Kitsap County Department of Community Development

Administrative
Staff Report

Report Date: 3/4/2025 **Application Submittal Date:** 10/21/2021
Application Complete Date: 10/28/2021

Project Name: Simpkinson Cable Lift
Type of Application: Shoreline Substantial Development Permit (SSDP)
Permit Number: 21-05424

Project Location
15299 Olympic View Loop Road NW
Silverdale, WA 98383
Commissioner District 3

Assessor's Account #
362601-4-022-1001

Applicant/Owner of Record
Douglas and Laurie Simpkinson
15299 Olympic View Loop Road NW
Silverdale, WA 98383

Decision Summary
Approved subject to conditions listed under section 13 of this report.

VICINITY MAP

1. **Background**
   The subject property is located Central Kitsap along the Hood Canal within the Rural Conservancy shoreline designation. Trams are not considered a normal appurtenance of a single-family residence, and an approved shoreline substantial development permit is required per KCC 22.500.
   The upper landing is a 193.5-square-foot structure, with a portion located within the reduced standard buffer zone, and a 30-square-foot lower anchor landing pad with safety railings, entirely within the reduced standard buffer. The proposed cable car, measuring 15.9 square feet, will be primarily stored at the top anchor. Vegetation clearing will be limited to one foot around the upper landing structure and 2.5 feet around the lower landing platform.

2. **Project Request**
   The applicant requests approval to construct a new cable lift structure extending from the top of the slope to the existing concrete bulkhead.

3. SEPA (State Environmental Policy Act)

The project is SEPA Exempt under KCC 18.04.090.A.5.b State Environmental Policy Act: Up to one hundred fifty cubic yards of grading if the proposal is located on property subject to the provisions in Title 22, Shoreline Management Master Program.

4. Physical Characteristics

The 6.42-acre rectangular parcel gently slopes from the east down to the west where a steep slope exists down to the shoreline of the Hood Canal. Mature trees exists on a majority of the parcel.

Table 1 - Comprehensive Plan Designation and Zoning

Comprehensive Plan: Rural Residential Zone: Rural Residential	Standard	Proposed
Minimum Density	N/A	NA
Maximum Density	1 dwelling unit per 5 acres	
Minimum Lot Size	5 acres	NA
Maximum Lot Size	NA	NA
Minimum Lot Width	140 feet	NA
Minimum Lot Depth	140 feet	NA
Maximum Height	35 feet	NA
Maximum Impervious Surface Coverage	NA	NA
Maximum Lot Coverage	NA	NA

Staff Comment: No changes to the lot configuration, size, density, or impervious surface coverage are proposed.

Table 2 - Setback for Zoning District

	Standard	Proposed
Front (East)	50’	Exceeds zoning setback
Side (North)	20’	Exceeds zoning setback
Side (South)	20’	Exceeds zoning setback
Rear (West)	Standard Buffer: 130’ Shoreline Buffer, plus 15’ ft building setback Reduced Standard Buffer: 100’ Shoreline Buffer, plus 15’ building setback	Upper anchor is between the reduced standard buffer and the standard buffer, ~120 feet Landing is near Ordinary High Water on bulkhead

Table 3 - Surrounding Land Use and Zoning

Surrounding Property	Land Use	Zoning
North	Single-family residence	Rural Residential
South	Single-family residence	Rural Residential
East	Single-family residence	Rural Residential
West		Shoreline

Table 4 - Public Utilities and Services

	Provider
Water	Kitsap PUD #1
Power	Puget Sound Energy
Sewer	Kitsap County
Police	Kitsap County Sheriff
Fire	Central Kitsap Fire & Rescue
School	Central Kitsap School District

5. Access

Olympic View Loop Road, a county maintained right of way, provides direct access to the project site.

6. Site Design

The application proposes a tram that will serve an existing single family residence located on the western portion of the site.

7. Policies and Regulations Applicable to the Subject Proposal

The Growth Management Act of the State of Washington, RCW 36.70A, requires that the County adopt a Comprehensive Plan, and then implement that plan by adopting development regulations. The development regulations must be consistent with the Comprehensive Plan. The Comprehensive Plan process includes public involvement as required by law, so that those who are impacted by development regulations have an opportunity to help shape the Comprehensive Plan which is then used to prepare development regulations.

Kitsap County Comprehensive Plan, adopted June 30, 2016 and amended in 2020.

The following Comprehensive Plan goals and policies are most relevant to this application:

Chapter 3- Environment, incorporates by reference the goals and policies of the Kitsap County Shoreline Master Program.

Land Use Policy 51: Permit residential uses in rural areas consistent with the planned rural character of the surrounding area.

Policy SH-1. Protect and conserve shoreline areas that are ecologically intact and minimally developed or degraded. Develop incentives and regulations for privately owned shorelines that will protect and conserve these areas while allowing reasonable and appropriate development.

Policy SH-2. Recognize that nearly all shorelines, even substantially developed or degraded areas, retain important ecological functions.

Policy SH-4. Permitted uses and developments should be designed and conducted in a manner that protects the current ecological condition and prevents or mitigates adverse impacts. Mitigation measures shall be applied in the following sequence of steps listed in order of priority:

1. Avoid the impact altogether by not taking a certain action or parts of an action.
2. Minimize impacts by limiting the degree or magnitude of the action and its implementation by using appropriate technology or by taking affirmative steps to avoid or reduce impacts.
3. Rectify the impact by repairing, rehabilitating, or restoring the affected environment.
4. Reduce or eliminate the impact over time by preservation and maintenance operations.
5. Compensate for the impact by replacing, enhancing, or providing substitute resources or environments, including utilization of the in-lieu fee process where appropriate; and
6. Monitor the impact and the mitigation projects and take appropriate corrective measures.

Policy SH-7. In assessing the potential for new uses and developments to impact ecological functions and processes, the following should be considered:

1. On-site and off-site impacts.
2. Immediate and long-term impacts.
3. Cumulative impacts, from both current and reasonably foreseeable future actions, resulting from the project; and
4. Any mitigation measures or beneficial effects of established regulatory programs to offset impacts.

Policy SH-8. Critical areas in the shoreline jurisdiction shall be protected in a manner that results in no net loss to shoreline ecological functions. Pursuant to RCW 36.70A.030(5), critical areas include:

1. Wetlands.
2. Frequently flooded areas.

3. Fish and wildlife habitat conservation areas.
4. Geologically hazardous areas.
5. Critical aquifer recharge areas.

Policy SH-9. Preserve native plant communities on marine, river, lake, and wetland shorelines to maintain shoreline ecological functions and processes, development along the shoreline should result in minimal direct, indirect, or cumulative impacts. This includes:

1. Keeping overhanging vegetation intact along the shoreline edge to provide shading and other ecological functions.
2. Preserving established areas of native plants and minimizing clearing and grading near bluff edges and other erosion or landslide-prone areas in order to maintain slope stability and prevent excess surface erosion and stormwater runoff.
3. Designing and placing structures and associated development in areas that avoid disturbance of established native plants, especially trees and shrubs; and
4. Removal of noxious weeds in accordance with WAC 16-750-020.

Policy SH-10. Shoreline landowners are encouraged to preserve and enhance native woody vegetation and native groundcovers to stabilize soils and provide habitat. When shoreline uses or modifications require a planting plan, maintaining native plant communities, replacing noxious weeds, and avoiding installation of ornamental plants are preferred. Nonnative vegetation requiring use of fertilizers, herbicides/pesticides, or summer watering is discouraged.

Policy SH-21. Give preference to water-dependent uses and single-family residential uses that are consistent with preservation of shoreline ecological functions and processes. Secondary preference should be given to water-related, and water-enjoyment uses. Non-water-oriented uses should be limited to those locations where the above-described uses are inappropriate or where non-water-oriented uses demonstrably contribute to the objectives of the Act. For use preference within shorelines of statewide significance, see Section 22.300.145(B).

Policy SH-23. Through appropriate site planning and use of the most current, accurate and complete scientific and technical information available, shoreline use, and development should be located and designed to avoid the need for shoreline stabilization or actions that would result in a net loss of shoreline ecological functions.

The County's development regulations are contained within the Kitsap County Code. The following development regulations are most relevant to this application:

Code Reference	Subject
Title 12	Storm Water Drainage
Title 13	Water and Sewers
Title 14	Buildings and Construction

Title 17	Zoning
Chapter 18.04	State Environmental Policy Act (SEPA)
Chapter 20.04	Transportation Facilities Concurrency Ordinance
Chapter 21.04	Land Use and Development Procedures
Title 22	Shoreline Master Program

8. Documents Consulted in the Analysis

Applicant Submittals	Dated or date stamped
SSDP Application	October 11, 2021
Geotechnical Report	September 13, 2021
Geotechnical Addendum	September 23, 2022
Habitat Management and Mitigation Plan	October 11, 2021
JARPA	October 11, 2021
SEPA checklist	October 11, 2021
Revised Site Plan	July 27, 2023
Site Photos	October 11, 2021
Revised HMP	March 19, 2024

9. Public Outreach and Comments

The Notice of Application and SEPA Comment Period were published on May 22, 2022. No comments were received.

10. Analysis

a. Planning/Zoning

The proposal is within the Rural Residential zone and meets the respective setbacks for the zone. Please see Table 2.

b. Lighting

Lighting was not analyzed as part of this proposal and is not required.

c. Off-Street Parking

Parking requirements are not applicable to this proposal. No parking is proposed to be added or removed.

Table 5 - Parking Table

Use Identified in 17.490.030	Standard	Required Spaces	Proposed Spaces/Existing Spaces
NA	NA	NA	NA
Total			NA

d. Signage

Not applicable. Signage is not proposed and is not required.

e. Landscaping

The project is outside of the required shoreline buffer area. No additional landscaping is proposed or required.

Table 6 - Landscaping Table

	Required	Proposed
Required Landscaping (Sq. Ft) 15% of Site		
Required Buffer(s) 17.500.025		
North	NA	NA
South	NA	NA
East	NA	NA
West	NA	NA
Street Trees	NA	NA

f. Frontage Improvements

Not applicable. Frontage improvements are neither proposed nor required as part of this project.

g. Design Districts/Requirements

Not applicable. Project is not within a design district.

h. Development Engineering/Stormwater

Development Engineering has reviewed and approved the project, as proposed. Stormwater review will occur at time of building permit.

i. Environmental

Per KCC Trams may be permitted in the shoreline jurisdiction, subject to the permitting requirements of Chapter 22.500. Trams are not considered appurtenances under this section. They are prohibited in the aquatic and natural shoreline environment designations. The project parcel includes a rural conservancy jurisdiction which includes an 130-foot standard buffer requirement.

The following development standards apply:

1. Tram landings may not exceed one hundred square feet each (within the shoreline buffer).

Staff Comment: The upper tram landing measures 53.2 square feet and is located outside the standard 130-foot shoreline buffer for the Rural Conservancy shoreline designation. The lower tram landing, situated near the bulkhead and shoreline, is 30 square feet. Both landings comply with the requirement of remaining under 100 square feet.

2. The width of a clearing for a tram shall be a maximum of five feet on either side of the tram, with a maximum clearing corridor of fifteen feet.

   Staff Comment: The proposed clearing includes a one-foot clearance around the upper structure and a two-and-a-half-foot clearance around the lower landing platform. The designated clearing area contains existing non-native vegetation and complies with the established clearing limitation requirements.

3. The installation of a tram shall be limited only to geologically hazardous areas as defined in Chapter 19.400 and subject to "special studies" as outlined in Section 22.700.120.

   Staff Comment: There was a Geotechnical Report submitted prepared by Coastal Solutions dated September 13, 2021 with an addendum September 23, 2022. The original reports concluded, "despite the presence of surficial landslide activity and settlement behind the bulkhead, the cable tram system as proposed is feasible from a geotechnical engineering perspective." The reports also provided the follow recommendations:

   Field observations confirm that the proposed cable tram system is feasible, provided that appropriate landslide mitigation measures are implemented. To minimize the risk of future surficial landslide activity affecting the upper landing, a deep foundation system with a counterweighted cantilever system anchor is recommended. The lower landing should also be supported by a deep foundation system to penetrate fill soils placed behind the bulkhead.

   To mitigate erosion risks impacting the upper landing and the fill soils behind the seawall at the lower landing, the following measures are recommended:

   - *The upper cantilevered system should incorporate a grade beam placed at least six feet back from the top of the slope, supported by driven steel pipe piles. Two-inch steel piles driven to refusal can provide a maximum allowable vertical capacity of 4 kips (2 tons). Refusal is defined as less than one inch of penetration per minute of continuous*

driving using a 90-pound jackhammer. Pin piles may also be used closer to the bluff in compression as part of the cantilever system.

- *For the upper anchor, a maximum allowable soil bearing capacity of 3,000 pounds per square foot should be used for design. A passive pressure of 250 pounds per cubic foot (pcf) should be applied against the western side of the anchor block for compacted backfill, which can be increased to 400 pcf if the block is poured neat to the excavation sidewall. These passive pressures require a minimum of 10 horizontal feet of soil between the western edge of the anchor and the bluff face.*

- *The lower landing should be founded on two-inch driven steel pipe piles that extend through the fill soils and colluvium behind the bulkhead. It should also be positioned to allow ongoing landslide debris from the slope to move without affecting the lift's function. If this is not feasible, the design should accommodate ongoing maintenance and potential repairs to the lower landing in the event of future landslide activity.*

The addendum addressed Landslide Considerations and concluded that the current plans propose retaining the existing steel frame from the old tram system, as it does not and will not contribute to adverse slope impacts. Its presence does not alter the original recommendations. The lower landing of the new tram will be located at the top of the bulkhead, approximately 8 to 10 feet west of the slope toe. This flat area will function as a catchment for minor erosion and ongoing landslide activity. Anchored to the bulkhead, the lower landing will provide some resistance to landslide debris but may require repairs following a significant landslide event. The entire tram system, including the upper and lower landings, is classified as a non-habitable structure and may be constructed within a landslide hazard area.

4. Mitigation sequencing must be used to avoid, minimize, and compensate for any impacts; enhancement of shoreline buffer vegetation will be required. See Section 22.700.140, Shoreline mitigation plan, for guidance on minimum submittal requirements.

   Staff Comment: The project avoids impacts by placing the anchors in areas free of vegetation and does not require the removal of native trees or shrubs. Minimization efforts include hand-digging or using a small excavator for the upper anchor hole and hand-digging the lower anchor pad hole. Pin piles will be installed with a portable vibratory tool, and no boats or heavy equipment will be used on the beach. Access to the base of the slope will be via an existing trail. While removal of the inoperable cable lift is not proposed, mitigation through vegetation is preferred. There are

no opportunities to rectify or further reduce impacts. Proposed mitigation will offset the permanent disturbance within the shoreline buffer and the impacts associated with the landing, upper anchor, and designated clearing parameters around the structures. The clearing area includes a one-foot perimeter around the upper landing structure and a 2.5-foot perimeter around the lower landing platform, resulting in 168.6 square feet of impact within the standard buffer zone at a 1:1 ratio and 446.8 square feet within the reduced standard buffer zone at a 2:1 ratio. To compensate, 615.4 square feet of new native plantings will be installed.

In summary, although the project will introduce new impervious surfaces, the proposed mitigation planting will ensure no net loss of on-site ecological functions.

j. Access, Traffic and Roads
The site is accessed off Olympic View Loop Road NW. No impacts to traffic or roads are anticipated.

k. Fire Safety
The Kitsap County Fire Marshal's office has reviewed and approved the project with no conditions.

l. Solid Waste
The proposal does not impact solid waste service.

m. Water/Sewer
Project will not impact existing water and on-site sewage services on site.

n. Kitsap Public Health District
Kitsap Public Health District will review proposal at the building permit phase of the project.

11. Review Authority

The Director has review authority for this Shoreline Substantial Development Permit (SSDP) application under KCC, Sections 17.540.020 and 21.04.100. The Kitsap County Commissioners have determined that this application requires review and approval of the Director. The Director may approve, approve with conditions, or deny a SSDP.

12. Findings

1. The proposal is consistent with the Comprehensive Plan.

2. The proposal complies or will comply with requirements of KCC Title 17 and complies with or will comply with all of the other applicable provisions of Kitsap County Code

and all other applicable regulations, including all applicable development standards and design guidelines, through the imposed conditions outlined in this report.

3. The proposal is not materially detrimental to existing or future uses or property in the immediate vicinity.

4. The proposal is compatible with and incorporates specific features, conditions, or revisions that ensure it responds appropriately to the existing character, appearance, quality or development, and physical characteristics of the subject property and the immediate vicinity.

13. Decision

Based upon the analysis above and the decision criteria found in KCC 17.540.040.A, the Department of Community Development recommends that the Simpkinson Shoreline Substantial Development Permit **approved**, subject to the following conditions:

a. Planning/Zoning

N/A

b. Development Engineering

1. New and/or replaced hard surfaces do not exceed the 2,000 square foot threshold; nor does the project exceed 7,000 square feet of disturbed area. While a formal plan is not required, the applicant must consider all elements required of a stormwater pollution prevention plan and make allowances for managing erosion and sediment discharge on site. Per KCC Title 12, if the project exceeds either of the thresholds noted above, then additional review for stormwater management will be required.

c. Environmental

2. The applicant shall complete an 811 “Call Before You Dig” request prior to any work being performed.

3. Project shall follow the Habitat Management and Mitigation Plan submitted prepared by C3 Environmental dated March 11, 2024. This includes 615.4 sq ft. of new native planting as mitigation to project impacts.

4. Project shall follow the Geotechnical Report submitted prepared by Coastal Solutions dated September 13, 2021, with an addendum September 23, 2022.

5. The installation of a tram shall be limited only to geologically hazardous areas as defined in Chapter 19.400 and subject to “special studies” as outlined in Section 22.700.120.

6. Tram landings may not exceed one hundred square feet each (within the shoreline buffer). The tram is located outside of the required buffer.

7. The width of a clearing for a tram shall be a maximum of five feet on either side of the tram, with a maximum clearing corridor of fifteen feet.

Report prepared by:

Steve Heacock, Staff Planner / Project Lead — 3/4/2025 Date

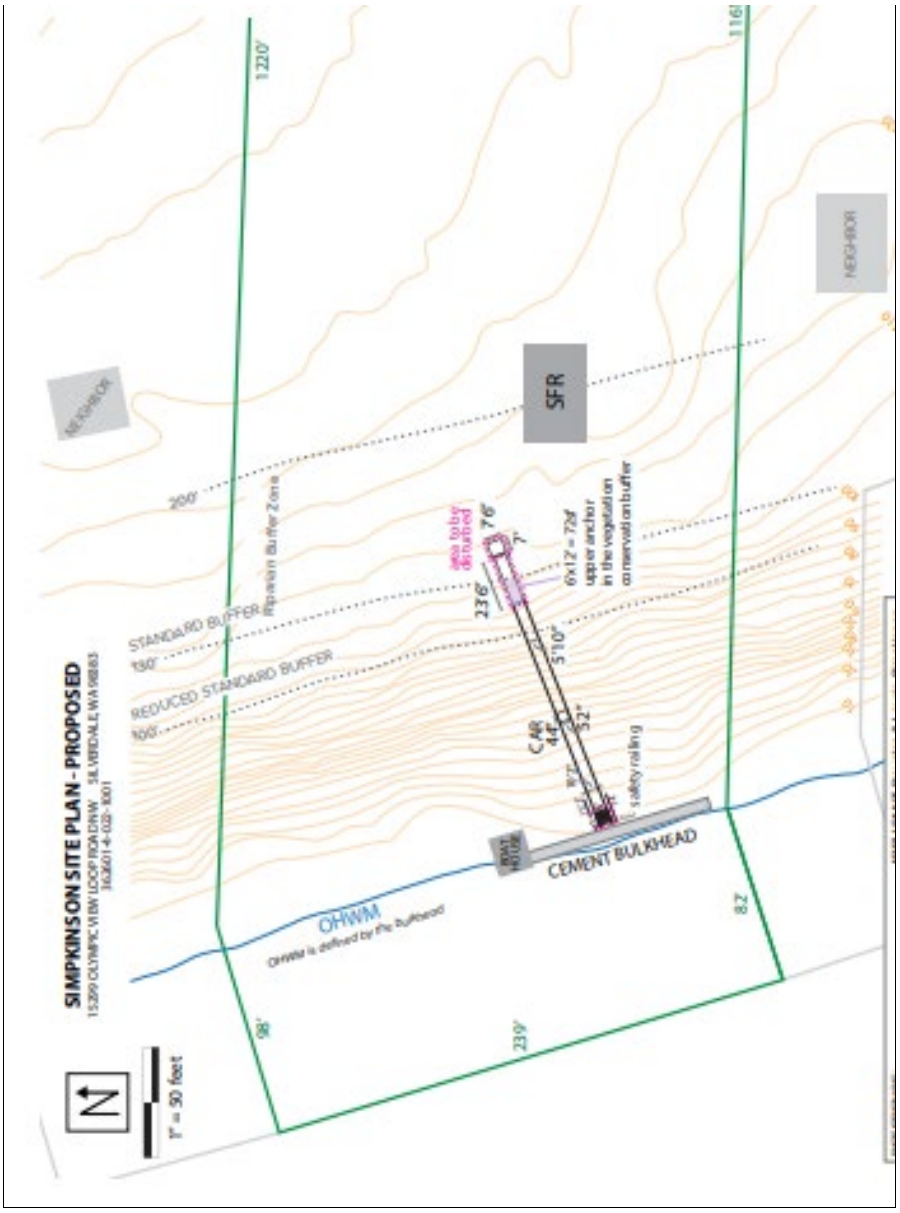
Report approved by:

Darren Gurnee, Planning Supervisor — 3/4/2025 Date

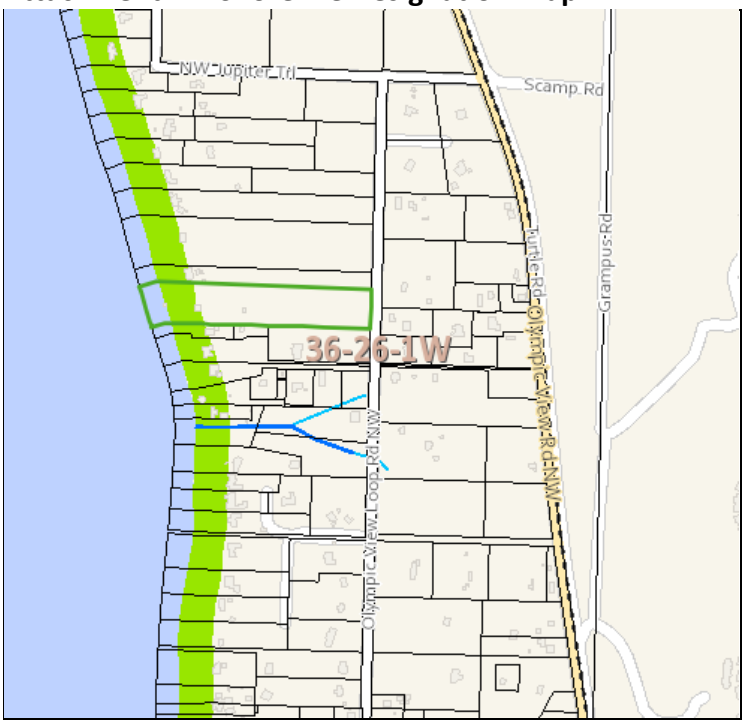
Attachments:
Attachment A – Shoreline Designation Map
Attachment B – Zoning Map (Required)

CC: Applicant/Owner email: Douglas and Laurie Simpkinson, laurieinprint@gmail.com
Project Representative email: Rhonda Peacock, shorelinesolutionswa@gmail.com, LeAnn McDonald, leannm@me.com
Geologist: Coastal Solutions, rob@coastalsolns.com
Interested Parties: N/A
DCD Staff Planner: Steve Heacock

Site Plan


SIMPKINSON SITE PLAN - PROPOSED
SFR
NEIGHBOR
NEIGHBOR
1220'
200'
STANDARD BUFFER
150'
REDUCED STANDARD BUFFER
100'
Riparian Buffer Zone
area to be disturbed
76'
7'
236'
6x12' = 72sf
upper anchor
in the vegetation
conservation buffer
5'10"
CAR
44'
52'
safety railing
CEMENT BULKHEAD
OHWM
OHWM is defined by the bulkhead
82'
98'
239'
1" = 30 feet

Attachment A – Shoreline Designation Map



Attachment B – Zoning Map