

A Beginner's Guide to the Growth Management Act

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Why does Washington have a Growth Management Act (GMA)?

The Growth Management Act (GMA) was adopted in 1990 because Washington was growing rapidly, faster than Washington had ever grown. The sprawling, low-density urban developments were costly to serve with public facilities and services, increasing costs for taxpayers and ratepayers. Cities and counties lacked the tools to cope with rapid growth. The Growth Management Act was adopted to set state policy and to give cities and counties the tools they need to effectively manage growth. These tools include focusing growth into areas where there are existing public facilities and services, a requirement to plan and pay for the necessary facilities and services, and increased revenue options.

Washington continues to grow quickly. Between July 1, 2016, to July 1, 2017, Washington State had the fourth fastest percentage rate of growth in the United States according to the U.S. Census. Washington also ranked fourth in absolute numeric growth, growing by 124,809 people to a total population of 7,405,743.

What are the GMA's Key Tools?

Counties and Cities Plan for Their Preferred Futures

The Growth Management Act is based on a "vision" for the physical form of the state with compact cities and towns that are well designed and well furnished with amenities. The cities and towns are encompassed by working farms, forests, and mineral resource lands and a rural landscape. To achieve this vision, the GMA requires counties and cities that fully plan under the GMA¹ to undertake the following.

- Early, continuous, and inclusive public involvement throughout the planning process.
- The county legislative authority designates urban growth areas large enough to accommodate a planned population that is within the State of Washington Office of Financial Management's range of 20-year population projections for the county. All cities and towns are included in urban growth areas.
- Counties, cities, and towns adopt an internally consistent comprehensive plan that include maps, text, and the following required elements: 2 land use, housing, capital facilities plan, utilities, rural (for counties only), and transportation. Comprehensive plans can include additional elements, such an economic development element, a parks and recreation element, and neighborhood plans.
- The comprehensive plan must include a process for identifying and siting essential public facilities. These are public facilities that are difficult to site such as transfer stations. These processes should include standards to ensure that the facilities are equitably distributed so communities that have been historically most impacted by these types of uses do not bear a disproportionate burden of these facilities and that adverse impacts are ameliorated.
- Counties and cities are required to identify lands useful for public purposes and open space corridors. Open space corridors link together fish and

¹ The fully planning counties are identified on the map on page 9 of this guide.

² The planning terms used in this guide are defined in a glossary beginning on page 4.

- wildlife habitats, parks, and open spaces into connected local and regional networks of green spaces.
- Comprehensive plans must be coordinated with the comprehensive plans of neighboring cities and counties.
- After adoption of the comprehensive plan, cities and counties must adopt and enforce a concurrency ordinance to match growth with needed transportation facilities.
- Cities and counties must adopt development regulations that are consistent with and implement the comprehensive plan. This typically includes zoning regulations that define where various uses can locate and the intensity of the uses.
- Counites and cities can adopt affordable housing incentive programs. The Kirkland, Redmond, and Seattle programs that allow higher densities or taller buildings in return for building or contributing to housing afford to low- and moderate-income families are examples of these programs.
- State agencies must be given notice sixty-days before the adoption of a comprehensive plan, development regulation, or amendment so they can comment. Certain amendments can qualify for a shorter state agency comment period. State agencies must comply GMA comprehensive plans and development regulations. Based on this provision, the U of W was recently required to comply with Seattle's historic preservation regulations.
- City and county activities and capital budgeting decisions shall conform to the comprehensive plan.
- Members of the public or organizations that comment on the adoption of comprehensive plans or development regulations may appeal their adoption to the Growth Management Hearings Board. The Board, a state agency, appoints a three-person panel to hear each appeal. If possible, a panel majority must come from the region in which the appeal originated. One member of the panel should, if possible, be an attorney and one member a former local government elected official.
- The GMA authorizes counties and cities to adopt impact fees for public streets and roads; publicly owned parks, open spaces, and recreation facilities; school facilities; and fire protection facilities. Developments pay these fees to fund the facilities need to accommodate growth. GMA counties and cities can also adopt an additional excise tax to fund capital facilities.

Counties and Cities Protect the Environment and People and Property

All counties and cities are required to identify, referred to as "designating," critical areas and adopt development regulations to protect them. Critical areas include:

- Wetlands,
- Areas with a critical recharging effect on aquifers used for potable water,
- Fish and wildlife habitat conservation areas.
- Frequently flooded areas, and
- Geologically hazardous areas.

Counties and cities must consider best available science when designating and protecting critical areas. Washington State does not have regulations to protect most endangered and threatened species. GMA critical area regulations do this important work.

The 2014 Oso tragedy, the deadliest landslide ever in the United States, is a reminder that critical areas regulations do more than protect water quality and fish and wildlife, they are also important protections for people and property. Critical areas regulations prevent developers from building in areas where homes will be eroded away by rivers and destroyed by landslides.

Counties and Cities Conserve Working Farms, Forests, and Mineral Resource Lands

All Washington counties and cities are required to identify natural resource lands that have long-term commercial significance. These are agricultural lands, forest lands, and mineral resource lands. The purpose of these designations is to maintain these industries and the jobs they provide throughout Washington State. They also provide access to healthy local food. The counties and cities that fully plan under the GMA, see the map on page 12, are also required to adopt development regulations to conserve the identified agricultural, forest, and mineral resource lands.

Counties and Cities Plan Together to Address Regional Opportunities and Problems

The larger and faster growing counties that fully plan under the GMA and the counties that chose to plan under the GMA and the cities in both types of counties plan together to address regional issues such as traffic and affordable housing. These counties and cities prepare and periodically update countywide planning policies that coordinate planning between the county and the cities. In King, Kitsap, Pierce, and Snohomish Counties the counties and the cities in the counties coordinate their planning through multi-county planning policies

adopted through the Puget Sound Regional Council, the Regional Transportation Planning Organization (RTPO) for the four-county region. The GMA authorized a network of RTPOs across Washington State that bring a county or counties, cities, the Washington State Department of Transportation (WSDOT), tribes, ports, transportation service providers, private employers, and others together to coordinate transportation plans for the region. RTPOs must certify that the transportation related parts of comprehensive plans comply with the GMA to coordinate the plans.

Keeping the Community's Plan for the Future Up-to-Date

Comprehensive plans and development regulations must be subject to continuing review and evaluation. Comprehensive plans can be amended no more than once a year, with some exceptions, so the cumulative effect of the amendments can be considered. Every eight to ten years, depending on how quickly a community grows, comprehensive plans and development regulations are reviewed and, if needed, revised to comply with the GMA and changing community needs.

Glossary

Agricultural Land: Land primarily devoted to the commercial production of horticultural, viticultural, floricultural, dairy, apiary, vegetable, or animal products or of berries, grain, hay, straw, turf, seed, Christmas trees not subject to the excise tax imposed by RCW 84.33.100 through 84.33.140, finfish in upland hatcheries, or livestock, and that has long-term commercial significance for agricultural production.

Areas with a Critical Recharging Effect on Aquifers used for Potable Water or Aquifer Recharge Areas: Areas where freshwater infiltrates or flows into aquifers used for potable water, including areas where an aquifer that is a source of drinking water is vulnerable to contamination that would affect the potability of the water or areas where the aquifer is susceptible to reduced recharge.

Aquifer: Generally, any water bearing soil or rock unit. Specifically, a body of soil or rock that contains sufficient saturated permeable material to conduct ground water and yield economically significant quantities of ground water to wells and springs.

Capital Facilities: Structures, improvements, pieces of equipment or other major assets, including land, that have a useful life of at least 10 years. Capital facilities are provided for public purposes and services. Capital facilities include water facilities, sewer facilities, storm water facilities, fire and rescue

facilities, government offices, law enforcement facilities, parks, open spaces, recreational facilities, libraries, public health facilities, public housing, and public schools.

Comprehensive Plan: A generalized, coordinated land use policy statement adopted by the county, city, or town legislative body to guide future county, city, or town decisions on the physical development of the community.

Concurrency: A requirement of the Growth Management Act in RCW 36.70A.070(6)(b) that a county or city must enforce an ordinance precluding development approval if a development would cause the transportation level of service (LOS) to fall below the city's or county's adopted LOS standards, unless revenues are secured to complete mitigating transportation improvements or strategies within six years. If a development fails to meet the concurrency test, mitigation in the form of transportation improvements or strategies will be required to accommodate the impacts of the development and allow it to achieve concurrency or the project will be denied. Transportation demand management (TDM) and other noncapacity strategies may be used. The procedural guidelines recommend that concurrency requirements be considered for other public facilities and services in addition to transportation.

Critical Areas: They include the following areas and ecosystems: (a) Wetlands; (b) areas with a critical recharging effect on aquifers used for potable water; (c) fish and wildlife habitat conservation areas; (d) frequently flooded areas; and (e) geologically hazardous areas. "Fish and wildlife habitat conservation areas" does not include such artificial features or constructs as irrigation delivery systems, irrigation infrastructure, irrigation canals, or drainage ditches that lie within the boundaries of and are maintained by a port district or an irrigation district or company.

Development Regulations: Controls placed on development or land use activities by a city or county including, but not limited to, zoning ordinances, official controls, planned unit development ordinances, subdivision ordinances and binding site plan ordinances.

Element: A chapter in a comprehensive plan that includes analysis and policies for a topic area, such as the land use element that addresses the location and distribution of various uses in a community or the housing element that addresses housing needs.

Essential Public Facility: Public facilities that are typically difficult to site, such as jails or airports. The Growth Management Act prohibits local governments from prohibiting essential public facilities, although they do not need to be allowed in all parts of a jurisdiction. Counties and cities must adopt policies

and regulations to manage the siting of essential public facilities and to mitigate their adverse impacts. Regional processes are authorized.

Forest land: Land primarily devoted to growing trees for long-term commercial timber production on land that can be economically and practically managed for such production, including Christmas trees subject to the excise tax imposed under RCW 84.33.100 through 84.33.140, and that has long-term commercial significance. In determining whether forest land is primarily devoted to growing trees for long-term commercial timber production on land that can be economically and practically managed for such production, the following factors shall be considered: (a) The proximity of the land to urban, suburban, and rural settlements; (b) surrounding parcel size and the compatibility and intensity of adjacent and nearby land uses; (c) long-term local economic conditions that affect the ability to manage for timber production; and (d) the availability of public facilities and services conducive to conversion of forest land to other uses.

Fish and Wildlife Habitat Conservation Areas: Areas that serve a critical role in sustaining needed habitats and species for the functional integrity of the ecosystem, and which, if altered, may reduce the likelihood that the species will persist over the long term. These areas may include, but are not limited to, rare or vulnerable ecological systems, communities, and habitat or habitat elements including seasonal ranges, breeding habitat, winter range, and movement corridors; and areas with high relative population density or species richness. Counties and cities must also designate locally important habitats and species referred to as "habitats of local importance."

Frequently Flooded Areas: Lands in the flood plain subject to at least a one percent or greater chance of flooding in any given year, or within areas subject to flooding due to high groundwater. These areas include, but are not limited to, streams, rivers, lakes, coastal areas, wetlands, and areas where high groundwater forms ponds on the ground surface.

Geologically Hazardous Areas: Areas that because of their susceptibility to erosion, sliding, earthquake, or other geological events, are not suited to the siting of commercial, residential, or industrial development consistent with public health or safety concerns. These areas include channel migration zones, erosion hazards, landslide hazards, seismic hazards, volcanic hazards, and other geologically hazards.

Growth Board or Growth Management Hearings Board: A board created by the Growth Management Act to decide administrative appeals contesting whether county or city comprehensive plans or development regulations comply with the Growth Management Act. The Growth Management Hearings Board only has authority over comprehensive plans and development regulations in counties

fully planning under the Growth Management Act. The board does not have jurisdiction over site specific rezones and development permits.

Impact Fees: The payment of money imposed upon development as a condition of development approval to pay for public facilities needed to serve new growth and development, and that is reasonably related to the new development that creates additional demand and need for public facilities, that is a proportionate share of the cost of the public facilities, and that is used for facilities that reasonably benefit the new development. An impact fee does not include a reasonable permit or application fee. The use of impact fees was authorized by the Growth Management Act. Impact fees may be charged for public streets and roads; publicly owned parks, open spaces, and recreation facilities; school facilities; and fire protection facilities.

Level of Service (LOS) Standard: A measure of a public facility's or service's operational characteristics used to gauge its performance.

Mine Hazard Areas: Areas directly underlain by, adjacent to, or affected by mine workings such as adits (horizontal passages leading into a mine for the purposes of access or drainage), tunnels, drifts, or air shafts.

Mineral Resource Lands: Lands primarily devoted to the extraction of gravel, sand, or valuable metallic substances that have known or potential long-term commercial significance for the extraction of minerals.

Mitigation: Mitigation includes, listed in the order in which the measure is applied, avoiding an adverse impact by not taking a certain action or parts of an action; minimizing adverse impacts by limiting the degree of magnitude of the action and its implementation; rectifying an adverse impact over time by preservation and maintenance operations during the life of the action; and compensating for adverse impacts by replacing or providing substitute resources or environments. (From WAC 197-11-768).

Mixed-Use Development: A project which combines more than one use, either in the same structure or in different structures located on the same site.

Multi-Modal: Referring to accessibility by a variety of travel modes, typically pedestrian, bicycle, transit, and automobile modes, but may also include water and air transport modes.

Natural Resource Lands: Agricultural, forest, and mineral resource lands of long-term commercial significance and designated by a county or city under the RCW 36.70A.170 of the Growth Management Act.

Open Space Corridors: Linked local and regional networks of lands useful for recreation, wildlife habitat, trails, open spaces, and connected critical areas as defined in RCW 36.70A.030. Open space corridors are within and between urban growth areas and provide green spaces and pathways for fish and wildlife to move between open spaces and critical areas.

Periodic Update: To review and revise, if needed, comprehensive plans and development regulations within the time periods specified by RCW 36.70A.130 so they comply with the requirements of the GMA. Counties and cities that are not fully planning under the GMA are required to review and revise their policies and regulations regarding critical areas and natural resource lands in the time periods specified by RCW 36.70A.130 so they comply with the requirements of the GMA. Periodic Updates are required every seven or ten years starting on a staggered schedule.

Public Facilities: Streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, transit facilities, domestic water systems, storm and sanitary sewer systems, parks, recreational facilities, and open spaces, schools, and other facilities that public agencies use to carry out their duties.

Public Participation Program: A document established by a city or county that identifies procedures and schedules for the adoption of comprehensive plans, development regulations, amendments to plans and regulations, and periodic updates. Public Participation Programs must be broadly disseminated to the public.

Public Services: Fire protection and suppression, law enforcement, public health, education, recreation, environmental protection, and other governmental services.

Regional Transportation Planning Organization (RTPO): A voluntary association of local governments within one or more county to coordinate transportation plans for a region. RTPO members include cities, counties, the Washington State Department of Transportation (WSDOT), tribes, ports, transportation service providers, private employers, and others. RTPOs were authorized by the GMA.

Riparian Vegetation: Plant habitats and communities along river, stream, and salt water margins and banks characterized by hydrophilic plants.

Rural Areas: Areas not within the urban growth area and not designated as natural resource lands of long-term commercial significance.

Rural development: Development outside the urban growth area and outside agricultural, forest, and mineral resource lands designated pursuant to RCW

36.70A.170. Rural development can consist of a variety of uses and residential densities, including clustered residential development, at levels that are consistent with the preservation of rural character and the requirements of the rural element. Rural development does not refer to agriculture or forestry activities that may be conducted in rural areas.

Seismic Hazard Areas: Areas subject to severe risk of damage as a result of earthquake induced ground shaking, ground ruptures, slope failure, settlement, soil liquefaction, debris flows, lahars, or tsunamis.

Urban Governmental Services or **Urban Services**: Those public services and public facilities at an intensity historically and typically provided in cities, specifically including storm and sanitary sewer systems, domestic water systems, street cleaning services, fire and police protection services, public transit services, and other public utilities associated with urban areas and normally not associated with rural areas.

Urban Growth: Growth that makes intensive use of land for the location of buildings, structures, and impermeable surfaces to such a degree as to be incompatible with the primary use of land for the production of food, other agricultural products, or fiber, or the extraction of mineral resources, rural uses, rural development, and natural resource lands designated pursuant to RCW 36.70A.170. A pattern of more intensive rural development, as provided in RCW 36.70A.070(5)(d), is not urban growth. When allowed to spread over wide areas, urban growth typically requires urban governmental services. "Characterized by urban growth" refers to land having urban growth located on it, or to land located in relationship to an area with urban growth on it as to be appropriate for urban growth.

Urban Growth Areas (UGAs): Those areas designated by a county to accommodate the State of Washington Office of Financial Management's 20-year population forecast for the county and its employment and other needs. Urban growth areas must include the land in all incorporated cities and towns. These areas are planned for intense residential, commercial, industrial, manufacturing, public, and semi-public uses, together with parks and open spaces.

Utilities or **public utilities:** Enterprises or facilities serving the public by means of an integrated system of collection, transmission, distribution, and processing facilities through more or less permanent physical connections between the plant of the serving entity and the premises of the customer. Included are systems for the delivery of natural gas, electricity, telecommunications services, and water, and for the disposal of sewage.

Volcanic Hazard Areas: Areas subject to pyroclastic flows, lava flows, and inundation by debris flows, lahars, mudflows, or related flooding resulting from volcanic activity.

Wetland: Areas that are inundated or saturated by surface water or groundwater at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas. Wetlands do not include those artificial wetlands intentionally created from nonwetland sites, including, but not limited to, irrigation and drainage ditches, grass-lined swales, canals, detention facilities, wastewater treatment facilities, farm ponds, and landscape amenities, or those wetlands created after July 1, 1990, that were unintentionally created as a result of the construction of a road, street, or highway. Wetlands may include those artificial wetlands intentionally created from nonwetland areas created to mitigate conversion of wetlands.

Zoning: A type of development regulation that manages the use and development of land. A county or city is divided into zones in which similar uses are allowed. Zones include regulations on the uses allowed, the development standards (such as setbacks, lot size requirements, and densities) that apply, and other requirements.

Where to find more information?

Futurewise webpage: <u>www.futurewise.org</u>

Washington State Department of Commerce Growth Management Services webpage: http://www.commerce.wa.gov/serving-communities/growth-management/

MRSC Planning website: http://mrsc.org/Subjects/Planning/planning.aspx

Growth Management Hearings Board website: http://www.gmhb.wa.gov/default.aspx

The RCWs, WACs, and other materials are available at the website: http://slc.leg.wa.gov

A Road Map to Washington's Future website: http://ruckelshauscenter.wsu.edu/a-roadmap-to-washingtons-future/

Counties that Fully Plan under the GMA and Critical Areas and Resource Lands (CARL) Counties



^{*} These counties and the cities in those counties do not fully plan under the GMA, they are referred to as "CARL" counties because they are only required to designate and protect critical areas and designate resource lands. The other counties and the cities in those counties fully plan under the GMA.

Source: State of Washington Growth Management Hearings Board website.

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Growth Management Act Planning Goals (RCW 36.70A.020)

The following goals are adopted to guide the development and adoption of comprehensive plans and development regulations of those counties and cities that are required or choose to plan under RCW 36.70A.040. The following goals are not listed in order of priority and shall be used exclusively for the purpose of guiding the development of comprehensive plans and development regulations:

- (1) **Urban growth.** Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
- (2) **Reduce sprawl.** Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
- (3) **Transportation.** Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.
- (4) **Housing.** Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.
- (5) **Economic development.** Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, promote the retention and expansion of existing businesses and recruitment of new businesses, recognize regional differences impacting economic development opportunities, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.

- (6) **Property rights.** Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.
- (7) **Permits.** Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.
- (8) **Natural resource industries.** Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forestlands and productive agricultural lands, and discourage incompatible uses.
- (9) **Open space and recreation.** Retain open space, enhance recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities.
- (10) **Environment.** Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.
- (11) Citizen participation and coordination. Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.
- (12) **Public facilities and services.** Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.
- (13) **Historic preservation.** Identify and encourage the preservation of lands, sites, and structures, that have historical or archaeological significance.
- (14) The policy of the Shoreline Management Act in RCW 90.58.020 has also been adopted as a GMA goal. Here is the policy from RCW 90.58.020 listed in full.

The legislature finds that the shorelines of the state are among the most valuable and fragile of its natural resources and that there is great concern throughout the state relating to their utilization, protection, restoration, and preservation. In addition it finds that ever increasing pressures of additional uses are being placed on the shorelines necessitating increased coordination in the management and development of the shorelines of the state. The legislature further finds that much of the shorelines of the state and the uplands adjacent thereto are in private ownership; that unrestricted

construction on the privately owned or publicly owned shorelines of the state is not in the best public interest; and therefore, coordinated planning is necessary in order to protect the public interest associated with the shorelines of the state while, at the same time, recognizing and protecting private property rights consistent with the public interest. There is, therefore, a clear and urgent demand for a planned, rational, and concerted effort, jointly performed by federal, state, and local governments, to prevent the inherent harm in an uncoordinated and piecemeal development of the state's shorelines.

It is the policy of the state to provide for the management of the shorelines of the state by planning for and fostering all reasonable and appropriate uses. This policy is designed to insure the development of these shorelines in a manner which, while allowing for limited reduction of rights of the public in the navigable waters, will promote and enhance the public interest. This policy contemplates protecting against adverse effects to the public health, the land and its vegetation and wildlife, and the waters of the state and their aquatic life, while protecting generally public rights of navigation and corollary rights incidental thereto.

The legislature declares that the interest of all of the people shall be paramount in the management of shorelines of statewide significance. The department, in adopting guidelines for shorelines of statewide significance, and local government, in developing master programs for shorelines of statewide significance, shall give preference to uses in the following order of preference which:

- (1) Recognize and protect the statewide interest over local interest;
- (2) Preserve the natural character of the shoreline;
- (3) Result in long term over short term benefit;
- (4) Protect the resources and ecology of the shoreline;
- (5) Increase public access to publicly owned areas of the shorelines;
- (6) Increase recreational opportunities for the public in the shoreline;
- (7) Provide for any other element as defined in RCW 90.58.100 deemed appropriate or necessary.

In the implementation of this policy the public's opportunity to enjoy the physical and aesthetic qualities of natural shorelines of the state shall be preserved to the greatest extent feasible consistent with the overall best

interest of the state and the people generally. To this end uses shall be preferred which are consistent with control of pollution and prevention of damage to the natural environment, or are unique to or dependent upon use of the state's shoreline. Alterations of the natural condition of the shorelines of the state, in those limited instances when authorized, shall be given priority for single-family residences and their appurtenant structures, ports, shoreline recreational uses including but not limited to parks, marinas, piers, and other improvements facilitating public access to shorelines of the state, industrial and commercial developments which are particularly dependent on their location on or use of the shorelines of the state and other development that will provide an opportunity for substantial numbers of the people to enjoy the shorelines of the state. Alterations of the natural condition of the shorelines and shorelands of the state shall be recognized by the department. Shorelines and shorelands of the state shall be appropriately classified and these classifications shall be revised when circumstances warrant regardless of whether the change in circumstances occurs through man-made causes or natural causes. Any areas resulting from alterations of the natural condition of the shorelines and shorelands of the state no longer meeting the definition of "shorelines of the state" shall not be subject to the provisions of chapter 90.58 RCW.

Permitted uses in the shorelines of the state shall be designed and conducted in a manner to minimize, insofar as practical, any resultant damage to the ecology and environment of the shoreline area and any interference with the public's use of the water.