

CHAPTER 6 – PARKS AND RECREATION ELEMENT

I. INTRODUCTION

Carnation is a small city in a rich agricultural valley surrounded by forests, pastoral fields, rivers and mountains. Open space and recreational opportunities are abundant within and adjacent to the city limits. Carnation's character is derived from a variety of assets including the familiarity and care of community that comes with a small city, a verdant natural and historic landscape which includes two rivers that flow near the city limits, nearby forests, views of the neighboring Cascade foothills and a considerable amount of farmland near the city and within its Urban Growth Boundary. State Route 203, which runs through the center of the City, has increasing traffic flows every year, with significant noise and congestion that affects the community. The separation created by this corridor inhibits access to trails and recreation services for City of Carnation residents.

PURPOSE AND OUTLINE OF ELEMENT

The Parks and Recreation Element is designed to guide the development of the City of Carnation's future investments in parks, trails and open space as Carnation grows over the next twenty years. The Element seeks to implement the goals and objectives of the Parks Master Plan that was developed in 2009 in order to insure that park facilities are integrated into the new neighborhoods that will be created by development. A Parks and Recreation Element adopted in the Comprehensive Plan in accordance with the Growth Management Act allows the City legal standing to impose a Parks and Recreation Impact fee as part of the development process, as well as the ability to preserve land needed for parks and trails.

The Parks Element is organized as follows: an Introductory section, which contains information on the City as a whole, on the regulatory aspects of parks planning, and on the public participation that was incorporated into the Parks Element; an inventory of the existing parks and trails facilities owned by the City and by other entities, organized according to a classification of park facilities used to describe national parkland levels of service; an analysis of future needs for parks and recreation based on levels of service for park and recreation opportunities that is tied to both stated desires of the community as well as population forecasts for the City. The parks inventory is then examined in light of this level of service analysis and a Capital Improvements Plan is presented which is designed to address the deficiencies in the level of service that will result from new growth. The last section contains the goals and policies used to guide the Element which were developed from the public participation efforts.

REGULATORY CONSIDERATIONS

In accordance with Washington State's Growth Management Act (GMA) (RCW

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36.70A), local jurisdictions are required to include a parks and recreation element in their comprehensive plans. Comprehensive Plans must meet the following Goal of the GMA:

"Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities."

The GMA requires that a parks and recreation element implement and be consistent with the parks and recreation facilities identified in the Capital Facilities Element. The element must also include three components:

1. Estimates of park and recreation demand for at least a 10-year period;
2. An evaluation of facilities and service needs; and
3. An evaluation of intergovernmental coordination opportunities to provide regional approaches for meeting park and recreational demand.

This Update of the Parks Element is based on the new population projections derived from the Update of the Land Use Element as well as public input as described below. In addition, the Carnation community has successfully undertaken several improvements to parks and recreation facilities since 2009; these are reflected in the Inventory section. The Update also reflects new guidance on determining parks levels of service developed by the State of Washington Recreation and Conservation Office (RCO).

In addition to its requirements under the GMA, the City of Carnation is also subject to the requirements of the Countywide Planning Policies (CPPs) for King County as well as the Multi-county Planning Policies (MPPs) developed by the Puget Sound Regional Council (PSRC) and published in VISION 2040. Both the CPPs and MPPs require jurisdictions to identify, establish and protect recreational, open space and critical environmental areas. The CPPs encourage cities within King County to establish policies and programs that contribute to the protection and stewardship of open space lands and corridors within their Urban Growth Areas. Policy MPP-En-8 requires local governments within the four-county PSRC jurisdiction to "Identify, preserve and enhance significant regional open space networks and linkages across jurisdictional boundaries". Carnation's Parks Element incorporates these policies in Framework Goal B, and in the Parks Improvement Plan, which calls for the City to work cooperatively with King County to expand trails and trail linkages along the Tolt and Snoqualmie Rivers.

Finally, the Parks and Recreation Element must meet the State of Washington Recreation and Conservation Office (RCO) requirements in order for the City to be eligible for RCO funding. The RCO oversees and provides funding for a variety of

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open space, habitat and recreation efforts, and oversees the activities of five boards:

- Recreation and Conservation Funding Board (RCFB)
- Salmon Recovery Funding Board (SRFB)
- Forum on Monitoring Salmon Recovery and Watershed Health
- Washington Biodiversity Council
- Invasive Species Council

RCO programs are a major source of funding and technical assistance to communities to assist them in providing recreation opportunities, habitat enhancement, and open space preservation.

PUBLIC PROCESS AND COORDINATION WITH OTHER PROVIDERS OF RECREATION OPPORTUNITIES

As required by the GMA, an extensive public participation process was incorporated into the development of the Parks Element Update in 2013. The process included an Open House held in March of 2012. Participants were given an opportunity to mark up aerial maps of Valley Memorial, Loutsis, Hockert, River's Edge and West Side Park to show desired improvements, and to write out comments on specific parks or more general comments on the City's trails, parks and recreation needs. The meeting was well attended, with 15 members of the public. In addition to the standard notice for meetings, specific invitations were sent to Parks "stakeholders", including local parks groups and people who participated in the development of the Parks Master Plan in 2009. The stakeholders were also invited to attend a Planning Board Special Meeting on June 18th where the proposed Parks Improvement Plan was presented for public input. In addition to the public input sought during the drafting of the Parks Element, the public were also invited to two Public Hearings, one held by the Planning board prior to their recommendation to the Council, and one held by the City Council prior to adoption.

Since King County is a significant public recreation and open space landowner in the Carnation area, we have coordinated this plan with King County land managers and planners. Non-motorized trail connections between the city and county parks, riverfront access and cooperative recreation planning were discussed.

QUADRANTS OF THE CITY

At slightly over one square mile in size, much of the City of Carnation is a great example of a walkable community with compact development and a pedestrian scale. However, the north-south state highway corridor (SR203) which bisects the city creates a barrier during high traffic portions of the day. Entwistle Street, which is the main east-west arterial, also bisects the city, resulting in relatively distinct Northwest, Southwest, Northeast and Southeast quadrants. Most residents live in

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the Northwest, Northeast, and Southeast zones. The Southwest zone has more commercial than residential development, but is adjacent to the extensive King County regional parklands. As many residents take advantage of the city's walkable scale, busy roadways tend to act as de facto barriers to park and recreation opportunities. In order to better understand Carnation's park, open space and recreation needs, these facilities should be assessed in terms of their locations within the four quadrants of the town.

The Northwest quadrant is bounded by the city limits on the north and west, by Entwistle on the south, and by SR203 on the east. In the Northwest quadrant, Carnation's oldest residential neighborhood has an early 1900's character. West Side, an undeveloped pocket park, is located in this quadrant. Further north, a large block of agricultural land currently produces fruits and vegetables. This area is within the City's Potential Annexation Area (PAA), and this area will be zoned for residential and mixed use development upon annexation. At the northern extent of the PAA, single family UR-7.5 zoning will provide in-fill housing opportunities for new residents, but no city parks exist in this neighborhood either. The northwestern corner of this neighborhood is also constrained by the Snoqualmie River floodway.

The Southwest quadrant is bounded by Entwistle on the north, the city limits on the south and west, and SR203 on the east. This neighborhood is the smallest quadrant with the most commercial development and the least residential areas. No city parks exist in this neighborhood, although a regional King County facility, Tolt McDonald Park, is located partially within and bordering this quadrant. In 2011, local citizens worked with the City to establish an off-leash dog park on the City-owned parcel located south of the Wastewater Treatment Plan

The Northeast quadrant is bounded by SR203 on the west, the city limits on the north and east, and Entwistle on the south. The 32 mile Snoqualmie Valley trail divides the newer residential area to the east from older residential area to the west. This sector is primarily residential. The Northeast quadrant currently has a mix of housing developments, including a large portion of the original 1913 plat of the City, a mobile home park, an older subdivision with relatively small lots, and several small subdivisions that are more recently developed and have larger lots. Hockert Park is located in this quadrant.

The Southeast quadrant is bounded by Entwistle on the north, the Tolt River and city limits on the south and east, and SR203 on the west. The Snoqualmie Valley trail divides the newer residential area east from the older residential area to the west. This area has two significant suburban developments (River's Edge and Swiftwater) that contain larger lots and new homes, as well as older homes between the highway and the Snoqualmie Valley Trail. The Southeast quadrant contains many of the developed parks within city limits, such as Valley Memorial and Loutsis Park, as well as River's Edge Park, a portion of the Snoqualmie Valley

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trail, and portions of Tolt McDonald Park. A docket request was made for the 2015 Update of the Comprehensive Plan which would change the land use designation of approximately 34 acres from primarily industrial to high density residential use. The 34 acres are just north of a section of Tolt McDonald Park located between SR203 and the Snoqualmie Valley Trail. There is a trail along the Tolt River in that section of Tolt McDonald Park. The area is also in close proximity to Memorial Park, and so would be well served by nearby recreation opportunities in addition to trail linkages.

II: PARKS INVENTORY

Parks standards such as those developed by the National Recreation and Park Association have typically relied on the ratio of acres of developed parks per population for five different types of parks:

- Mini-parks
- Neighborhood Parks
- Community Parks
- Special Use Park
- Linear Parks

The first portion of the inventory of parks facilities available to City of Carnation residents presented in this section is organized according to these categories, including city-owned parks and those owned by other public entities.

However, recent work done by the State of Washington Recreation and Conservation Office (RCO) has resulted in a new set of tools to evaluate parks and recreation levels of service (LOS), based on recreation function rather than classification of parks. To support Carnation's use of these new tools for evaluating LOS for parks, the inventory is also presented of the various types of recreational opportunities that serve the range of the community's needs, whether owned and operated by the City or by other public entities,.

INVENTORY BY TYPES OF PARKS

Mini-park

Mini-parks are generally small (less than one acre) and characterized by passive recreation or specialized facilities that serve a concentrated or limited population or specific group, such as children or senior citizens. Mini-parks are sometimes called "pocket parks". In general, mini-parks are designed to serve residents within a quarter mile radius. Especially where these parks provide facilities for young children, safe access is an important issue for mini-parks. The majority of the city is within one quarter mile of a mini-park, although some of the City's mini-parks are undeveloped.

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Hockert Park. City-owned mini parks include Hockert Park, a small (0.2 acre) park located in the NE quadrant between the commercial area and the older residential neighborhood. A well-loved and much used centrally located park, also known as the Yellow Park for its yellow play equipment, Hockert Park has play equipment for younger children, including a play structure with slides, a merry-go-round, swing set and climbing bars. While this play equipment is very well used by the community, much of it is in poor repair and does not meet current standards for play equipment. Other facilities at Hockert Park include picnic tables and benches. The neighborhoods within a quarter mile radius of Hockert Park include most of the original plat of the Tolt Townsite, most of Regal Glen, and a small portion each of the Cascade View and Carnation Meadows neighborhoods. Hockert Park is very centrally located within the City, and many families with young children enjoy Hockert Park. However, SR203 creates a barrier to access to Hockert Park for families west of SR203.

River's Edge Park is located in the SE quadrant within the Rivers' Edge neighborhood. River's Edge Park is 0.35 acres in size, and located at the very northeast of the River's Edge neighborhood. Most of River's Edge Park is open space and there is a picnic area with tables and grills. Neighborhoods within a quarter mile of this park include the River's Edge community and the parcels located west of River's Edge, the City's eastern Potential Annexation Area and portions of King County. As this park does not have many facilities, it does not get a great deal of use. Should this park be developed, families within the quarter mile should be able to access this park with few barriers for pedestrians or bicyclists.

West Side Park, which is currently undeveloped, is the City's only park west of SR203, and is located in the NW quadrant. West Side Park is 0.56 acres in size. Neighborhoods within a quarter mile radius of West Side Park include the original plat west of SR203, a small portion of the Potential Annexation Area north of the City, and some King County residents. As these areas are all west of SR203, there are few barriers to pedestrian or bicycle access to West Side Park from the adjoining neighborhoods.

There are no mini-parks owned by other entities that serve City residents, although facilities owned by the Riverview School District and the Swiftwater Homeowner's Association also provide children's play equipment, and children's play equipment is also located in Tolt McDonald Park.

Neighborhood Park

Neighborhood Parks are designed to serve the nearby residential population or employment base; the service area typically includes adjoining neighborhoods within a half mile. Generally several acres in size, they often include areas for active recreational activities, such as ball fields and courts, as well as passive recreation areas. In addition to play apparatus for pre-school and school age children, facilities are likely to include open lawn and paved court areas, shelters,

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wading pools, outdoor ice rinks, and some off-street parking. Trees, open fields, and undeveloped natural areas are also desirable components of this type of park. Ideally a Neighborhood Park should be suitable for intense development and easily accessible to the neighborhood population that it serves. If possible, Neighborhood Parks should be geographically centered within the neighborhood and safe walking and bike access should be provided. Such parks may be developed as a school- park facility.

The service area for neighborhood parks is generally 1/4 to 1/2 mile radius to serve a population of 1,000 to 5,000 persons. The desirable size is considered 5 to 10 acres. The standard for this type of park facility is generally 1 to 2 acres per 1,000 people.

The City has two parks that fit at least some of the definition of a Neighborhood Park, Valley Memorial Park and Loutsis Park.

Valley Memorial Park (“Memorial” or “Skatebowl” Park), which is located in the Southeast quadrant, is 7 acres in size. Memorial Park provides recreation for a variety of users, including a skatebowl, tennis courts, picnic area with grills, BMX Track and also a World War II Memorial. There is an off-street parking lot which is in poor shape with many potholes. The City was able to construct the skatebowl with funds from a grant received in 2004. While the location of Memorial Park is not central within the City, the types of recreation provided and the location next to the Tolt Middle School make Memorial Park a significant facility to much of the population within the City.

Recently a citizens group, the Friends of Valley Memorial Park, undertook extensive clean up of this park and raised funds to put in children’s play structure. Future plans for the Friends include a covered picnic area. In addition to the skate bowl, tennis courts, BMX track the and new play structure, much of Valley Memorial is well-treed open space with a trail through it. RCO standards typically cite a half mile as the service area for Neighborhood Parks. Most of the existing City is located within a half mile of Valley Memorial Park; with the exception of River’s Edge, some portions of Swiftwater Carnation Meadows, and the Brumbaugh neighborhoods. Pedestrian and bicycle access to Memorial Park are excellent for residents east of SR203, but the state highway does create a barrier to access for residents west of SR203. This is somewhat ameliorated by the new signal at Entwistle and SR203.

Loutsis Park is the other City-owned park that, to some extent, fits the definition of a Neighborhood Park. Located centrally to the City and adjacent to the Snoqualmie Valley Trail, Loutsis Park is within ½ mile of most of the City’s population with the exception of the River’s Edge neighborhood. Loutsis Park is very heavily treed, and there are trails through the trees providing passive recreation. An off-street parking lot provides parking both for the park and for the

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Snoqualmie Valley Trail. The City's well-head is located near the parking lot in the northerly section of Loutsis Park. A 100-foot sanitary control area is required around the well-head, which must be considered when improvements are planned for Loutsis Park.

While the location and size (Loutsis Park is 6 acres) match the definition of a Neighborhood Park, Loutsis Park does not currently have the range of opportunities for active recreation that are generally associated with a Neighborhood Park. However, a Disc Golf course was developed at Loutsis Park recently, which brings many people to Carnation. Other than the Disc Golf, Loutsis Park primarily provides passive recreation.

There are no neighborhood parks owned by other entities that serve City residents, although one of the new subdivisions includes plans for a small park.

Community Park

Community Parks are designed to serve the surrounding community. Such parks are often larger in size and often consist of significant natural features, such as large tracts of open space or natural areas, and areas of diverse environmental quality. Community parks may contain special amenities attractive to visitors throughout the area, including intense recreational facilities such as athletic complexes and large swimming pools. Community Parks may include an area of natural quality for outdoor recreation, such as walking, viewing, sitting, and picnicking, and may include bodies of water. Depending on the site and community need, Community Parks may provide a combination of passive and active recreational opportunities and may also contain special amenities attractive to visitors throughout the area. Desirable facilities in Community Parks include those listed above in the section on Neighborhood Parks, along with swimming facilities, lighted ball fields, and tennis courts, a community center, and adequate off- street parking. It is important that Community Parks be located on or near major thoroughfares, and also be easily accessible by foot.

Community Parks typically have a service area consisting of several neighborhoods, and a 1 to 2 mile radius. The desirable size is over 10 acres, with 15 to 40 acres being most common. The National Standard for acres per 1,000 people is generally 5 to 8 acres.

While it would appear that Carnation lacks a Community park, it is worth noting that Tolt McDonald Park, a Regional park owned by King County, is located adjacent to the City and provides much of the function of a Community Park. Tolt McDonald Park is over 500 acres in size, with approximately 50 acres located within the city's boundaries and another 88 acres located immediately adjacent to the City. Tolt McDonald offers a wide variety of active and passive recreation, including ball fields, play equipment, picnic shelters, as well as hiking, mountain biking, camping, river access and fishing, and many Carnation residents as well

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as visitors take advantage of these recreation opportunities.

In general, to be counted as a park, a facility needs to meet the following criteria:

1. Is this land a dedicated park?
2. Is this land a developed park, or developable?
3. Can the parkland provide active recreation?
4. Can the city control the use, scheduling, level of maintenance of the recreational land or facility?

Tolt McDonald does meet the first three criteria, and does function both as a Community Park for the City, as well as a Regional Park for households outside the City. While the City does not control the use or scheduling at Tolt McDonald Park, the recreational opportunities it affords city residents do meet many of the functions of a Community Park. See discussion of Levels of Service in Section III below.

Special Use Park

Special use parks are devoted to specialized or single purpose activities, such as golf courses, arenas, plazas, squares, boulevards, etc.

Tolt Commons is a Special Use Park owned by the City. Located in the Northeast quadrant, within the downtown area, Tolt Commons is a small parcel (.08 acres) landscaped in xeric (low water use) plants, with a pathway and benches. Another city owned parcel located on Bird Street in the Northeast Quadrant contains a newly constructed picnic shelter that will be used for the Carnation Farmer's Market as well as other activities.

There are no Special Use Parks owned by other entities that serve City residents.

Linear Parks

Linear Parks are developed for different modes of recreational transportation such as hiking, biking, horseback riding, etc.

The Tolt River Trail along the river levee south of the Swiftwater neighborhood in the SW quadrant is an example of a linear park. The King County owned Snoqualmie Valley Trail is a significant linear park that serves not only the Carnation area but the entire Snoqualmie Valley. Once a railroad track for the Milwaukee railroad, the trail is now a popular regional facility much used by runners, hikers, bikers and equestrians.

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OTHER RECREATION OPPORTUNITIES IN THE COMMUNITY

Publicly Owned Park Land. Facilities owned by the Riverview School District and King County offer area residents sports fields, bicycling trails, walking trails, playgrounds, campgrounds, and picnic sites. There is public access to both the Tolt and Snoqualmie Rivers as well as Lake Langlois offering substantial opportunity for swimming, boating and fishing.

King County owns much of the open space and parklands accessible to Carnation residents, such as Tolt McDonald Park (see description of Tolt McDonald Park above).

The Riverview School District and the King County Parks Department have entered into a variety of fee based, cooperative agreements with youth organizations for use of park and school facilities within Carnation. There is a charge for the use of some of these facilities.

At present, the City operates no recreation programs. However, it does provide limited support to the King County Library and non-profit groups including the Sno-Valley Senior Center and Friends of Youth. Other recreation programs are sponsored through youth sports organizations.

In addition to these non-city owned parks and programs, indoor community gathering places include the Senior Center, churches, school facilities and the King County Library System.

Private & Non-Profit Recreation. There are privately held farms within and adjacent to the city that offer You-pick opportunities, family activities, a petting zoo, amusement rides, additional picnicking and fresh, locally grown produce. In addition, there are three private youth camps within a few miles of town which take good advantage of the area lakes, rivers and forests.

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**Table P-1
City Owned Parks and Recreational Facilities**

Park facility	Owner	Gross acres	Developed acres	Undeveloped acres	Open space	Features	Classification	Comments/needs
Hockert Park	City	0.20	0.20	0		Children's Play Equipment	Mini-Park	Popular 2-5 yr. old play area Not ADA or safety compliant Needs play equipment for toddlers
Valley Memorial Park	City	7.15	3	4.15		2 Tennis Courts, Picnic Area, Skateboard bowl, BMX Track, Children's Play Equipment, World War II Valley Memorial	Neighborhood Park	Parking area potholed and not ADA. Improvements needed to trail access, paths, BMX track, and play areas/structures.
Loutsis Park	City	6.10	1	5.10		Open Fields, Forested Area, Direct Access to Sno Valley Trail	Neighborhood Park	Wooded area needs forest management.
West Side Park	City	0.56	0	0.56		Undeveloped	Mini Park	Needs Picnic tables, signage, landscaping improvements, play equipment
Rivers Edge Park	City	0.35	0.15	0.2		Picnic Area	Mini Park	New picnic tables, signage, landscaping improvements, play equipment needed
Farmer's Market Site	City	0.17	0	0.17		Tolt Commons Plaza	Special use	

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Tolt Commons	City	0.08	0.08	0		Landscaping, benches, info. about xeric gardens and water conservation	Special Use	Needs follow-up maintenance.
Tolt River Levee Trail	City	1.43	1.43			existing crushed rock trail along Tolt River	Linear park	
Carnation Meadows	City	1.63			1.63	Undeveloped, Open Space, Recreation Area/Facility	Mini Park	Steep forested hillside
Evacuation Hill	City	20.4			20.4	Evacuation Trail through property with Conservation Easement	Open Space	City has TDR's to sell in return from Conservation Easement from KC
Swiftwater Open Space along the Tolt River	City	0.06			0.06	Open Space, Undeveloped	Open Space	
Total Acreage		38.13	5.85	10.18	22.09			
Level of Service: Ac/1000 pop.		20 ac/1000	3.07 ac/1000			NRPA Standard = 10 acres of developed parkland per 1000		Demonstrates sufficient current supply of total parkland, deficient supply of developed parks

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**Table P-2
Non-City owned Parks and Recreational Facilities Within the Carnation Area**

PARK FACILITY	OWNERSHIP	ACREAGE	FEATURES	CLASSIFICATION	COMMENTS/NEEDS
Tolt Middle School	Riverview School District	19	Football Field, Track, Baseball Field, Softball Fields, Soccer Fields, Indoor Facilities	Public School Facilities	Field upgrades underway
Carnation Elementary School	Riverview School District	5	Multi-use Field, Baseball diamond, Toddlers & Youth Play Equipment, 1 full & ½ size basketball court, outdoor shelter, Indoor Facilities	Public School Facilities	
King County Library System	County		Library Facility	Library	New library building completed 2009
Snoqualmie River Boat Launch	State		Boat Launching, Public Fishing	Boat Launch	
Lake Langlois Boat Launch	State		Boat Launch, Public Fishing	Boat Launch	
Mariners Field	County	3.5	Baseball Field	Regional Park	
Tolt MacDonald Park	County	48.8 within City limits 500 acres overall	Campsites, Soccer Field, Baseball Field, Softball Field, Picnic Shelter, River Access, Wetland & Wildlife, Hiking & Mountain Biking Trails, Suspension Bridge, Public Fishing	Regional Park	
Snoqualmie Valley	County		Walking, bicycling,	Linear Park	

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Trail			Equestrian, Wetlands & Wildlife		
Swiftwater Open Space	Home Owners Assoc	1.5	Potential trail connections	Open Space, Undeveloped, Future Connection to River	Future development of parcel to the north may provide opportunity for trail connection
Tolt River Beach site	Seattle City Light	20.38	Riparian/wetland site along Tolt River	River access, beach site	Very constrained for development potential

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INVENTORY BY RECREATION OPPORTUNITY

In 2010, the Washington State Recreation and Conservation Office (RCO) published a new Level of Service (LOS) tool for local communities to use in developing parks and recreation plans as an alternative to the acres per 1,000 population standard (see Section III below for more discussion of Levels of Service). This new tool looks at quantity, quality and accessibility of recreation opportunities and places an emphasis on recreation needs that are specific to the local jurisdiction. To support the City's use of this new tool for parks planning, an inventory is presented on types of recreation needs specific to Carnation.

Population and Categories of Recreation

The Parks Element provides the planning context for future parks improvements to serve the existing city residents as well as new residents expected over the next twenty years. Carnation's small-town scale and beautiful setting make it a great place for families with children, and the 2010 Census indicates that 45% of Carnation's households include children less than 18 years of age. Senior citizens are another important component of Carnation's population; households with individuals 65 years of age and over constitute 13.9 percent of Carnation's households. Future growth patterns of the City as determined by the Future Land Use Map will provide continued opportunities for both elders and families with children to live in and enjoy Carnation. As the baby boomers continue to age, seniors will be a growing segment of the population, and the City's amenities and walkability will be attractive to seniors.

The new Level of Service standards provide for a more in-depth evaluation of different recreation functions that are specific to the different segments of the community. Under this method of evaluating levels of service, the demographic make-up of Carnation's households and the range of activities that the community supports form the basis for the categories of recreation to be evaluated. For example, families with elementary school and younger children benefit from play structures, swing sets, etc., and ideally these are both within walking distance (one-quarter mile) and are safely accessible by foot or bicycle. Many older children participate in organized sporting activities such as little league and soccer; play fields and places to practice will be important to serve these needs. Recreation opportunities geared to teens include the skatebowl and BMX track. Many teens and adults as well enjoy a variety of specialized recreation that the city offers or could offer, including tennis, disc golf, basketball, etc. Picnic areas can be enjoyed by all ages, and provide great places for families and friends to gather. Overhead shelters at picnic areas and grills are amenities that enhance enjoyment and usefulness of these areas. Finally, trails that provide opportunities for walking, biking and equestrians are a valued amenity in the community and provide opportunities to all segments of the population. Taken together, these recreation opportunities are essential to quality of life and a healthy community, and for purposes of this analysis, are classified into the following types of

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recreation:

- Children’s play structures
- Sports fields including baseball, soccer, football, etc.
- Specialized recreation, including tennis, skatebowl, BMX Tracks, etc.
- Picnic areas, including grills and/or covered structures
- Trails, natural areas and open space

Children’s play structures. Whether in a city-owned park or located in a facility owned and operated by others, play structures provide recreation for families with young children within close proximity. Generally a quarter mile is assumed to be a reasonable walking distance. There are five play structures within City limits, two of which are within city-owned parks (Hockert Park and Memorial Park). The remaining three are located in King County’s Tolt McDonald Park near the ball-fields, at the Carnation Elementary School and in the Swiftwater neighborhood. (This play structure is owned and maintained by the Homeowner’s Association for the use of Swiftwater residents and their guests.) Most residents of the city are within a quarter mile of a play structure, with the exception of the River’s Edge neighborhood, portions of Carnation Meadows and Brumbaugh neighborhoods, and the location of future development in the northeast of the City. The play structure at Hockert Park which is centrally located and very popular is in poor condition and out of date. The play structure at Valley Memorial was recently added by the Friends of Memorial Park. The play structures not owned by the City appear to be in good shape.

Sports fields including baseball, soccer, football, etc. There are a total of nine ball-fields within Carnation, three located at Tolt Middle School, one at Carnation Elementary School and five located in Tolt McDonald Park. Of these nine fields, five are baseball diamonds, one is a football field which can also be used for field hockey, and the remaining are open fields which can be used for soccer or for practice. Ball-fields are generally used by organized sports such as Little League and by older kids, and they do not tend to serve specific neighborhoods. All of the ball-fields are located west of the Snoqualmie Valley Trail.

Specialized recreation, such as Tennis, skatebowl, BMX Tracks and other activities. Carnation offers a variety of specialized recreation, much of it centered on activities that are enjoyed by teenagers and adults alike. Carnation’s teen centered recreation opportunities include a skatebowl and BMX track, both of which are also located within Valley Memorial Park. There are two tennis courts also located in Valley Memorial Park. There is a disc golf course set up at Loutsis Park, and an off-leash dog park on city-owned property south of the Wastewater Treatment Plant. Tolt McDonald Park includes extensive off-road bicycling opportunities that draw both local and visiting off-road bicycle enthusiasts.

Picnic areas, especially those with grills and/or covered structures. There

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are seven places with picnic tables within or close by the City, all but one of which are located west of the Snoqualmie Valley Trail. Most of these only include picnic tables, with just a few of these offering nearby grills (at River's Edge Park and Valley Memorial). At this time none are protected by a structure, although the Friends of Memorial Park have plans to build a covered structure for picnic tables in Memorial Park, and the recently completed Community Shelter on city-owned property on Bird Street could be used for this purpose.

Trails, natural areas and open space. Carnation residents through-out the City are within close proximity (half mile or less) to trails and natural areas. The Snoqualmie Valley Trail bisects the City, and there are trails along the Tolt River on the City's southern boundary which connects to a trail along the Snoqualmie River in Tolt McDonald Park. Northeast of the City is the Evacuation Trail in Lot 'W', a city-owned parcel just outside city limits. Carnation has many natural areas in open space or park designations, along both rivers, on the hillside along the city's eastern boundary including Lot 'W', as well as in City parks (Loutsis and Memorial Parks both have treed areas with trails through them). The trails are especially popular and well-used by local and visiting pedestrians and bicyclists, and even equestrians. While the trail system forms a loop through-out the City, there are some missing segments in the trail system: Entwistle/NE 45th Street between Swiftwater and River's Edge; along SR203 between the Tolt Levee Trail and just south of NE 40th; and along the Tolt Levee Trail in King County. Where these missing links are within King County, the City must look for opportunities to work with the County. Other links to trails that are outside the City would also require cooperation with King County, for example, a trail along the Snoqualmie River in city limits could be linked to the north to access the recreation area at Chinook Bend.

III. DETERMINING FUTURE PARKS NEEDS

The Washington State Growth Management Act requires plans to forecast future needs for capital facilities, including parks. To this end, a guideline must be developed for the level of service a community desires and can be reasonably expected to fund.

NATIONAL RECREATION AND PARK ASSOCIATION STANDARDS.

The National Recreation and Park Association provides service standards for each type of park. This set of standards has traditionally been used to evaluate whether the existing supply of recreational facilities and land is adequate to meet the demands of the residents of Carnation. Figure P-3 describes the park categories, and the recommended park standards per 1,000 population.

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**Table P-3
Park Categories and Service Standards**

CATEGORY	DESCRIPTION	SERVICE AREA	DESIRABLE SIZE	SERVICE STANDARD
Mini-Park	A mini-park is characterized by passive recreation or specialized facilities that serve a concentrated or limited population or specific group, such as children or senior citizens	Approximately 1/4 mile radius	No minimum to approximately one acre	Approximately 0.5 acres per 1,000 population
Neighborhood Park.	Neighborhood parks are designed to serve nearby residential population or employment base. They often include areas for active recreational activities, such as ball fields and courts, as well as passive recreation areas.	Approximately 1/4 - 1/2 mile radius	2 - 7 acres	1 to 2 acres per 1,000 population
Community Park	Community parks are designed to serve the surrounding community. Community parks may contain special amenities attractive to visitors throughout the area. Such parks often consist of significant natural features, such as large tracts of open space or natural areas.	Approximately 1 - 2 mile radius	15 acres	8 acres per 1,000 population
Special Use Park	Special use parks are devoted to specialized or single purpose activities, such as golf courses, arenas, plazas, squares, boulevards, and parkways.	No applicable standard	Variable	No applicable standard
Linear Park	Linear Parks are developed for varying modes of recreational transportation such as hiking, biking, cross-country skiing, horseback riding, etc.	No applicable standard	Sufficient width to provide maximum use and protect the resource	No applicable standard

Another standard for parks facilities is often expressed as a ratio of total parklands to 1,000 people. The National Recreation and Park Association standard is 6 to 10 acres of developed parklands per 1,000.

As the National Recreation and Park Association standards (National Standards) is given in acres of improved parklands per 1,000, jurisdictions can choose the amount of parklands that they wish to provide for their current and projected populations. As described above, to be counted as parklands, properties must meet the following criteria:

1. Is this land a dedicated park?
2. Is this land a developed park, or developable?
3. Can the parkland provide active recreation?
4. Can the city control the use, scheduling, level of maintenance of the

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recreational land or facility?

While Tolt McDonald Park clearly meets the first 3 criteria, there is some debate as to whether it can be counted as it is owned and operated by King County and is not under city control. However, the County has worked collaboratively with the City on parks planning, and much of Tolt McDonald Park's recreation development is well-established. Given these circumstances, it is credible to count at least the portion of Tolt McDonald Park that is within City limits as part of the park acreage that serves the City's population. While Tolt McDonald Park is a regional park, it makes most sense to count the 48.8 acres that are within City limits as a Community Park. These acres can be counted as developed (useful) parklands as they include established ball fields, a play structure, park offices, parking, etc. as well as access along the Snoqualmie and Tolt Rivers.

Figure P-4 below shows the number of acres of park land per 1,000 population within the planning area for the years 2015, 2018 and 2031 using the 10 acres of developed parklands per 1,000 standard. The existing and forecasted populations for 2015 population and 2031 respectively are based on the Land use Element. The 2015 population is 1,786 (source: 2010 US Census) and the forecasted build-out population for 2035 is 4,656. An interim year of 2018 is used for planning purposes, with an estimated population of 3,500. The needs for parklands for the existing and projected population were compared to the existing park acreage, including parklands owned by the city in 2012 along with the portion of Tolt McDonald Park that is within City jurisdiction, in order to determine the surplus or deficit of parklands for each type of park

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**Table P-4
Carnation Recreational Land Needs
Years 2015-2035**

	Mini-Park	Neighborhood Parks	Community Park	Total Acres	Acres per 2015 Pop	2012 Surplus /Deficit	Acres per 2018 Pop	2018 Surplus /Deficit	Acres per 2035 Pop	2035 Surplus /Deficit
Total Acres	2.74	13.25	48.8	64.79	36	26	19	9	14	4
Developed	0.34	4.00	48.8	53.14	30	20	15	5	11	1
Undeveloped	2.40	14.36	0	16.76						

As can be seen from Table P-4, based on this standard, the City has adequate parklands to meet the standard of 10 acres of developed parkland per 1,000 population, through build-out of the City projected to occur by 2035.

LEVEL OF SERVICE RECOMMENDATION FROM THE WASHINGTON RECREATION AND CONSERVATION OFFICE

The Washington Recreation and Conservation Office (RCO) has developed a new tool for parks and recreation planning to replace the “one size fits all” standard of park acreage per population. The level of service for parks and recreation is measured based on three categories of criteria: 1) quantity (number of parks and recreation facilities compared with the population served), 2) quality of recreation facilities, measured both by an agency assessment and by public satisfaction with the facilities, and 3) distribution and access, which looks at the ability of people to access park and recreation facilities by foot, bicycle or public transit. How local jurisdictions apply these criteria is flexible.

To help determine Carnation’s parks and recreation needs, the following recreation types were evaluated:

- Children’s play structures
- Sports fields including baseball, soccer, football, etc.
- Specialized recreation such as Tennis, skatebowl, BMX Tracks, etc.
- Picnic areas
- Trails, natural areas and open space

Children’s play structures. Carnation’s population includes many families with young children, and access to a play structure within a quarter mile is a typical standard for this type of facility. Carnation’s five play structures are within a quarter mile of most residential areas, with the exception of the eastern and northeastern portions of the City, such as River’s Edge and portions of the Brumbaugh and Carnation Meadow’s neighborhoods.

Quantity – there are adequate numbers to serve most of the city’s population except for the eastern (River’s Edge) and northeastern (Brumbaugh, portions of

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Carnation Meadows, and potential new development) neighborhoods. However, larger backyards and privately owned play structures in the eastern portion of the City may be an adequate substitution. Future development of the Potential Annexation Area (PAA) to the north would also be further than a quarter mile from any existing play structures.

Quality – Hockert Park has play equipment that is out of date and in very poor condition, according to both City staff and public input. The play structure at Memorial Park is new. Comments at the Open House from the public included the need for play equipment designed for toddlers and younger children. Most of the other play structures within the City appear to be in good repair.

Distribution and access – Hockert Park which is the most centrally located and most widely used of these facilities is easily accessed by pedestrians or bicyclists originating east of SR203, primarily due to the low average daily traffic on local streets. However, SR203 creates a barrier for pedestrians, especially with young children, impedes access for families who live to the west of the highway. Access across SR203 has recently improved with completion of the new signal at Entwistle and the lighted cross-walk at Morrison, but is still not optimal. While there is one play structure west of SR203 located in Tolt McDonald Park, it is further than a quarter mile from most of the residents west of SR203. Development of West Side Park to provide play structures would ameliorate this deficiency as West Side Park is very accessible for most residents west of SR203.

The eastern and northeastern neighborhoods of the City are underserved for this type of recreation. However, in general these neighborhoods have larger backyards, and many families have their own play structures. Public outreach to these neighborhoods would help determine local needs for more play structures in River's Edge Park or in a new mini-park.

Summary of needs for play structures:

- Replace play equipment at Hockert Park
- More play equipment designed for younger children at Hockert and Memorial Parks
- Develop West Side Park with a play structure
- Provide for a pocket park with play equipment in the PAA west of SR203
- Provide for a pocket park with play equipment at River's Edge Park and/or a new park in the northeast of the City.

Sports fields. None of the ball-fields that serve the City's residents are provided by the City, but are owned and operated by King County (Tolt McDonald Park) or by the Riverview School District. Primarily used by organized leagues, ball-fields are accessible on an as available basis for residents.

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Quantity – The nine ballfields appear to meet most needs for the community. However, a local soccer association has identified the need for more soccer fields to meet demand within Carnation and vicinity. This association has approached the City to study the feasibility of leasing an 8 acre city-owned parcel to develop two regulation soccer fields for use by the soccer league. When not in use by the soccer league, the fields would be open to the public. The City Council has agreed in principal to lease the property to the association and the City is assisting with the feasibility study.

Quality – The fields at Tolt McDonald Park have been well maintained, and the School District has recently improved the ball-fields at Tolt Middle School. In general, the ballfields used by City residents are in good repair.

Distribution and Access – Pedestrian and bicycle access to the ball-fields at Tolt Middle School are adequate via the sidewalks along SR203. Pedestrian access to Carnation Elementary School is provided by local streets, some of which have sidewalks. Improved access to Carnation Elementary School via Spilman Avenue is addressed in the City’s Six-Year Transportation Plan (STIP). Pedestrian and bicycle access to the fields at Tolt McDonald are not as good, and the City will need to address these shortfalls by improving pedestrian access along SR203 between NE 40th and the new trail at Tolt McDonald park, and by improvements to NE 40th.

There are currently no ball-fields east of the Snoqualmie Trail. There have been some suggestions of adding waffle ball, kickball or soccer goals to River’s Edge Park.

Summary of needs for ball-fields

- Work with organized leagues to examine possible new ball-fields on city-owned property
- Reach out to the River’s Edge community to determine if a small ballfield would be desirable at River’s Edge Park.

Specialized recreation such as tennis, skatebowl, BMX tracks, etc. Carnation residents can enjoy a variety of recreational opportunities, including tennis courts, skatebowl, and a BMX Track at Valley Memorial, Disc golf at Loutsis Park, an off-leash dog-park on city-owned land, and off-road trails for bicyclists at Tolt McDonald Park.

Quantity – While there are a good variety of recreation opportunities already present, several more ideas have been suggested by the public, including:

- A basketball court at Valley Memorial park
- Fitness track at Loutsis Park

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- Horseshoes
- Climbing wall

Quality – The tennis courts in Memorial Park are in poor shape and need re-finishing. Another comment was to add a deck and rails to enhance the skatebowl.

Distribution and Access – Most of these special recreational activities are accessible to pedestrians and bicyclists, although the entrance to Valley Memorial Park off of SR203 is small and difficult to find. Residents west of SR203 have the barrier of the state highway to access many of these facilities.

Summary of needs for recreation opportunities:

- Repair tennis courts in Memorial Park
- Add a half basketball court in Memorial Park
- Add a Fitness Course to Loutsis Park
- Improvements to Skatebowl

Picnic areas. Picnic tables are located in various parks, but as there is only one east of the Snoqualmie Valley Trail at River’s Edge Park. In addition to picnic tables, grills and an overhead structure make these facilities most useful.

Quantity – While there are picnic tables in many areas, it was felt that more picnic tables centrally located in the Bird Street/Hockert Park area would be welcome as well as also west of SR203.

Quality – Adding grills and especially overhead structures in various places would make these amenities more useful. The Friends of Valley Memorial Park are planning to build a shelter for the picnic tables, and a shelter for the picnic tables was also suggested for River’s Edge Park.

Distribution and Access – Most of these amenities are accessible to pedestrians and bicyclists, although the entrance to Valley Memorial Park off of SR203 is small and difficult to find.

Summary of Needs for Picnic areas:

- Build shelter for picnic tables in Memorial park
- Add picnic tables and barbecue to Community Shelter on Bird Street
- Provide a shelter for the picnic tables in River’s Edge park
- Add another picnic table at Hockert Park
- Provide picnic table(s) with shelter and grills at West Side Park

Trails, natural areas and open space. Carnation residents enjoy excellent

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regional and local trails and open space. Most residents are within close proximity (half mile) of trails and/or open space.

Quantity – Between the Snoqualmie Valley Trail, the trails along the Tolt River and some portions of the Snoqualmie River, as well as Evacuation Trail, and the trails and open space within Loutsis Park and Valley Memorial Park, Carnation residents are well-served by trails and open space.

Quality – Most of the trails are well-maintained. Pedestrian improvements as part of City street improvements would help improve the overall quality of pedestrian environment in the City. Improvements are also needed to complete the missing links as described below. The trails within City parks are in some cases not well developed or could be improved.

Distribution and Access – As noted above, most City residents are within walking distance of the City’s looped trail system and/or open space. Access improvements to the trails for equestrians have also been requested.

Summary of needs for Trails, natural areas and open space:

- Create a paved trail in the eastern treed portion of Valley Memorial park. The trail should be ADA compliant and designed for stroller and tricycles, with benches at strategic locations.
- Develop a pedestrian pathway along Entwistle/NE 45th Street between River’s Edge and 329th Ave NE
- Improve the pedestrian access along the western side of SR203 between NE 40th Street and the pathway in Tolt McDonald Park in front of Mariner’s Field.
- Work with King County to close the gap in access along the Tolt Levee
- Work with King County to complete a trail system along the Snoqualmie River to link to the Chinook Bend natural area.
- Signage to show horse trailer parking along Milwaukee would also improve access to the trails for equestrians.

IV PARKS CAPITAL IMPROVEMENT PLAN (CIP)

A Parks Capital Improvements Program (CIP), is shown in Table P-5 and was developed based on input from the public regarding what recreational and parks facilities the community members want, coupled with the levels of service deficiencies that were in evidence based on the RCO Standards and the inventory of parks. The CIP provides preliminary costs of needed parks improvements to provide adequate parklands and facilities to serve the City’s projected growth of the next twenty years.

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SUMMARY OF NEEDS BY PARK TYPE

General descriptions are provided of required improvements for each type of park facility that would be necessary to meet the parks and recreation needs to serve future development, as determined in the above Level of Service analysis.

Mini-parks

Fred Hockert Park: Hockert Park is in the center of town, adjacent to the Farmer's Market and near Tolt Commons, and is the most popular play area in the City. The play equipment is in poor condition and requires replacement. The site also needs play equipment that is specifically designed for toddlers as the City's demographic profile shows a significant presence of families with young children. The playground is not currently ADA or safety compliant, which will require replacement of the surfacing and the creation of ADA compliant access ramps as well as changes in fall zones and the dimensions between structures and hard surfaces. While Hockert Park is located within the Northeast Quadrant, its central location maximizes access for the community as a whole. However, SR203 provides a significant barrier to pedestrians, especially for families with small children, which makes the requirement for a mini-park to serve the western quadrants more important.

Planned improvements:

- New play structures
- Toddler play structure
- New swing set
- New surfaces under the play structures
- Replace merry-go-round

West Side Park: This small undeveloped site is ideal for a small pocket play and picnic park within the western side of the City. Minimal grading would be required on this flat site. This is the only mini-park west of SR203; play structures for toddlers would provide families with small children an opportunity for recreation without crossing SR203. As West Side Park is also close to the Senior Center, recreation opportunities attractive to seniors was also a consideration.

Planned improvements:

- fence
- small shelter with picnic tables, barbeque grill
- toddler play structure
- horseshoe play area

River's Edge Park: This mini-park primarily serves the River's Edge neighborhood. A small picnic shelter could be added to the picnic tables and grills.

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Planned improvements:

- shelter for picnic tables
- new fence
- other as desired by the neighborhood

FUTURE PARKS IN THE PAA AND NORTHEASTERN PART OF THE CITY

These parks will become necessary as new areas of the City are developed.

Planned improvements:

- play structures
- picnic tables

Neighborhood parks

Valley Memorial Park: This 7 acre park is beautifully forested, and has a strong historic character including a memorial to veterans. Recent improvements by a citizens group, the Friends of Valley Memorial Park, include a major clean up and a new play structure. The Friends also plan to build a shelter over the picnic tables. Further improvements include re-surfacing the tennis courts, adding a basketball court, adding some improvements to the skatebowl, adding play structures for toddlers, adding a swing set, providing a more formal treatment of the Memorial, with a paved area and landscaping, and improving the access way and reconfiguring and paving the parking lot. Plans for the treed area to the south include some selective clearing of trees and adding a 5' asphalt pathway with pull-outs and benches. The loop would be ADA compliant and would be easily used by families with strollers and kids on tricycles.

Planned improvements:

- Shelter for picnic tables
- Re-finish tennis courts
- Add a basketball court
- Toddler structure
- Looped trail
- Reconfigure and pave parking lot
- Skatebowl improvements

Loutsis Park: Loutsis Park will require substantial thinning of the trees, as well as improvements to the parking area and landscaping along the western boundary to provide better screening for abutting residences. A fitness Course could be added along the Snoqualmie Trail.

Planned improvements:

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- Pave parking lot
- Landscaping along western property line
- Fitness course

Special Use Parks

Carnation Market Square: The City has partnered with the USDA and the Sno-Valley Tilth to develop the city-owned 7,500 square foot parcel at the corner of Bird Street and Stossel Avenue for a Community shelter. The project allows the Farmer's Market to extend later into the fall and perhaps be used in the winter. The shelter is open to the public on non-market days and could provide picnic and outdoor cooking opportunities.

Tolt Commons. Renovation of this small public garden across the street from City Hall was done by volunteers in the spring of 2008. Further planting improvements should be implemented. The plantings for this park should continue to model water wise gardening by using xeriscape.

With important community facilities anchoring it (the Senior Center at one end and Hockert Park at the other) Bird Street has been identified as a possible location for town center type facilities. The Farmer's Market, July 4th celebration and Christmas in Carnation make use of Bird Street as the City's festival location. As several properties along Bird Street are vacant, land acquisition in the area would be possible to support the town center concept.

Planned improvements:

- Add picnic tables and grill at Community Shelter
- Acquire land along Bird Street between Tolt Commons and the Community Shelter

Linear Parks and Trail System

Tolt River Levee Trail. Carnation has an opportunity to create an outstanding river trail with a continuous connected trail along King County parklands to the Snoqualmie River and all along the City UGA and connecting to the Entwistle trail on the east. Acquisition or an easement crossing 2 private parcels of land (where the levee is currently gated) would be required. It is noted that the current landowner's are not interested in selling or allowing an easement for public access, but public access across this blockage has been supported by the public and the City should work cooperatively with King County towards completing this trail. The Tolt River Corridor Study undertaken by King County is evaluating possible levee setbacks along the Tolt River within City jurisdiction. If these proposals move forward, the City should work with King County to incorporate trails into the new levees.

Snoqualmie River Trails. The existing King County parks provide great trails that should be better connected to the City's existing and proposed non motorized trail

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system. Recently the City completed the connection to the public pathway along the northern boundary of the wastewater treatment plant. This existing trail meets a recently completed trail on property owned by the City of Carnation that connects to Tolt McDonald Park.

Planned Trail improvements:

- Pedestrian pathway on Entwistle/NE 45th
- Sidewalk on SR203 south of NE 40th
- Signage
- Bicycle parking
- Work with King County to complete access along the Rivers

**Table P-5
Capital Improvements Plan**

	2012 Cost Estimates	Phase 1 2015-2021	Phase 2 2022-2028	Phase 3 2029-2035
Hockert Park				
Replace play structure	\$150,000	\$163,500		
Toddler structure	\$20,000	\$21,800		
New swing set	\$10,000	\$10,900		
New Climbing structure	\$6,000	\$6,540		
Merry go round	\$10,000		\$13,000	
Add a picnic table	\$3,000		\$3,900	
	\$199,000			
Valley Memorial Park				
Re-finish tennis/basketball courts	\$20,000	\$21,800		
Picnic structure	\$64,000	\$69,760		
Looped trail	\$37,500	\$40,875		
Basketball hoop	\$3,000	\$3,270		
Toddler structure	\$20,000	\$21,800		
Reconfigure/pave parking lot 18 spaces	\$40,600		\$52,780	
Skatebowl improvements	\$40,000		\$52,000	
BMX viewing/picnic area	\$4,000	\$4,360		
	\$229,100			
Tolt Commons/Community Shelter				
Picnic tables	\$6,000	\$6,540		
Grills	\$2,000	\$2,180		
Land acquisition between Commons + Shelter	\$56,250	\$61,313		
Land acquisition between Commons + Shelter	\$142,650		\$185,445	
	\$183,125			
River's Edge Park				
New Fence	\$10,000		\$13,000	
Other improvements desired by neighborhood	\$50,000		\$65,000	
	\$60,000			
Loutsis Park				

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	2012 Cost Estimates	Phase 1 2015-2021	Phase 2 2022-2028	Phase 3 2029-2035
Landscape screen along western boundary	\$15,000	\$16,350		
Fitness course	\$40,000		\$52,000	
Pave parking lot	\$44,000		\$57,200	
	\$99,000		\$109,200	
West Side Park				
Site work	\$10,000		\$13,000	
Fence:	\$12,160		\$15,808	
Play structure(s)	\$50,000		\$65,000	
Picnic table	\$3,000			\$4,440
Grill	\$1,000			\$1,480
Open sided structure	\$16,000			\$23,680
	\$92,160			
Trails system				
Pathway on Entwistle/NE 45th				
Sidewalk on SR203 west side s. of NE 40th	\$20,000	\$21,800		
Work with King County on Tolt Levee Trail				
Work with King County on Snoqualmie River Trail				
Signage	\$50,000	\$54,500		
Bicycle racks 10 in CBD/SC zones	\$12,000	\$13,080		
	\$82,000			
New Mini-parks				
	\$300,000			
In PAA west of SR203	\$150,000			\$222,000
Northeastern development	\$150,000			\$222,000
		Phase 1	Phase 2	Phase 3
Total in 2012 Dollars	\$1,268,160			
Totals	\$1,711,301	\$540,368	\$697,333	\$473,600

FUNDING OPTIONS

City of Carnation revenue is obtained from a combination of taxes, license and permit fees, state and federal grants, user service charges, fines and forfeits, miscellaneous interest earnings and sales, and pass-through federal revenue sharing monies. Major funding sources for park and recreation facilities can include property taxes, general obligation bonds, real estate excise taxes, grants, and pass-through monies. The City also imposes a park impact fee of a specified dollar amount on residential developers for each residential unit constructed.

Potential Revenue Sources

Some of the potential funding sources for new park and recreation development in Carnation may include the following:

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Park Impact Fees – Park impact fees are typically collected when a new residential development is constructed (to provide for recreational opportunities for new residents of the development). The City of Carnation imposes an impact fee for each new residential unit built in the city. Impact fees may be spent only on system improvements needed to serve new growth and development.

User/Concession Fees – User fees (e.g., daily, league, seasonal, annual, and/or resident fees, among others) are typically charged for use of park and recreation facilities. Concession fees are collected from private businesses (concessionaires) who operate recreation-support services (e.g., food/beverage stands, equipment rentals, etc.) at park and recreation facilities. User and/or concession fees may be used to purchase land, develop, operate, and maintain facilities.

Special Use Agreements — Special use agreements are encouraged such as property agreements that could be used instead of property purchases to secure public use rights for land or property at no cost or for a nominal fee. This is particularly beneficial where public use is of benefit to the private landowner. Some forms of special use agreements can provide favorable tax benefits if the use agreement can be shown to have an assigned value.

Public-Private Partnerships – Public-private partnerships are typically defined as cooperative ventures between the public and private sectors (e.g., corporations, non-profit organizations, citizen groups, etc.). For park and recreation departments, public-private partnerships may include corporate sponsorships, staffing, and/or facility management, among others.

Public/Private Service Contracts - Private market skills and capital may be employed in a variety of ways including the use of public/privates service contracts where a private party can be contracted to operate and maintain a facility for a fixed fee cost. Service contracts can be very efficient where the activities are small, scattered in location, seasonal, expert or experimental. Service contracts are also relatively easy to initiate or terminate if the area demand fails to provide sufficient use or revenue to justify continued operation. Service contracts may be flexible and can include agreements with the school district or local user groups who can or would be interested in sustaining the activity on a subsidized or sweat-equity basis in exchange for the facility.

Public/Private Concessions – Cities may lease a portion of a site or facility to a private party in exchange for a fixed fee or a percentage of gross receipts. The private operator assumes operation and maintenance responsibilities and costs in exchange for a profit. A city's portion of the profits may be used to help pay facility development costs at the same of for similar facility developments. Concessions can save the City considerable monies where the activities are specialized, seasonal, experimental or unproven. Concessions can be easily initiated, provide

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direct user benefit/cost reimbursements and relieve the city of a capital risk should market or user interest fail to materialize to at least break-even levels.

Public/Private Joint Development Ventures – Cities may enter into an agreement with a private or public developer to jointly own or lease land for an extended period of time to allow the development, operation and maintenance of a major recreational facility or activity in exchange for a fixed lease cost or a percentage of gross receipts. A developer would assume development and operations and maintenance responsibilities and related costs and all of the market risk in exchange for a market opportunity providing a profitable return, which may or may not otherwise be available. A city would realize the desired development of a facility, which may or may not be realized otherwise, in exchange for a low minimum capital return and little or no capital risk.

Joint development agreements represent an ultimate benefit/cost resolution which may also provide public revenue which a city could use for other development opportunities.

Land Leases – There are instances where an activity is so specialized in appeal, or has a service area so broad in scope, that it cannot be equitably financed using general public funds. Specialized user groups may be provided options for developing and/or maintaining specific recreation facilities in ways that provide an equitable distribution of public and private costs. User groups or clubs may assume the responsibility for the development and/or operation and maintenance of a facility. User groups or clubs may provide volunteer help. Land lease agreements may also be used to accommodate organized athletics such as soccer, baseball, football, softball and rugby; or unique, specialized facilities like horse stables or equestrian centers.

Taxation –

- *Special Improvement Districts (SID) Park District* – Funds for these districts may be generated through property tax assessments and/or financed through bonds. These funds may be used for specific projects or improvements to parkland. This type of district is often created as part of a subdivision process.
- *General Obligation Bonds* – General obligation bonds may be used to generate funds for use in acquiring land, improving/enhancing existing facilities, and developing new park facilities. Bonds often enable a city to utilize local funds to match state and federal grant funding and are one of the most common funding sources for new and/or improved park and recreation facilities.

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Sales Tax – Funds from increased sales and local option taxes can be used to fund park and recreation improvements and for land acquisition.

Real Estate Excise Tax (REET) – The State of Washington is authorized to levy a real estate excise tax on all sales of real estate, measured by the full selling price, including the amount of any liens, mortgages and other debts given to secure the purchase at a rate of 1.28 percent (RCW 82.45.060). A locally-imposed tax may also be authorized. All cities may levy a quarter percent tax (described as "the first quarter percent of the real estate excise tax" or "REET 1") (RCW 82.46.010). Cities that are conducting planning under GMA also have the authority to levy a second quarter percent tax (known as "REET 2") (RCW 82.46.035(2)).

Grants – There are some park and recreation-specific grant opportunities available to local communities. However, funding for these grants changes on an annual basis, based on state and federal budgets. Most grants require a local funding match. In Washington, many grants are administered by the RCO.

Donations - Donations to municipalities may provide tax deductions equivalent to 501(c)3 corporations. Life estates and reverse mortgages are examples of other donation strategies that may help fund park and recreation facilities.

Funding Strategies

In considering various park and recreation revenue sources as described above, funding sources should generally be matched to specific needs in order to avoid duplication and to take advantage of each fund's specific possibilities. For example, specific funding strategies may include:

Park and Recreation Program Services - Individual user fees and charges should generally be used to help finance recreation programs or services to the maximum extent practicable to provide cost/benefit equities and efficiencies. General funds may be used to help cover situations where fees cannot be readily collected, as in most special events; or where fees do not cover all operating costs of a program or service.

Facility Operation, Maintenance and Minor Construction - General funds should typically be used to help fund the operations and maintenance costs for park facilities and recreation activities that cannot be financed by user fees and charges, or be financed with other funding methods. General funds are flexible and can be adjusted to meet annual programming variations or priorities.

Facility Development - Capital improvements, including property acquisition, can be funded through the general fund, real estate excise taxes, park impact fees, or other funding sources as discussed above.

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IV. GOALS AND POLICIES

FRAMEWORK GOALS

In discussions with the community, City Council and the Park Board at several meetings, the following broad themes were described as priorities to guide this plan:

- Promote community interaction by supporting gathering places, open spaces, and parks and recreation.
- Expand trail linkages to further connect neighborhoods to regional public open spaces, farms, rivers and lakes.
- Explore creation of a Park & Recreation District with neighboring municipalities to enable funding mechanisms for park, trail and open space system enhancement.

GOAL P1

Assure that park and recreation land and improvements are provided to accommodate the demand of the future

Policy P1.1 The City will protect and conserve its existing park lands to assure that there is an adequate supply of park and recreation facilities to meet current and future park needs.

Policy P1.2 The City will continue to implement a park impact fee ordinance. Emphasis should be placed on payment in lieu of receipt of undeveloped land.

Policy P1.3 The City will apply for appropriate, available grants to develop needed park, recreational and trail facilities, and park programs.

Policy P1.4 The City will endeavor to develop multi-use parks to serve a broad range of interests and demands.

Policy P1.5 The City will continue cooperation with King County and other public and private entities to encourage and promote the development of needed park facilities and open space. The City will work to secure cooperative agreements with King County if they elect to surplus major regional facilities or real property.

Policy P1.6 The City shall facilitate and encourage public input for park development.

Policy P1.7 The City shall pursue a network of paths, trails, and sidewalks to connect public spaces.

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Policy P1.8 To meet the needs for current and future residents, emphasize the need to develop existing undeveloped parkland rather than obtaining new small parcels, unless these are used appropriately for pocket parks to serve new or underserved residential areas.

GOAL P2

To assure that parks are adequately maintained and operated to meet the interests and needs of Carnation residents.

Policy P2.1 The City will endeavor to maintain the City's park system to assure that parks remain clean, safe, inviting and usable.

Policy P2.2 The City will encourage the use of volunteers and community support in the care and development of city parks.

GOAL P3

Encourage the development of parklands that reflect and promote the vision for Carnation which values its natural environment, rural heritage and sense of community.

Policy P3.1 Encourage the use of design and landscaping that mimics the historic natural environment, and utilizes Best Conservation Practices (BMPs).

Policy P3.2 Promote a strong sense of community through the development of pedestrian trails and paths that link neighborhoods to each other and to parks and open spaces.

Policy P3.3. Offer a destination for visitors to Carnation to bike, walk and enjoy a respite from more urbanized areas.

Policy P3.4 Pursue funding to acquire additional land for civic functions especially along Bird Street.

Policy P3.5 Establish gateways into town at south (Tolt River Bridge) and north edge of UGA.

Policy P3.6 Pursue enhanced public access from neighborhoods to existing parks, especially the Tolt MacDonald Park, the Snoqualmie Valley Trail, and Tolt and Snoqualmie Rivers.

Policy P3.7 Seek partnerships to develop other recreation opportunities, possibly at the City owned parcel south of the new sewer plant.

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ACTION POLICIES

- Policy PA.1 Review and modify the park & recreation mitigation program as necessary to comply with state law.
- Policy PA.2 Establish parks and recreational level of service guidelines based on total population, usage patterns, growth predictions and population densities.
- Policy PA.3 Update fees or charges for specialized services or programs and/or certain facilities on an annual basis.
- Policy PA.4 Develop maintenance guidelines for use as a planning and budgetary tool to efficiently allocate resources (both labor and equipment).
- Policy PA.5 Work with local citizen groups that have come together to improve Carnation's parks. Encourage the private sector and semi-public organizations to increase their expenditures for public recreation facilities and opportunities in Carnation.
- Policy PA.6 Continue efforts to fund renovation and development of existing parkland.