



Hearing Examiner Staff Report and Recommendation

Report Date: February 6, 2025
Hearing Date: February 13, 2025

Application Submittal Date: March 15th, 2024
Application Complete Date: April 27th, 2024

Project Name: Roloff - Accessory Dwelling Unit
Type of Application: Conditional Use Permit
Permit Number: 24-01376

Project Location

8516 Orchard Ave SE
Port Orchard, WA 98367
Commissioner District #3

Assessor's Account

212302-2-020-2004

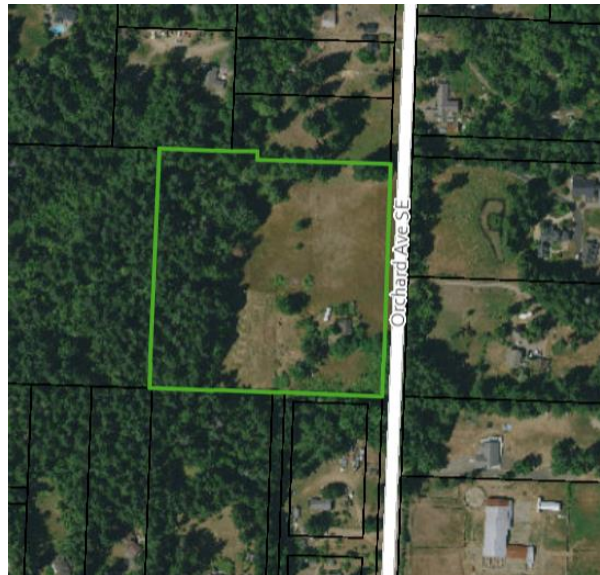
Applicant/Owner of Record

Steven A and Candyce D Roloff
8516 Orchard Ave SE
Port Orchard, WA 98367

Recommendation Summary

Approved subject to conditions listed under Section 13 of this report.

VICINITY MAP



1. Background

The applicants propose to construct a new 2,816 square foot single family residence and convert the existing single-family residence into an 887 square foot accessory dwelling unit (ADU). The ADU will be approximately 128 feet from the proposed single-family residence. ADU will be served by PSE for power, connect to a well, and be served by a septic system.

2. Project Request

The applicants seek approval for a Conditional Use Permit (CUP) to allow the construction of a detached ADU. Kitsap County Code 17.410.042 requires a CUP for a detached ADU in the Rural Residential zone.

3. SEPA (State Environmental Policy Act)

The State Environmental Policy Act (SEPA), found in Chapter 43.21C RCW (Revised Code of Washington), is a state law that requires the County to conduct an environmental impact review of any action that might have a significant, adverse impact on the

environment. The review includes the completion of an Environmental Checklist by the applicant and a review of that checklist by the County. If it is determined that there will be environmental impacts, conditions are imposed upon the applicant to mitigate those impacts below the threshold of “major” environmental impacts. If the impacts cannot be mitigated, an environmental impact statement (EIS) must be prepared. The decision following environmental review, which may result in a Determination of Nonsignificance (DNS), Mitigated DNS, or the necessity for an EIS is called a threshold determination. A separate notice of the threshold determination is given by the County. If it is not appealed, it becomes part of the hearing record as it was issued, since it cannot be changed by the Hearing Examiner.

Pursuant to WAC 197-11-355, the optional DNS process was utilized for this project. The SEPA Comment period previously occurred concurrent with the Notice of Application dated May 17, 2024. A Determination of Nonsignificance (DNS) was issued on December 11, 2024.

The SEPA appeal period expired December 26, 2024. No appeals were filed; therefore, the SEPA determination is final.

4. Physical Characteristics

The square-shaped parcel generally slopes from west to east. Two streams exist on the parcel, one in the southwest corner, and one in the southeast corner. The proposed development occurs outside both stream buffers.

Table 1 - Comprehensive Plan Designation and Zoning

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

Staff Comment: Lot is already existing. No newly created lots within this proposal.

Table 2 - Setback for Zoning District

	Standard	Proposed
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Front (East)	50 feet	87 feet
Side (North)	20 feet	409 feet
Side (South)	20 feet	58 feet
Rear (West)	20 feet	493 feet

Staff Comment: Structure is already existing.

Table 3 - Surrounding Land Use and Zoning

Surrounding Property	Land Use	Zoning
North	Agriculture	Rural Residential
South	Single-Family Residence	Rural Residential
East	Undeveloped Land	Rural Residential
West	Single-Family Residence	Rural Residential

Table 4 - Public Utilities and Services

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

5. Access

Orchard Ave SE, a county-maintained road, provides direct access to the project site.

6. Site Design

The proposal adds a new single-family residence on the northeast portion of the site and converts the existing single-family residence to an ADU, located on the southeastern portion of the site. A driveway from the east serves both the single-family residence and ADU. The project locates septic systems to the west of both the existing and proposed dwelling units. Section 10.a of this report analyzes the site design.

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 (amended in 2018 and 2020).

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

Land Use Policy 50

Limit the designed rural area to low residential densities that can be sustained by minimal infrastructure improvements, cause minimal environmental degradation, and that will not cumulatively create the future necessity or expectation of urban levels of service.

Land Use Policy 51

Permit residential uses in rural areas consistent with the planned rural character of the surrounding area.

Land Use Policy 53

Outside of the Type III Limited Area of More Intensive Rural Development (LAMIRD), limit development only to that which serves rural residential or resource needs and does not draw population from Urban Growth Areas. This policy is implemented through Comprehensive Plan Land Use designation, zoning designation, and zoning code provisions.

Housing, Human Services Goals and Policies

Housing, Human Services Policy 5

Use regulatory strategies to incentivize and provide flexibility for development of affordable and special needs housing.

Housing, Human Services Policy 7

Adopt regulatory changes to allow non-traditional housing types.

Housing, Human Services Policy 11

Promote fair housing to ensure that all residents of Kitsap County have an equal and fair opportunity to obtain safe and sanitary housing suitable to their needs and financial resources, regardless of race, religion, gender, sexual orientation, age, national origin, family status, income, disability, or other protected class.

Housing, Human Services Policy 12

Identify and remove regulatory barriers and limits access to or the provision of a diverse affordable housing supply.

Housing, Human Services Policy 13

Identify and remove impediments to creating housing for harder to house populations.

*Housing, Human Services Policy 14**Disperse affordable housing opportunities throughout the County.*

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)
Title 19	Critical Areas Ordinance
Chapter 20.04	Transportation Facilities Concurrency Ordinance
Chapter 21.04	Land Use and Development Procedures

8. Documents Consulted in the Analysis

A complete index of exhibits is in the project file. To date, the index to the record consists of the following:

9. Public Outreach and Comments

Exhibit #	Document	Dated	Date Received / Accepted
1	STAFF REPORT		
2	Geologic Letter	3/09/2023	4/04/2024
3	SEPA Checklist	3/13/2024	4/04/2024
4	SFR Floor Plan and Elevations		4/04/2024
5	Stormwater Worksheet		4/04/2024
6	Permit Questionnaire Form	3/21/2024	4/04/2024
7	Notice of Application	5/17/2024	
8	ADU Elevations		11/15/2024
9	ADU Floor Plan		11/15/2024
10	Design Narrative		11/15/2024
11	Site Plan	11/08/2024	12/05/2024
12	SEPA Determination	12/11/2024	
13	REVISED Notice of Public Hearing	1/15/2025	
14	Certification of Public Notice	2/03/2025	
15	Staff Presentation		
16	Hearing Sign In		

The Department published a Notice of Application on May 17, 2024. No comments were received.

10. Analysis

a. Planning/Zoning

Kitsap County Code 17.415.015.B: In order to encourage the provision of affordable housing, an accessory dwelling unit (ADU), detached, located outside an urban growth area shall meet the following criteria:

1. Only one ADU shall be allowed per lot;

Staff Comment: Only one ADU is proposed and there are no existing ADUs on the subject property.

2. Owner of the property must reside in either the primary residence or the ADU;

Staff Comment: The owners of the property, Steven A and Candyce D Roloff will reside in the primary residence.

3. The ADU shall not exceed fifty percent of the square footage of the habitable area of the primary residence or nine hundred square feet, whichever is smaller. Dimensions are determined by interior measurements;

Staff Comment: The proposed ADU is 887 square feet with 132 square feet of unconditioned breezeway/storage and the proposed primary residence has 2,816 habitable square feet. The size of the proposed primary residence allows for a 900-square-foot ADU. The proposed ADU is 887 square feet and meets this requirement.

4. The ADU shall be located within one hundred fifty feet of the primary residence or shall be the conversion of an existing detached structure (e.g., garage);

Staff Comment: The proposal locates the ADU 128 ft from the primary residence. The distance meets this requirement.

5. The ADU shall be designed to maintain the appearance of the primary residence;

Staff Comment: The proposed ADU will have the same siding and roof material.

6. All setback requirements for the zone in which the ADU is located shall apply;

Staff Comment: The proposal meets all zoning setbacks.

7. The ADU shall meet the applicable health district standards for water and sewage disposal;

Staff Comment: The Kitsap County Health District approved the site for additional sewage and water supply.

8. No mobile homes or recreational vehicles shall be allowed as an ADU;

Staff Comment: The proposed ADU is stick-built and not a mobile home or recreational vehicle.

9. An ADU shall use the same side-street entrance as the primary residence and shall provide additional off-street parking; and

Staff Comment: The proposed ADU uses the same driveway as the primary residence. In addition, parking for the ADU and primary residences meet the requirements of Kitsap County Code 17.490.030 which requires 4 total spaces. Please see Table 5.

10. An ADU is not permitted on the same lot where an accessory dwelling unit, attached (ADU-A), exists.

Staff Comment: No other ADUs exist on the parcel.

b. Lighting

Lighting is not analyzed for ADU proposals.

c. Off-Street Parking

The project complies with off-street parking requirements. Please see Table 5 below.

Table 5 - Parking Table

Use Identified in 17.490.030	Standard	Required Spaces	Proposed Spaces/Existing Spaces
Single-Family (attached or detached)	3 per unit (for existing primary residence) 1 additional space for accessory dwelling units	3+1 = 4	4 spaces – the area near the single-family residences and the proposed ADU exceed 720 square feet required for 4 parking spaces.
Total			4

d. Signage

No signage was proposed in this application.

e. Landscaping

Landscaping is not analyzed for ADUs.

Table 6 - Landscaping Table

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

f. Frontage Improvements

Frontage improvements are no required for this proposal.

g. Design Districts/Requirements

The subject property is not within a design district.

h. Development Engineering/Stormwater

Development Services and Engineering reviewed and accepts the concepts contained in this preliminary submittal and requires the conditions stated in Section 13 as an element of the land use approval.

i. Environmental

The site is within the buffer for two streams, one in the southwest corner, and one in the southeast corner. The proposal is outside of the stream buffer for both streams. The site is mapped with moderate erosion hazards, the applicant has provided a geologic report to address this hazard. The project is conditioned to follow the recommendations of the report.

j. Access, Traffic and Roads

At building permit application, the applicants will be required to submit a Kitsap County Public Works Form 1601 for issuance of a concurrency certificate, as required by Kitsap County Code 20.04.030, Transportation Concurrency.

k. Fire Safety

Kitsap County Building and Fire Safety Division reviewed and approved the ADU with no conditions.

l. Solid Waste

Solid waste was not reviewed as part of this proposal.

m. Water/Sewer

A well and septic system serve the project.

n. Kitsap Public Health District

Kitsap County Health District approved the project as designed.

11. Review Authority

The Hearing Examiner has review authority for this Conditional Use Permit application under KCC, Sections 17.550.020 and 21.04.100. The Kitsap County Commissioners have determined that this application requires review and approval of the Hearing Examiner. The Hearing Examiner may approve, approve with conditions, or deny a Conditional Use Permit. The Hearing Examiner may also continue the hearing to allow for additional information necessary to make the proper decision. The powers of the Hearing Examiner are at KCC, Chapter 2.10.

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. Recommendation

Based upon the analysis above and the decision criteria discussed in Section 11, the Department of Community Development recommends **approval** subject to the following conditions:

a. Planning/Zoning

1. All required permits shall be obtained prior to commencement of land clearing, construction and/or occupancy.
2. The accessory dwelling unit is subject to the payment of impact fees. Impact fees must be paid at time of permit issuance, or if deferred, must be paid prior to final inspection. No certificate of occupancy will be granted until all impact fees are paid.
3. Any proposed modification (not including cosmetic work such as painting, papering and similar finish work), remodel or expansion of the accessory dwelling unit building, regardless of whether a building permit is required, shall be reviewed by the Department of Community Development and granted approval prior to such modification, expansion, construction and/or issuance of a building permit.
4. Only one accessory dwelling unit shall be permitted on the subject property.
5. The owner of the property must reside in either the primary residence or the accessory dwelling unit and only one of the structures may be rented at any one time.
6. The accessory dwelling unit's (ADU) habitable area shall not exceed 50% of the primary residence or 900 square feet, whichever is smaller. The proposed size of the ADU is 887 square feet. Any future expansion of the ADU will require a building permit and would have to comply with all code requirements in place at the time of the new building permit application.
7. The accessory dwelling unit shall be designed to maintain the appearance of the primary residence.
8. No mobile home or recreational vehicle shall be allowed as an accessory dwelling unit.
9. The accessory dwelling unit shall use the same side street entrance as the primary residence and shall provide one additional off-street parking space.
10. An attached accessory dwelling unit (formerly called accessory living quarters) or guest house is not permitted on the same lot unless the accessory dwelling unit is removed and the ADU-attached or GH complies with all requirements imposed by the Kitsap County Code.
11. A property with a primary residence and an accessory dwelling unit cannot be

segregated to create two separate legal lots unless it complies with all subdivision, zoning and density requirements in place at the time of a complete subdivision application.

12. The accessory dwelling unit cannot be sold separately from the primary residence unless it has legally been segregated onto its own lot.
13. The recipient of any conditional use permit shall file a Notice of Land Use Binder with the county auditor prior to any of the following: initiation of any further site work, issuance of any development/construction permits by the county, or occupancy/use of the subject property or buildings thereon for the use or activity authorized. The Notice of Land Use Binder shall serve both as an acknowledgment of and agreement to abide by the terms and conditions of the conditional use permit and as a notice to prospective purchasers of the existence of the permit. The Binder shall be prepared and recorded by the Department at the applicant's expense.
14. The uses of the subject property are limited to the uses proposed by the applicant and any other uses will be subject to further review pursuant to the requirements of the Kitsap County Code. Unless in conflict with the conditions stated and/or any regulations, all terms and specifications of the application shall be binding conditions of approval. Approval of this project shall not, and is not, to be construed as approval for more extensive or other utilization of the subject property.
15. The authorization granted herein is subject to all applicable federal, state, and local laws, regulations, and ordinances. Compliance with such laws, regulations, and ordinances is a condition to the approvals granted and is a continuing requirement of such approvals. By accepting this/these approvals, the applicant represents that the development and activities allowed will comply with such laws, regulations, and ordinances. If, during the term of the approval granted, the development and activities permitted do not comply with such laws, regulations, or ordinances, the applicant agrees to promptly bring such development or activities into compliance.
16. The decision set forth herein is based upon representations made and exhibits contained in the project application. Any change(s) or deviation(s) in such plans, proposals, or conditions of approval imposed shall be subject to further review and approval of the County and potentially the Hearing Examiner.
17. This Conditional Use Permit approval shall automatically become void if no development permit application is accepted as complete by the Department of Community Development within four years of the Notice of Decision date or

the resolution of any appeals.

18. Any violation of the conditions of approval shall be grounds to initiate revocation of this Conditional Use Permit.

b. Development Engineering

19. Building permits submitted for this development shall include construction plans and profiles for all roads, driveways, storm drainage facilities and appurtenances. No construction shall be started prior to said plan acceptance.

20. Stormwater quantity control, quality treatment, and erosion and sedimentation control shall be designed in accordance with Kitsap County Code Title 12 effective at the time this permit application was deemed fully complete. The submittal documents shall be prepared by a civil engineer licensed in the State of Washington. The fees and submittal requirements shall be in accordance with Kitsap County Code in effect at the time of SDAP application, or Building Permit if an SDAP is not required.

21. If the project proposal is modified from that shown on the site plan approved for this permit application, Development Engineering will require additional review and potentially new conditions.

c. Environmental

22. Project shall follow the recommendations of the Geologic Report prepared by Geo Resources Engineering dated March 9, 2023.

d. Traffic and Roads

23. At building permit application, submit Kitsap County Public Works Form 1601 for issuance of a concurrency certificate, as required by Kitsap County Code 20.04.030, Transportation Concurrency.

e. Fire Safety

None

f. Solid Waste

None

g. Kitsap Public Health District

24. This permit shall comply with all Kitsap Public Health District regulations and conditions of approval.

Report prepared by:

Izzy Lotz

2/6/2025

Izzy Lotz, Associate Planner/ Project Lead

Date

Report approved by:



Darren Gurnee, Current Planning Supervisor

2/6/2025

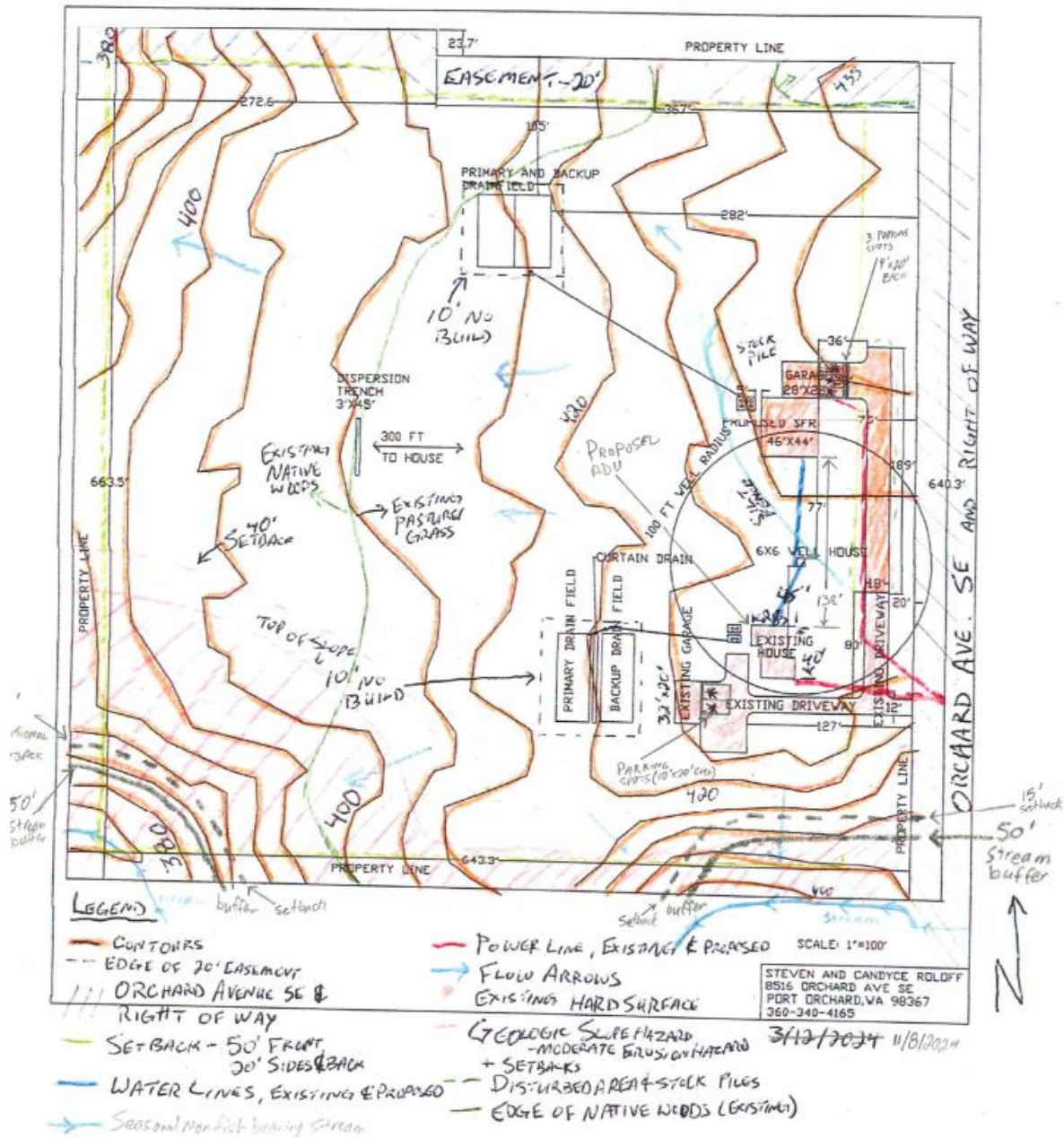
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Attachments:

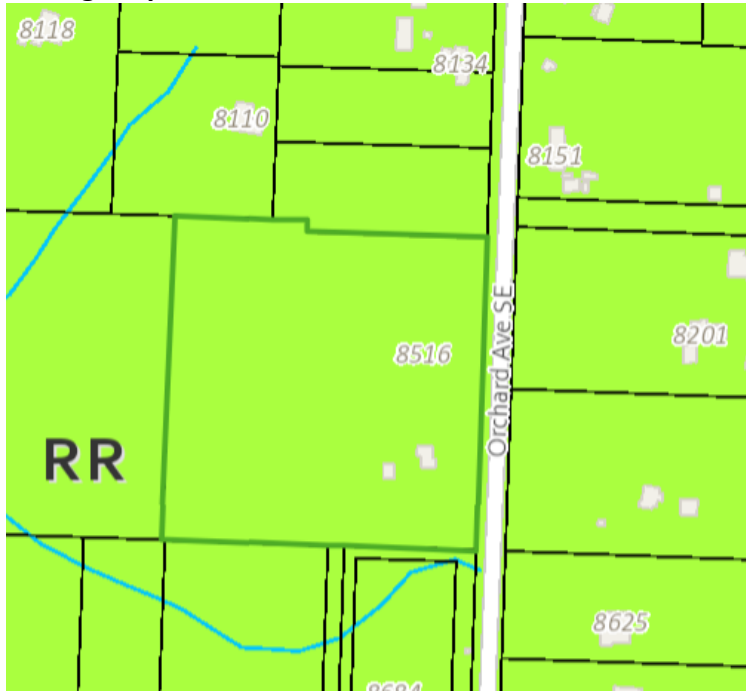
- Attachment A – Site Plan
- Attachment B – Zoning Map
- Attachment C – Critical Areas Map

CC: Applicant/Owner email: Steven A and Candyce D Roloff, stevenrolloff@gmail.com
Interested Parties: None
Kitsap County Health District, MS-30
Kitsap County Public Works Dept., MS-26
DCD Staff Planner: Izzy Lotz

Attachment A
Site Plan



**Attachment B
Zoning Map**



**Attachment C
Critical Areas Map**

