



DEPARTMENT OF DEVELOPMENT SERVICES – PLANNING DIVISION
REPORT: Inland Wetlands and Watercourse Permit, Goodwin Park Golf Course
for consideration July 27, 2021

STAFF REPORT

TO: Planning & Zoning Commission as Inland Wetlands Agency
PREPARED BY: Elizabeth Sanderson, Municipal Inland Wetlands Agent
Elizabeth.sanderson@hartford.gov, 860-936-4489

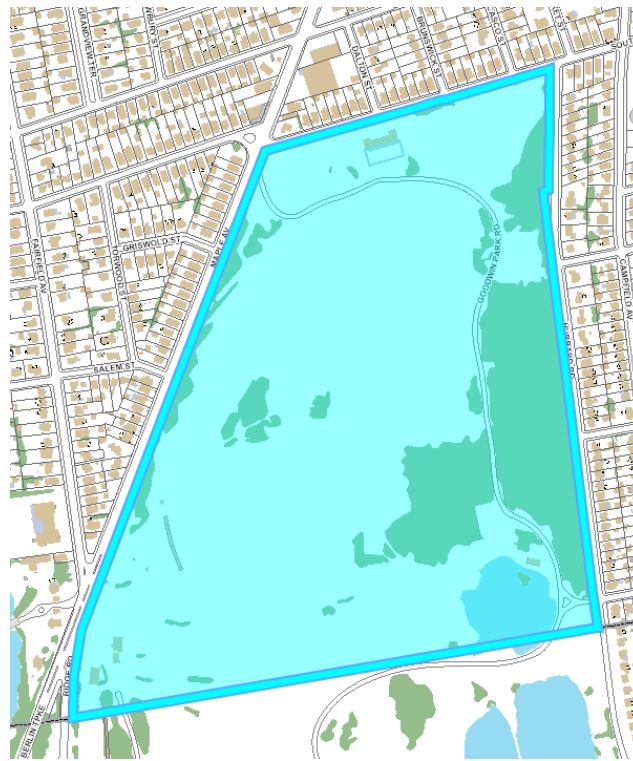
PROJECT: New Irrigation System at Goodwin Park Golf Course
1130 Maple Avenue (1012 Maple Ave, per City Assessor's record)
PARCEL ID: 233-767-001

ENERGov ID: P&Z-COMM-2021-0442

ZONE: OS – Open Space District

TYPE: Inland Wetlands Permit per Section 4.3 of the Inland Wetlands and Watercourses Regulations, Last Amended February 28, 2017

APPLICANT: Frank Dellaripa, City Engineer, City of Hartford
OWNER: City of Hartford



GIS Map

BACKGROUND INFORMATION

Application is for an Inland Wetlands and Watercourses Permit to conduct regulated activity within wetlands, watercourse and upland review area related to installation of a new irrigation system, including removal/abandonment of the existing system at the Goodwin Park Golf Course.

The project is also subject to Site Plan Review (EnerGov ID# P&Z-COMM-2021-0437), which is pending the outcome of this review.



Figure 1. Photograph of the pond from which water will be extracted to irrigate the golf course.
Taken 7/16/2021.

KEY APPLICATION TIMELINES

- Date Application Accepted as Complete: July 8, 2021.
- Application Date of Receipt: July 13, 2021 (sooner of either: date of next regularly scheduled meeting, or 35 days after acceptance of complete application).

LEGAL STANDARD

The Inland Wetlands Agency of the City of Hartford was established in accordance with an ordinance and designated to be the zoning commission (now the Planning and Zoning Commission) by ordinance in 1977, and shall implement the purposes and provisions of the Inland Wetlands and Watercourses Regulations (IWWR) and the Inland Wetlands and Watercourses Act in the City of Hartford. (IWWR, Sec. 1.3)

The Agency shall enforce the Inland Wetlands and Watercourses Act and shall issue, issue with terms, conditions, limitations or modifications, or deny permits for all regulated activities on inland wetlands and watercourses in the City of Hartford pursuant to sections 22a-36 to 22a-45, inclusive, of the Connecticut General Statutes, as amended. (IWWE, Sec.1.5)

STANDARD SPECIFIC TO THE USE

Relevant Sections of the Inland Wetlands & Watercourses Regulations (IWWR):

Sec. 2. Definitions

...“Regulated activity” means any operation within or use of a wetland or watercourse involving removal or deposition of material, or any obstruction, construction, alteration or pollution, of such wetlands or watercourses... Furthermore, any clearing, grubbing, filling, grading, paving, excavating, constructing, depositing or removing of material and discharging of storm water on the land within 100 feet measured horizontally from the boundary of any wetland or watercourse is a regulated activity...

...“Significant impact” means any activity, including, but not limited to, the following activities which may have a major effect:

- (a) Any activity involving deposition or removal of material which will or may have a substantial effect on the wetland or watercourse or on wetlands or watercourses outside the area for which the activity is proposed.
- (b) Any activity which substantially changes the natural channel or may inhibit the natural dynamics of a watercourse system.
- (c) Any activity which substantially diminishes the natural capacity of an inland wetland or watercourse to: support aquatic, plant or animal life and habitats; prevent flooding; supply water; assimilate waste; facilitate drainage; provide recreation or open space; or perform other functions.
- (d) Any activity which is likely to cause or has the potential to cause substantial turbidity, siltation or sedimentation in a wetland or watercourse.
- (e) Any activity which causes substantial diminution of flow of a natural watercourse or groundwater levels of the wetland or watercourse.
- (f) Any activity which is likely to cause or has the potential to cause pollution of a wetland or watercourse.
- (g) Any activity which damages or destroys unique wetland or watercourse areas or such areas having demonstrable scientific or educational value...

Section 4. Permitted Uses As of Right and Nonregulated Uses

Sec. 4.2. “The following operations and uses shall be permitted, as nonregulated uses in wetlands and watercourses, provided they do not disturb the natural and indigenous character of the wetland or watercourse by removal or deposition of material, alteration or obstruction of water flow or pollution of the wetland or watercourse:

...(b) Outdoor recreation including play and sporting areas, golf courses...”

Sec. 4.3. “All activities in wetlands or watercourses involving filling, excavating, dredging, clear cutting, clearing, or grading or any other alteration or use of a wetland or watercourse not specifically permitted by this section and otherwise defined as a regulated activity by these regulations shall require a permit from the Agency...”

Section 10. Considerations for Decision

Sec. 10.2. “Criteria for Decision... the Agency shall take into consideration all relevant facts and circumstances, including but not limited to:

- (a) The environmental impact of the proposed regulated activity on wetlands or watercourses;

- (b) The applicant's purpose for, and any feasible and prudent alternatives to, the proposed regulated activity which alternatives would cause less or no environmental impact to wetlands or watercourses.
- (c) The relationship between the short term and long term impacts of the proposed regulated activity on wetlands or watercourses and the maintenance and enhancement of long-term productivity of such wetlands or watercourses.
- (d) Irreversible and irretrievable loss of wetland or watercourse resources which would be caused by the proposed regulated activity, including the extent to which such activity would foreclose a future ability to protect, enhance or restore such resources, and any mitigation measures which may be considered as a condition of issuing a permit for such activity including, but not limited to, measures to (1) prevent or minimize pollution or other environmental damage, (2) maintain or enhance existing environmental quality, or (3) in the following order of priority: restore, enhance and create productive wetland or watercourse resources;
- (e) The character and degree of injury to, or interference with, safety, health or the reasonable use of property which is caused or threatened by the proposed regulated activity; and
- (f) Impacts of the proposed regulated activity on wetlands or watercourses outside the area for which the activity is proposed and future activities associated with or reasonably related to, the proposed regulated activity which are made inevitable by the proposed regulated activity and which may have an impact on wetlands and watercourses."

Sec. 10.3. "... the Agency finds on the basis of the record that a feasible and prudent alternative does not exist. In making this finding the Agency shall consider the facts and circumstances set forth in subsection 10.2 of this section. The finding and the reasons therefore shall be stated on the record in writing."

FINDING OF FACTS

- The initial application requested a 2-year term for this permit, and is not anticipated to be renewed.
 - A conversation with the Golf Course Superintendent on 7/16/2021 revealed that funding for the new irrigation system has not yet been confirmed.
 - On 7/22/2021 Staff received an e-mail requesting that the permit term be extended to 5-years.
- Per IWWR Sec. 4.2 and CGS Sec. 22a-40 subsec. (b), a golf course is permitted as a nonregulated use in wetlands and watercourses, provided it does not disturb the natural and indigenous character of the wetland or watercourse by removal or deposition of material, alteration or obstruction of water flow or pollution of the wetland or watercourse.
- Project Characteristics, per the DEEP Reporting Form:
 - Purpose of Activity: Municipal Project
 - Type of Activity: Excavation; Pond, Lake Dredging/Dam Construction
 - Wetland/Watercourse Area Altered: 0.39 acres
 - Upland Area Altered: 0.17 acres
- The new irrigation system will replace the existing system, which has exceeded its practical life cycle. The City plans to install a new irrigation system to reduce costly repairs and inefficiencies experienced with the existing system.

- Portions of the existing irrigation system will be removed (such as, existing sprinklers, valves, controllers, quick couplers, pond flush and water taps), while underground feeder lines/pipes are to be abandoned in-place.
- The new system will be located in generally the same location as the existing system in order to irrigate the fairways.
 - Feeder lines will be installed by a slice/furrow method with minimal disturbance.
 - Disturbances to natural and indigenous wetland areas is not anticipated.
- Goodwin Park Pond is proposed to be used as a storage area for irrigation use. Instead of drawing water from The Metropolitan District Commission (MDC) potable public water supply system, the new irrigation system will draw water collected and pumped from on-site bedrock wells into the pond.
- A new structure, a precast Pump Station, is proposed in the upland review area adjacent to the Goodwin Park Pond, near the Goodwin Park Pond House.
 - Application for Site Plan Review to determine zoning compliance is pending.
- Existing soils are not expected to be removed as result of installation of the new irrigation piping; an estimated 40 cubic yards of soil will be removed to install the foundation of the proposed pump house and perimeter sidewalk.
- Approximately 10 cubic yards of topsoil is anticipated to be brought onsite near the proposed Pump Station.
 - Specification Section M.13 was included with the application submission, and includes information about Topsoil and Planting Soil.
- On October 18, 2017 the City of Hartford Department of Public Works (DPW) was issued an Authorization Under the General Permit for Diversion of Water (the “Diversion Permit”) from the State of Connecticut Department of Energy and Environmental Protection (DEEP), which approves a diversion of up to 250,000 gallons of water per day from the Goodwin Park Pond, subject to conditions. (Permit # DIVC-201707669GP, see Attachment #3)
 - The Diversion Permit expires on January 17, 2027.
 - Email communications between the Applicant’s consultant and DEEP Staff indicate that proposed improvements to the irrigation system would likely be considered a de minimus alteration and would therefore not need a new or modified permit. (See Attachment #4)
- Due to the nature of the project, the Inland Wetland Agent has determined that the proposed activity is a regulated activity, which requires a permit in accordance with IWWR Sec. 4.3, but that this activity is not likely to have a significant impact on wetlands/watercourses.
 - It is recommended that a public hearing be waived for this application, unless a petition is submitted in accordance with IWWR Sec. 9.1.
- A Feasibility Study dated February 2019, submitted with the application, estimates that the maximum daily usage at the Goodwin Park Golf Course is estimated to be 130,500 gallons per day.
- FEMA Flood Insurance Rate Map Panel 09003C0502F, effective 9/26/2008 and panel 09003C0506G, effective 9/16/2011, depicts the Property within “Other Areas, Zone X Area of Minimal Flood Hazard.”

- A notice of the pending application was sent to the Town of Wethersfield Town Clerk via certified mail, in accordance with requirements of IWWR Sec. 8.2, CGS Sec. 8-7d and Executive Orders (see Attachment #5).

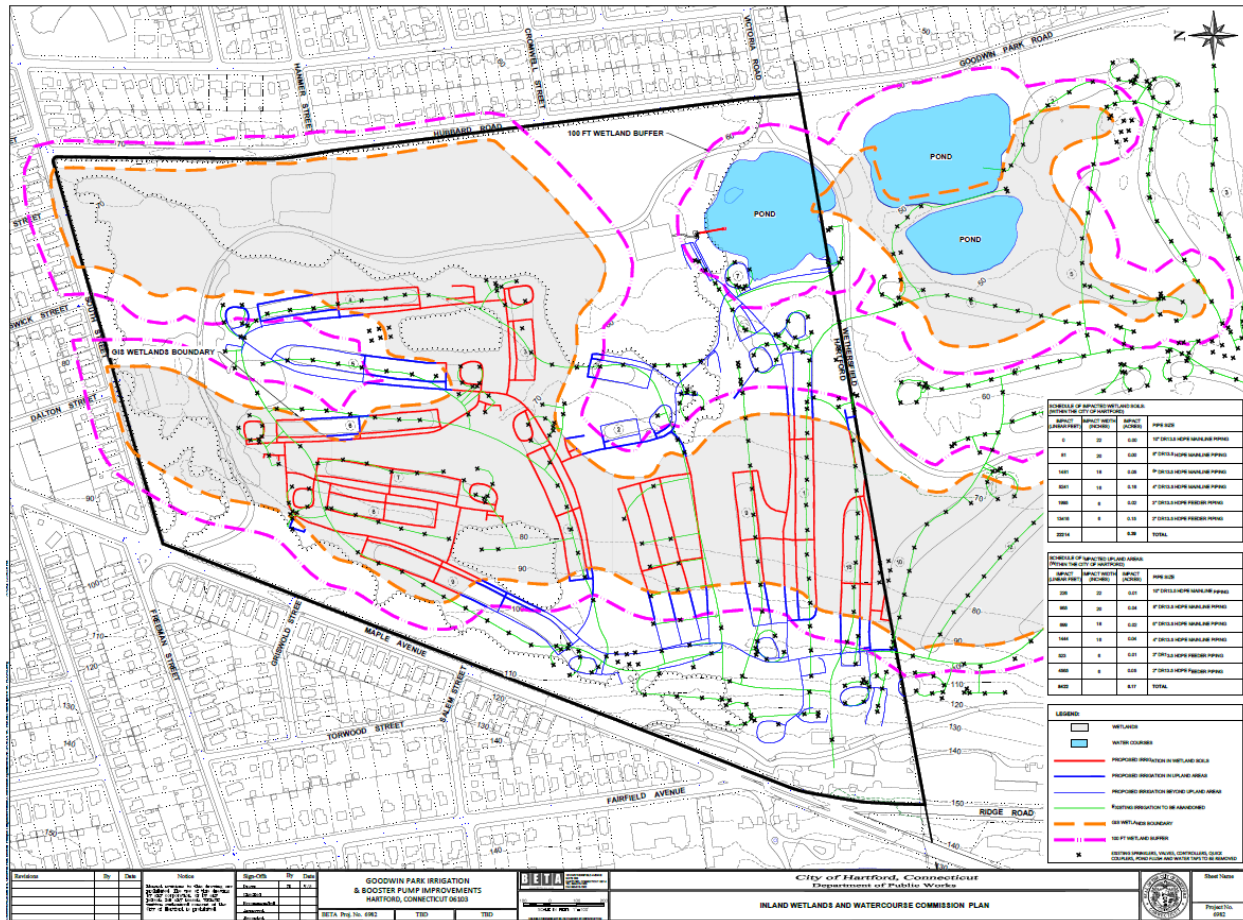


Figure 2. Inland Wetlands and Watercourse Commission Plan (the “Wetlands Exhibit”). A vast portion of the existing golf course is located within wetlands, as identified per the City of Hartford Hydric Soils Map, dated May 20, 2016.



Figure 3. Although the Wetlands Exhibit depicts a vast portion of the golf course within wetlands, much of this area has been previously developed as a golf course. Generally, golf courses are considered nonregulated uses per Wetlands Regulations.

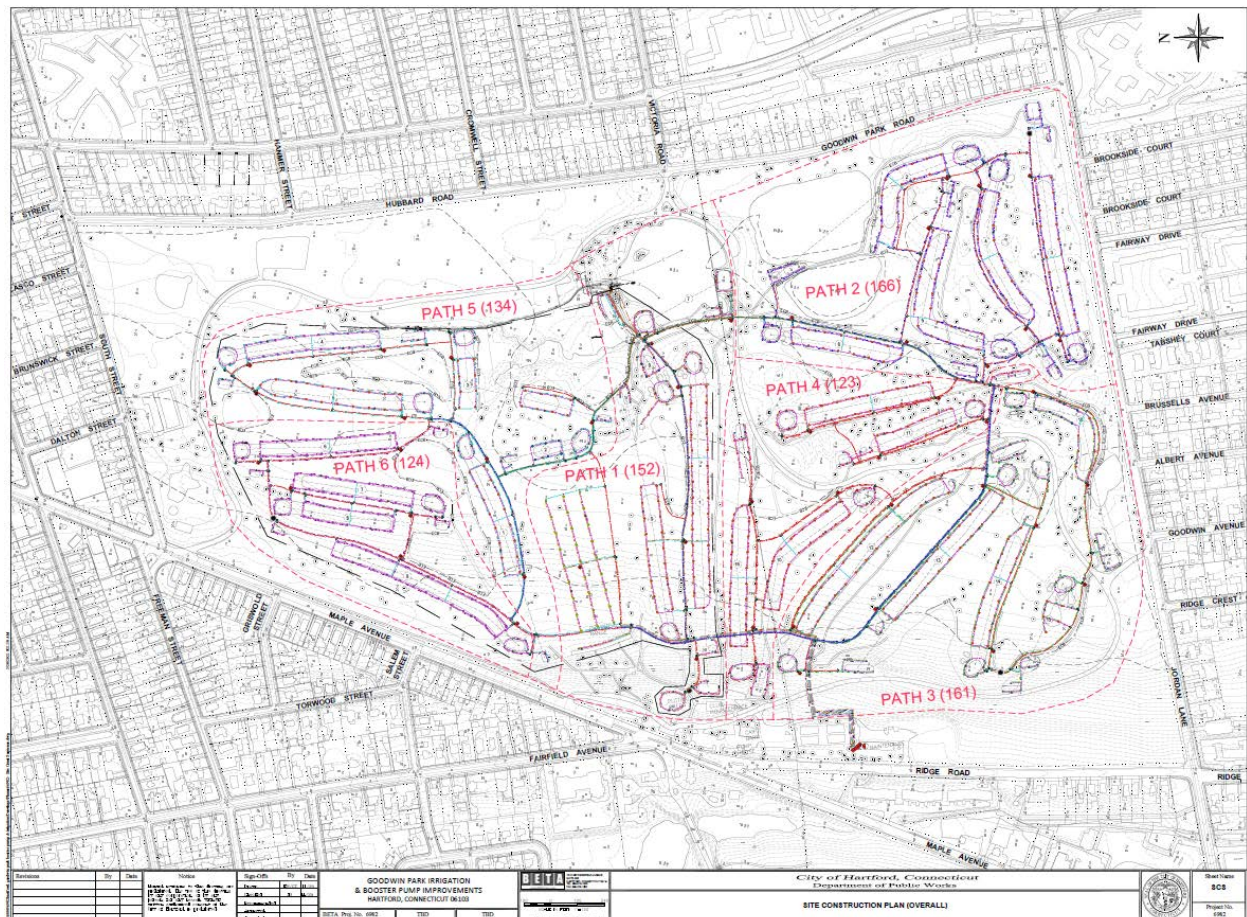


Figure 3. Sheet SCS, "Site Construction Plan (Overall)". The Goodwin Park Golf Course is located in both the City of Hartford and the Town of Wethersfield.

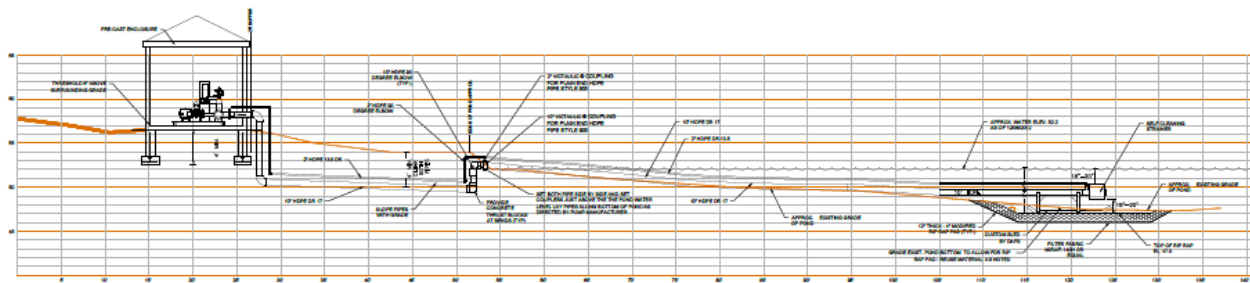


Figure x. Profile from Sheet ID-2, “Pump, Wet Well, Enclosure & Support Details” shows construction within and adjacent to Goodwin Park Pond related to installation of the new Booster Pump and Pump Station.

COMMENTS RECEIVED (DEPARTMENTS, AGENCIES, NRZs, PUBLIC)

Since this project is a City Project, initiated by the Department of Public Works, staff does not anticipate receiving any comments. A request for comments was sent via email to the City Forester on July 16, 2021.

ANALYSIS

In accordance with IWWR Sec. 10.3 a permit shall not be issued unless the Agency finds on the basis of the record that a feasible and prudent alternative does not exist. The reasons for the finding must be stated on the record in writing.

The new irrigation system will generally be located in the same areas that have previously been disturbed related to construction of the golf course, and together with the proposed Booster Pump and Pump Station represent a no greater than minimal impact to nearby wetlands and watercourses. Additionally, the use of onsite water extracted from bedrock wells and the Goodwin Park Pond will result in cost savings for the City, and will reduce demand on MDC public water supply.

Since the project may not begin during the anticipated timeline, staff recommends that the desired term of this permit be confirmed with the Applicant, and the draft approval Resolution updated accordingly, if a change is desired.

Recommended Conditions of Approval:

- Soil erosion and sedimentation controls must be installed properly prior to commencing construction activities, shall be inspected and maintained in good operating condition throughout the project, shall only be removed once the site has been permanently stabilized, and shall be supplemented with additional measures if found to be inadequate, to the satisfaction of the Inland Wetland Agent and/or City Engineer.
- Prior to removing vegetation, necessary permit(s) shall be obtained from the City Forester.
- Final plans must be signed and sealed by the State of Connecticut licensed professional who was responsible for their preparation.

Issuance of Wetland Permit is separate from any Zoning Permit and/or Site Plan Review that may be necessary for the project. There is a Site Plan Review pending for this project.

STAFF RECOMMENDATION

Staff recommends approval of this application, subject to conditions.

A draft resolution follows.

ATTACHMENTS

1. Application and supporting materials
2. Supplemental Application Materials
3. Diversion Permit from DEEP and Related Documents
4. Email Communications from DEEP
5. Notice to Wethersfield Town Clerk

REVIEWED AND EDITED BY,

Aimee Chambers, Director

**PLANNING & ZONING COMMISSION AS INLAND WETLANDS AND
WATERCOURSES COMMISSION**

INLAND WETLANDS AND WATERCOURSES PERMIT

DRAFT APPROVAL RESOLUTION

1130 Maple Ave., Goodwin Park Golf Course

July 27, 2021

Whereas, The Planning & Zoning Commission is designated as the Inland Wetlands Agency of the City of Hartford (the “Agency”); and

Whereas, The Agency has reviewed an application for Inland Wetlands and Watercourses Permit to conduct regulated activity within wetlands, watercourse and upland review area related to installation of a new irrigation system, including removal/abandonment of the existing system at the Goodwin Park Golf Course, on property that is identified by the City Assessor as 1012 Maple Ave., Parcel ID 233-767-001 (the “Property”); and

Whereas, FEMA Flood Insurance Rate Map Panel 09003C0502F, effective 9/26/2008 and panel 09003C0506G, effective 9/16/2011, depicts the Property within “Other Areas, Zone X Area of Minimal Flood Hazard;” and

Whereas, The new irrigation system will generally be located in the same areas that have previously been disturbed related to construction of the golf course, and together with the proposed Booster Pump and Pump Station represent a no greater than minimal impact to nearby wetlands and watercourses; and

Whereas, The City of Hartford was issued Authorization Under the General Permit for Diversion of Water (the “Diversion Permit”) from the State of Connecticut Department of Energy and Environmental Protection (DEEP), which approves a diversion of up to 250,000 gallons of water per day from the Goodwin Park Pond, subject to conditions. (Permit # DIVC-201707669GP), which expires January 17, 2017; and

Whereas, A Feasibility Study dated February 2019 estimates that the maximum daily usage at the Goodwin Park Golf Course is estimated to be 130,500 gallons per day; and

Whereas, The Agency has determined the proposed activity does not involve a significant impact to the wetlands and watercourse; and

Whereas, The Agency finds that a feasible and prudent alternative to the proposed regulated activity does not exist; **Now Therefore Be It**

Resolved, *That* the Agency hereby approves the petition of Frank Dellaripa, City Engineer of the City of Hartford to conduct activities consistent with plans entitled “City of Hartford Department of Public Works Plan For Goodwin Park Irrigation & Booster Pump Improvements in the City of Hartford,” prepared by BETA, consisting of 26 sheets, subject to the following conditions:

1. Soil erosion and sedimentation controls must be installed properly prior to commencing construction activities, shall be inspected and maintained in good operating condition throughout the project, shall only be removed once the site has been permanently stabilized, and shall be supplemented with additional measures if found to be inadequate, to the satisfaction of the Inland Wetland Agent and/or City Engineer.
2. Prior to removing vegetation, necessary permit(s) shall be obtained from the City Forester.
3. Final plans must be signed and sealed by the State of Connecticut licensed professional who was responsible for their preparation.

Resolved, *That* this permit shall become effective the day after the notice of this action is posted, and shall expire five years from that date;

Resolved this 27th day of July, 2021.