Protect existing and proposed residential areas from intrusion of incompatible land uses.

**GOAL LU3**

**To promote an active, diverse, integrated, and pedestrian oriented town center including the central business district and mixed use zone along the**

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**SR203 corridor that provides goods and services attractive to local residents and visitors alike.**

- Policy LU3.1 Land use regulations and decisions should support the business community's ability to provide the types of economic activities which best meet the needs and desires of the community.
- Policy LU3.2 Promote the establishment of diverse and compatible mixed uses, i.e. retail, office, and multi-family and high density single family residential development, within and around a walkable downtown area, as part of Carnation's Town Center.
- Policy LU3.3 Encourage shared parking opportunities to increase available parking spaces to serve downtown activities.
- Policy LU3.4 Encourage activities on the part of the business community and provide infrastructure that supports an appealing downtown corridor that expresses Carnation's unique sense of place. To the extent possible, public infrastructure should support attractive gathering places within the downtown area.
- Policy LU3.5 Ensure the safety and free flow of pedestrian movement by providing non-motorized pathways throughout the City that connect neighborhoods to the downtown area.
- Policy LU3.6 Encourage appropriate levels of landscaping for all development in the service commercial, central business district and mixed use zones to buffer parking areas from the street, buffer incompatible uses and/or to provide shade and shelter along the street for pedestrians.
- Policy LU3.7 Establish development regulations that, to the extent possible, encourage an attractive mix of commercial uses within the downtown and provide for residential uses within walking distance.
- Policy LU3.8 Promote compatibility of future development with adjacent land uses.

**GOAL LU4**

**To enhance and maintain the character of the City by guiding land uses, development, services and facilities consistent with this plan and to promote orderly and efficient land use.**

- Policy LU4.1 Ensure that new development does not outpace the City's ability to provide and maintain adequate public facilities and services by allowing new development to occur only when and where adequate

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facilities exist or will be provided.

- Policy LU4.2 The City shall evaluate proposed development plans to determine whether existing public facilities have capacity to serve the development, or whether the developer will need to provide for additional public facilities.
- Policy LU4.3 Ensure buffering between uses whenever new commercial or industrial uses abut residential neighborhoods.
- Policy LU4.4 Coordinate future land uses with the other elements of the Comprehensive Plan.
- Policy LU4.5 Encourage growth through infill and subdivision in accordance with the provision of urban services including a public wastewater treatment system.
- Policy LU4.6 Use population projections based on land use to plan for adequate public services and infrastructure to serve the city in the future.
- Policy LU4.7 The City shall take reasonable measures to ensure that new development within the PAA is consistent with the zoning and other development standards of the City. Measures to ensure consistency may include, but are not limited to:
- A. Conditioning water and/or sewer service on development compliance with City development standards as determined by the City; and
  - B. Joint land use planning with King County within the PAA; and
  - C. Coordinated permit review with King County for development within the PAA; and
  - D. Requests to modify PAA boundaries as necessary to include compatible development and exclude incompatible development.
- Policy LU4.8 The City shall promote and pursue annexation of lands within the PAA at the earliest opportunity, to the extent the King County Boundary Review Board would not deny annexation. In order to facilitate annexation the City shall require developers to sign annexation no protest agreements as a condition of the extension of sewer or water service.
- Policy LU4.9 The City shall take all reasonable and legal measures available to encourage and/or require connection to the City's sewer system at the earliest opportunity, to the extent that the connection serves to

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reduce the financial burden of service to other system users. To facilitate sewer connection, the City shall condition the extension of water service to development within the PAA on future sewer connection.

Policy LU4.10 The planning area shall include all lands within the current city limits and sufficient land contiguous to the city limits as established by King County to be able to support Carnation's growth through the year 2034 without major adverse environmental impacts.

Policy LU4.11 Annexations of property within the Potential Annexation Area shall take place only using methods permitted by state law.

Policy LU4.12 Participate with King County in the Planned Annexation Agreement (PAA) process to come to agreement with the County on the annexation, financing, public improvement, and development issues in Carnation's PAA.

Policy LU4.13 The City will process land use permits in a consistent and timely manner, in accordance with state and local laws and regulations.

**GOAL LU5**

**To preserve and promote Carnation's historical small town character.**

Policy LU5.1 Coordinate with the County to control and mitigate development impacts outside of the designated PAA. Support the County-wide planning policies that limit or prevent development of forests, farms, and mineral resources areas in adjacent areas of unincorporated King County.

Policy LU5.2 Promote commercial uses such as agri-tourism that are enhanced by the horticultural heritage of the city.

Policy LU5.3 Promote architecture that is pedestrian friendly and conducive to human interaction.

Policy LU5.4 Provide for subdivision design that is pedestrian friendly and promotes connectivity throughout the City via through-streets, walkways and pathways that connect neighborhoods.

Policy LU5.5 Continue to develop and update land use regulations that preserve and promote Carnation's historical small town character.

**GOAL LU6**

**To promote land use that minimizes impacts to the natural environment**

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**and maximizes efficient use of resources through energy and water conservation.**

- Policy LU6.1 Promote commercial and industrial districts that allow for the growth of employment opportunities while maintaining the small town character of Carnation. More employment opportunities for local residents can reduce the need for commuting to employment centers outside of the city.
- Policy LU6.2 Promote a compact and walkable city form by concentrating dense residential land uses in and around the business center, promoting pedestrian and bicycle access from neighborhoods to businesses and services, and working towards a system of linked pedestrian and bicycle trails through-out the City.
- Policy LU6.3 As City resources allow, promote green building practices and policies that are sensitive to environmental impacts and promote effective use of resources, including but not limited to Leadership in Energy & Environmental Design (LEED) and Built Green certification of new construction, and the use of Low Impact Development (LID) techniques to reduce storm water impacts.
- Policy LU6.4 Assess the feasibility of using City permit processes to encourage sustainable development projects. For example, evaluate the option to give permit review priority for projects that achieve a specified level of environmental protection and energy efficiency. The City may utilize systems such as LEED or Built Green certification to ascertain the level of environmental protection and energy efficiency achieved.
- Policy LU6.5 Development regulations should allow for food production as accessory uses while protecting neighboring properties from noise, odors or other impacts.
- Policy LU6.6 To promote land use decisions that will reduce the production of greenhouse gases by reducing vehicular miles traveled, retaining and expanding tree canopy, and reducing energy use.
- Policy LU6.7 Development regulations shall protect both the quality and quantity of groundwater used for public water supplies, and shall prevent discharges of pollutants into the waters of the state.
- Policy LU 6.8 Evaluate the feasibility of adopting a Night Sky initiative to reduce light pollution and reduce energy use. Examples include LED lights and fixtures that prevent light spill and discouraging the use of up-

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lighting in non-essential areas.

**GOAL LU7**

**Protect, preserve and enhance those features of the natural environment which are most sensitive to human activities**

- Policy LU7.1 The City of Carnation shall map and designate critical areas as defined in the city's development regulations, and shall require new development to delineate critical areas on properties to be developed, to evaluate potential impacts and to provide mitigation of impacts of development to critical areas, in accordance with the city's development regulations.
- Policy LU7.2 Provide incentives such as density credits for preservation of open space for habitat protection, hazard reduction and recreation.
- Policy LU7.3 The City shall, in cooperation with appropriate county, state and federal agencies, participate in restoration practices in critical areas when possible.
- Policy LU7.4 Any development in the floodplain or floodway shall meet the requirements of the National Flood Insurance Program (NFIP) regulations to ensure projects do not negatively impact or increase flood hazards or impact species listed under the Endangered Species Act (ESA).

**GOAL LU8**

**To promote a healthy community through land use development that allows residents to walk or bicycle for recreation and to access goods and services.**

- Policy LU8.1 The City's land use decisions shall create a built environment that promotes and encourages physical activity through compact development and a looped system of safe and attractive pedestrian and bicycle accessways that link neighborhoods to each other and to the business district.
- Policy LU8.2 As part of its economic development strategy, the City will promote retention and expansion of existing businesses, and establishment of new businesses, in order to provide employment, goods and services within walking or bicycling distance to many City residents.