

**STATE OF CONNECTICUT
COUNCIL ON
ENVIRONMENTAL QUALITY**



**SECOND ANNUAL REPORT
FEBRUARY 1974**



STATE OF CONNECTICUT

COUNCIL ON ENVIRONMENTAL QUALITY

STATE OFFICE BUILDING HARTFORD, CONNECTICUT 06115

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LETTER OF TRANSMITTAL

THE GOVERNOR:

Sir: The Council on Environmental Quality herewith submits its second Annual Environmental Quality Report, February 1974, in accordance with Section 438 of Public Act No. 872 of the 1971 General Assembly (Sec. 22a-12, 1971 Supp., Conn. Gen. Stats.).

Respectfully,

A handwritten signature in cursive script that reads "Dale Van Winkle".

Dale Van Winkle
Chairman

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FORWARD

In its Second Annual Report, the Council has addressed the several areas of environmental concern which it has the responsibility to review under the following Sec. 22a-12 of the 1971 Supplement to the General Statutes:

Sec. 22a-12 (a) The council shall submit annually to the governor an environmental quality report, which shall set forth:

(1) The status of the major environmental categories including, but not limited to, the air, the water and the land environment;

(2) Current and foreseeable trends in the quality, management and utilization of the environment and the effects of such trends on the social, economic and health requirements of the state;

(3) The adequacy of available natural resources for fulfilling human and economic requirements of the state in the light of projected population pressures;

(4) A review of the programs and activities of the state and local governments and private organizations, with particular reference to their effect on the environment and on the conservation, development and utilization of natural resources; and

(5) A program for remedying the deficiencies of existing programs and activities, together with recommendations for legislation.

Connecticut's Council on Environmental Quality consists of nine appointed members who serve without compensation.

Messrs. Dale W. Van Winkle, Chairman, Glastonbury

John E. Baker, Orange

Philip Barske, Fairfield

Edwin C. Fordham, Stratford

Rudy Frank, West Haven

William C. Harding, Norwich

Quentin D. Hinton, New Britain

Stanley Malec, Suffield

Donal C. O'Brien, Jr., New Canaan

Mr. Huntington Williams is the full-time Executive Director of the Council.

I. AN ASSESSMENT OF ENVIRONMENTAL QUALITY IN CONNECTICUT

Air

Further deterioration was retarded and some improvement of air quality in Connecticut became evident in 1973, in large part as a result of emission control programs administered by the Department of Environmental Protection (DEP). Air quality is presently evaluated in terms of six principal pollutants. Sulfur dioxide and particulate matter have been actively monitored for the longest period of time. Sulfur dioxide concentration was reduced from a high in 1970, to a point midway between the primary and secondary standards in 1972. The first five months of 1973 saw further reduction in sulfur dioxide up to the time when high sulfur residual fuel oil and coal were reintroduced.

Particulate matter levels are monitored at more than twelve industrial urban area sites. In Meriden and Greenwich there have been substantial reductions in average particulate levels. A few cities, including Stamford, Naugatuck and New Britain will have 1973 average particulate levels above the 75 microgram (mg/m^3) primary standard. The use of coal and wood fuels this winter is expected to increase ambient particulate levels significantly.

Levels of the remaining principal pollutants (oxides of nitrogen, carbon monoxide, oxidants, hydrocarbons) generally indicated that concentrations were prevented from increasing significantly but were not substantially reduced. Photochemical oxidant levels will require implementation of new transportation controls in some Connecticut cities in order to meet federal requirements.

Current programs have created a wider air quality awareness in business, industry and municipal government. Connecticut is considered to be in the forefront in air quality progress.

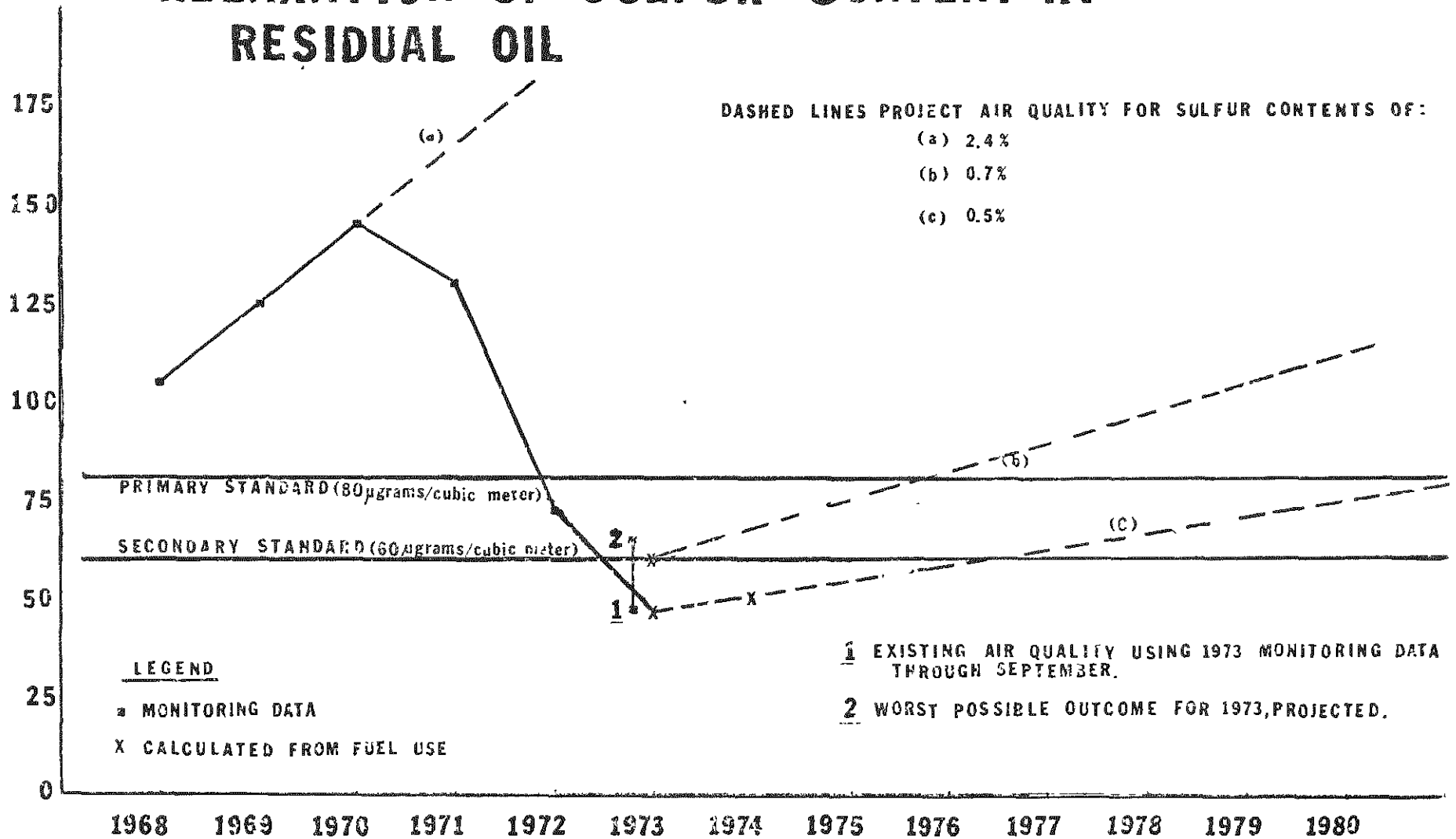
EXPLANATION OF SULFUR DIOXIDE GRAPH

- a) projection of SO_2 had sulfur content restriction not been instituted
- b) 0.7% sulfur level considered earlier but was not sufficiently low
- c) 0.5% sulfur level adopted

Line 2 Sulfur content tolerance for residual oil has been provisionally raised in some instances from .5% to 2.5% and sulfur dioxide levels will be expected to be proportionately higher.

STATE OF CONNECTICUT RELAXATION OF SULFUR CONTENT IN RESIDUAL OIL

SULFUR DIOXIDE CONCENTRATION



Water

Upgrading water quality is a process requiring time and funding, both in large amounts combined with advanced planning. Water quality improvement projects may involve years from initiation to the time when results are evident.

Connecticut's clean water efforts date back to as early as 1886 when the first statute was enacted by the State Legislature to control water pollution by prohibiting a municipal discharge of raw sewage into a nearby river. Sources of pollution have increased tremendously with the growth of population and industry; but clean water programs by various names have been effective in countering the increase, particularly in recent years. Today, Connecticut's water quality is generally better than it has been for decades.

1973 was significant in water quality accomplishments. Early in the year application was made to the Federal Environmental Protection Agency (EPA) for approval of DEP's administration of the National Pollutant Discharge Elimination System (a federal permit system). This delegation of authority was received from EPA in September; Connecticut was the second state to qualify after California. To date, only three additional states have been given this responsibility. In Connecticut approximately five hundred permits showing compliance with prescribed standards will be granted by December 31, 1974.

Revised Water Quality Standards were proposed by DEP at a public hearing on November 15, 1973. These were adopted by DEP, approved by EPA in December, and became effective when the notice was published in The Connecticut Law Journal in January, 1974.

From May '67 through September '73, a total of 1242 orders were issued, 147 of which have been revoked (firms have gone out-of-business, processes have been changed, etc.), 566 have been

complied with and 529 remained outstanding.

The Connecticut River is continuously improving because of the number of sewage treatment plants being installed. Water quality at Bridgeport has improved by virtue of two primary treatments plants being upgraded to secondary treatment. On The Mystic River a new secondary treatment plant is in operation. The Farmington River will be upgraded by a secondary treatment facility in Simsbury, construction of which will be completed in 1974. Water quality of the Willimantic River which leads into the Thames via related rivers, has been improved through tertiary treatment at Stafford Springs, the correction of pollution problems in Willington and the addition of a secondary treatment facility at Willimantic.

In Waterbury, a secondary treatment facility has replaced the primary system. That city is working closely with DEP to accomplish the pretreatment of sewage from industrial users. The Borough of Naugatuck has rebuilt its primary treatment plant which now processes industrial wastes from Uniroyal, as well as municipal sewage from Middlebury. Because of the predominance of its industrial input, Uniroyal will operate the facility under contract.

Land

One year ago, Connecticut's office of State Planning presented "A Plan of Conservation and Development for Connecticut" as a proposed plan and set of policies for land development and resource conservation. During the past year the agency undertook a massive effort to introduce the proposed Plan to the public via television and the distribution of 8500 copies at regional, local and special interest group meetings. Comments on the Plan were actively sought. The cumulative reaction from

this program of introduction and explanation was then translated into technical adjustments to the maps and text.

The next step was to consider possible action for plan utilization and implementation. This phase is currently underway. Though the original scope of the Plan was restricted to land and water, air quality is being considered as a third resource dimension. Various additional land use classifications, including agriculture, have been suggested for future consideration in the Plan.

II. CURRENT AND FORESEEABLE TRENDS

Social

One of the most frequently debated issues that has tremendous potential impact on Connecticut's environment and energy consumption is mass transit. Mass transit development will have a notable effect on air quality. Well utilized bus systems can remove significant numbers of automobiles from highways, and can be particularly effective in relieving urban air pollution contributed by traffic congestion. Even more significant is the effect that a rail system can have by transporting larger numbers of persons with less air pollution. A mass transit system also has the advantage of significant assistance to low income segments of society which are concentrated in the more densely populated areas served by the system. Public monies spent on mass transit would however, serve a larger percentage of the population than monies spent on highway system expansion.

The "hot spots" or areas of great air pollution are largely in Connecticut's cities. Thus the upgrading of air quality that is taking place and the further improvement that is

anticipated will benefit the urban population the most directly. The general overall social trend will, therefore, be a greater environmental advantage realized by the lower income segment.

There are indications that another less distinct trend could be taking shape in the state's growth pattern, a potential shift away from suburban sprawl and back to centralized housing. Such a change, if it comes about, will not occur "naturally" but will in all probability be the result of combined pressures including highway construction policy, mass transit development, energy trends and land, water and air resource policies.

The overall effect of air and water quality programs and land use policy will be to make Connecticut a more desirable place to live. Monitoring and planning should prevent further deterioration of air quality. The proposed "complex source" regulations should help to assure that remaining air quality margins are utilized in ways that will best serve the respective communities concerned. Air quality regulations requiring "non-degradation" should preserve the relatively unspoiled characteristic of rural and non-industrial areas while permitting economic growth within the state.

Water quality in Connecticut's lakes, rivers and streams and in Long Island Sound has been improving in response to the state's Clean Water Program and similar previous efforts. We can anticipate a continuation of this trend as current water pollution control plans are implemented and additional treatment facilities are completed. Lastly, as land use policy is further developed and implemented, Connecticut should realize directed growth while retaining its reputation as one of the most desirable places of residence in the nation.

Economic

From any point of view, the gains made in environmental quality have come at a price, but in most instances a price which will be more than repaid in the long term. In some instances the benefits are difficult to appraise. Other cases indicate that the results are surprisingly profitable, economically as well as environmentally, such as the adoption of practices which recover and reuse raw material or process water.

The burning of low sulfur oil (when availability provided the option) reduced sulfur dioxide levels in the atmosphere but was done at a dollars and cents cost to Connecticut's residents, via higher prices and electrical power rates. When fuel supplies were not an issue, the additional expense was not seriously challenged by the general public; attitudes may now be changing.

Development of offshore oil resources in New England was resisted before heating oil (and later all petroleum) was in critical supply. It would now appear that such development will be accepted by the public, in return for the potential easing of our energy crisis. Energy deficiencies are having direct economic impacts. Public attitudes may now be shifting to more concern for economic considerations and less support for the more marginal environmental concerns.

Industry is faced with costs associated with improving air and water quality which in many cases will not be significantly offset by related savings. Capital investments have to be made in facilities which do not produce goods and generate few jobs. The ultimate cost is, of course, usually borne by the consumer. To date, Connecticut's citizens have apparently been willing to support the costs of environmental improvement. However, it should be noted that the cost of our environmental benefits are largely hidden, or at best obscure. It may be

too soon to judge the public's reaction to the economic cost of our environmental trends.

Health

Environmental trends to date have had a positive effect on public health in the state. This significant response should continue in proportion to the air and water quality upgrading which takes place.

The most notable aspect of air quality improvement in 1973, was a marked reduction in sulfur dioxide levels. Sulfur dioxide while itself damaging to health, can revert to a sulfate form which has been shown to be 10 to 100 times more damaging, and can be present in particulate form as well as the more familiar gas. Both the sulfur dioxide and the sulfate level are closely associated with respiratory ailments, and an estimated 200,000 Connecticut residents are afflicted with respiratory disorders which can be aggravated by these pollutants.

The energy crisis will unquestionably have a negative effect on the state's air quality and will thus affect the gains made to date. The necessary granting of air pollution variances for burning of high sulfur fuel could result in sulfur dioxide and particulate levels that are above the primary standards. Approximately 75 percent of the residual fuel oil used is burned by the utility companies. An estimate of the effect of the change in sulfur content requirement is contained in the graph on page 3. The burning of coal increases sulfur dioxide and particulate concentrations to a much greater degree than does high sulfur oil, unless exhaust gas scrubbing equipment is utilized.

Water quality has also evidenced a positive long-term trend starting well before the turn of the century, and reflecting greater gains during some periods than others. In general, public health has not been jeopardized by the water quality of the state's lakes, streams, and rivers. Nevertheless, from other standpoints, such as fisheries and recreation, water quality must continue to be improved through ongoing clean water programs.

III. THE ADEQUACY OF OUR NATURAL RESOURCES

Finite Resources Versus An Expanding Population

For several years there has been a growing awareness of the finite nature of many natural resources which we as an industrial nation have long been dependent upon. In fact, generally speaking these limited resource materials outnumber the renewable resources, such as forest products. Regardless of the price of a given material, there could come the time when no more could be purchased -- at any figure. Now added to this situation is the energy crisis, focused also on the scarcity of nonrenewable critical resources, principally petroleum.

Thus, Connecticut, a highly industrial state, had reason to take a position of leadership in resource recovery. Though not a producer of petroleum, aluminum, iron and steel, nor other metals, the state is a significant consumer of these resources. Ultimately, Connecticut could have an influence on the relative availability of these materials. The state's Resource Recovery Authority can be in a position to market aluminum, ferrous metals, glass, and fuel for electric power generation. The Authority is expected to eventually fuel 11 percent of the electrical energy generated in Connecticut.

Problems associated with the energy shortage are coordinated by the Energy Emergency Agency which was created by Executive Order Number 21. The Environment Committee of the General Assembly is also devoting much time and effort to the energy problem.

Resource Management and Future Generations

Connecticut's own natural resources are extensive and include prime agricultural land, abundant clean water, woodlands, inland and tidal wetlands and the marine resources of its rivers and Long Island Sound. It is the responsibility of the state and its citizens to maintain and preserve these resources for future generations.

The state's farmland is largely responsible for an annual agricultural product yield of \$160 million. This figure can in reality be increased to at least half again as much when measuring the economic benefit to the state. Connecticut's farm numbers are dropping at an alarming rate. Productive agricultural land should be preserved and not lost to unplanned development, for environmental and aesthetic reasons, and to keep Connecticut at least partially self-sufficient in feeding its population.

Open space, including woodlands, also needs to be preserved for the use and enjoyment of future generations. Provisions for this are contained in the Plan for Conservation and Development. Inland wetlands throughout the state will be protected after June 30, 1974 by state and local regulations currently under development. Tidal wetlands have had similar protection under state and/or federal provisions.

Vast improvement has also been noted in the quality of our rivers and Long Island Sound. The improvement has enabled the shellfisheries of Connecticut to again gain a foothold. In years prior to 1939, oyster farms were one of the main means of livelihood for many of Connecticut's residents. With the coming of concentrated industrialization, our streams became more contaminated from industrial wastes and untreated sewage caused by the growth of population. The shellfishery,

once one of our main industries, and also a wonderful natural resource and a good supply of protein, became almost non-existent because of heavy pollution of our harvest areas.

In 1965 when the environmental task forces started to function, and with the cooperation of the Water Resources Commission, the Connecticut State Department of Health and the former Connecticut State Shellfish Commission, water quality was carefully looked at to ascertain what the causes were for the poor quality of Connecticut's rivers and streams and how they could best be corrected.

It was found that many factories, cities, towns and individuals were using the tidal streams as well as some of the smaller fresh water brooks and rivers as open sewers to get rid of their wastes. Many of the wastes included acids, metals, human sewage, garbage and other materials. These wastes had a detrimental effect on our marine life. With the cooperation of the Council on Environmental Quality, Department of Environmental Protection, Connecticut State Department of Health, Federal Environmental Protection Agency, Federal Food and Drug Administration and the Aquaculture Division of the Connecticut State Department of Agriculture, many of those contributing wastes have been or are now being eliminated. The quality of the water has now improved to the extent that we now are able to harvest oysters and clams for market, even shipping to states and countries that raise their own, such as New Jersey, Canada, Virginia, Maine, and Massachusetts.

By careful management and the improvement of water quality many individuals are now engaged in the harvest of oyster seed, with over 50,000 bushels of seed being taken in two months from one river -- a net gain to the state's economy in excess of \$150,000. It speaks well for Connecticut's

environmental effort to again be able to use our shellfish resources that in early 1971 were almost non-existent because of contaminated water. Efforts must not be relaxed. Continued attention is necessary to protect these resources. As an example, the Council on Environmental Quality, under Sec. 22a-12(b) of the Connecticut General Statutes, examined in detail a proposal for dredging sand and gravel from Long Island Sound off the Silver Sands State Park site at Milford, to be used for enlarging the beach area. After careful examination and consultation with both DEP and the Department of Public Works, the Council concluded that the proposed gravel mining operations should be largely restricted to the deeper water portions of the area to protect the oyster beds. The Council's final recommendation represented a compromise intended to accomplish the establishment of a park and beach resource to serve the general public while preserving irreplaceable oyster bed resources.

State ownership of forests and open land provides the public with assurance that those areas will remain undeveloped and available for active recreational use, or held against future need. Acquisition of additional public lands is being accomplished and should continue in view of growing population pressures on existing facilities.

The purchase of Quinnipiac Marsh in New Haven by the state, from the Penn Central Transportation Company has been pursued by the Land Acquisition Unit of DEP, and the Council on Environmental Quality. This is considered to be one of the most extensive and desirable tracts of salt marsh in Connecticut. Appraisals have been secured in preparation for final negotiations.

IV. CONNECTICUT'S ENVIRONMENTAL PROGRAMS - STATE,
LOCAL, PRIVATE

Air Quality

The Department of Environmental Protection's Air Compliance Unit is responsible for implementing the federally approved air quality plan. This is a \$2.5 million program, \$1.5 million from federal funds and the balance from the state.

This unit's air monitoring program recently incorporated the new concept of automated trailer mounted field monitoring units -- the first of which was established in January, 1974. The fabrication of eleven more units will be completed over the next six months, and these will be located at the most critical points in the state. In addition, the overall sampling system is being revamped to increase the total number of monitoring stations which will complement the twelve trailer units. This system will be capable of providing the data base needed to accomplish computer modeling, which will be utilized in engineering review, permit review and enforcement strategy. Data from this system may be used directly, without preliminary interpretation.

This information which has been unavailable until now, will contribute significantly in the appraisal of such critical issues as the forthcoming federal complex source and non-degradation regulations, and will be used in computer modeling. Similarly, computer mapping which utilizes the same monitoring data is a necessary prerequisite to the incorporation of air quality priorities into the "Plan of Conservation and Development."

In spite of less sophisticated monitoring systems used during the past year, an enforcement program was actively carried out. Over the past eight months, 599 violations were cited. Of these, 200 orders were issued, 169 active notices given for which deadlines had not yet been reached, and 230 violations cited which were corrected. A smoke monitoring program was implemented in 1973, establishing compliance dates for installation of approved measuring equipment.

The DEP Air Compliance engineering section is taking a harder, in-depth look at the nature of air pollutants, and the quantities present, relative to their impact on health and welfare.

The state's air quality plan oriented to federal HEW and EPA ambient air quality standards, is by far the largest program in effect, but seven Connecticut cities maintain pollution control programs of their own which report to the state. Monitoring techniques and apparatus are too elaborate, however, for most municipalities to pursue their own plan except in conjunction with the state. Industry in some cases has given itself more stringent standards in anticipation of future upgrading.

Water Quality

Connecticut's modern day Clean Water Program began with the passage of Public Act No. 57 by the 1967 General Assembly. Under this Clean Water Act, the Water Resources Commission was the agency responsible for water pollution abatement in the state. In October 1971, DEP succeeded the Commission and a Water Compliance Unit was formed to administer the program. This unit of DEP has responsibility for the control

of industrial and municipal water pollution and oil and chemical spills; also municipal and private treatment plant supervision and operator training and certification.

In the past, water for both industrial and municipal sewage disposal has been available in virtually unlimited volumes. The question of a future need for water conservation measures has been raised. The consensus at present is that supplies of clean water in Connecticut should be adequate for the foreseeable future. However, should water supply become an issue, devices can be utilized to conserve domestic water; and experience with industry has indicated that sewerage fees tend to stimulate water recycling practices as well as conservation of the volume of water used.

Land

Land is a finite resource and land use is the single most important element affecting the quality of our environment. Several land use programs are now being readied and others are under consideration.

Public Act No. 155, 1972 entitled "An Act Concerning Inland Wetlands and Water Courses," and Public Act No. 571, 1973 which amends it, have the potential for profoundly affecting land use in Connecticut. The original act provided for state regulation of inland wetlands if municipal ordinances were not established by January 1, 1974. The amendment extended this deadline until June 30, 1974. To date, 105 towns have ordinances creating the authority for such regulations. Seventeen of these towns are presently regulating wetland use. The remaining 88 towns are expected to adopt the necessary regulations in the near future. East Lyme

was the first town to both pass a wetland ordinance and adopt the appropriate regulations.

In December 1973, DEP submitted formal state regulations to the Legislature Regulation Review Commission and the Attorney General for approval. It is still too early to predict whether or not inland wetland regulations, state or local, will be significantly challenged in the courts. Some of the land development which would have been restricted by this legislation will have been carried out by next June 30. The true impact of these Acts will be more clearly understood when the detailed classification of the wetlands is completed.

The proposed "Plan of Conservation and Development for Connecticut" is a land use plan initially focused on land and water resource assessment and planning. In addition to air quality it is conceivable that other environmental and land use values could be incorporated into "The Plan." It can be used advantageously by various state agencies as a general perspective and overview. It is also suitable for urban development use.

In addition to the preceding programs that are Connecticut oriented, other plans involving land use have been initiated on regional and national levels. The Long Island Sound Regional Study is a comprehensive planning effort by the federal government and the states of New York and Connecticut, led by the New England River Basins Commission. It recognizes Long Island Sound as one of the nation's unique and irreplaceable natural resources. A comprehensive draft plan for the study is to be prepared by mid-March of 1974, in time for the first series of public hearings. A Citizen Advisory Committee provides public input for regional goals. The final plan will be completed in January, 1975, and will be the foundation of Connecticut's Coastal Zone Management Plan.

The Coastal Zone Management Act of 1972 is a federal program directed by the National Oceanic and Atmospheric Administration (Department of Commerce), for which thirty-four coastal states and territories qualify. This program is presently in its first year. The objective of this program is to make the best possible use of coastal resources, based on natural resource capability to sustain certain human usage including economic, recreation and conservation considerations.

Funding for this program is on a state basis. Connecticut must submit its application by April 1, 1974 in order to be eligible for funds. Upon application approval, the state will be entitled to receive a minimum of \$127,000 in funds for the first year.

Material Resources

A comprehensive plan for resource recovery must consider land use as an integral part of the program. "A Plan of Solid Waste Management for Connecticut" was prepared through a joint effort by the General Electric Company and DEP, and was presented to Governor Meskill in June, 1973. The implementation of this plan began later in 1973 with the creation of a state Resource Recovery Authority. As the Authority develops its programs, the Solid Waste Management unit of DEP will continue to function in an enforcement role. The combined effect of these two agencies will be a first in resource recovery, including power generation and the conservation of irreplaceable open space acreage which otherwise would have been consumed in ever-increasing landfill operations.

V. SUGGESTIONS AND RECOMMENDATIONS

Agricultural Land

It is the opinion of this Council that an urgent need exists in Connecticut for a study of the state's agricultural land. In view of our limited land resources and the recent high rate of industrial and residential growth the remaining prime agricultural land is clearly endangered.

It has been suggested that Public Law 490 has served effectively to deter the forced sale of farmland in the past, but that this statute can no longer be relied upon as a satisfactory safeguard, because of increasing pressures of development. The State of New Jersey and Long Island's Suffolk County have each drafted agricultural land use policies to assure the preservation of agriculture as a vital part of their economy, environment, commerce and social structure.

Connecticut possesses features similar to both New Jersey and eastern Long Island, but it has unique qualities as well. A comprehensive study including an examination of the state's agriculture, its land resources, Connecticut's dependence upon outside sources of food supply, and the effect of agriculture on our environment, will be necessary before an agricultural land policy can be intelligently considered. The findings of such a study should then be developed and drafted for legislation.

Soil Erosion and Sedimentation Control

The Council recommends the establishment of a comprehensive state soil erosion and sedimentation control program.

It has been stated that the largest source of water pollution is soil. A minor degree of soil erosion takes place under natural conditions. When soil is devoid of any protective cover, such as in the case of row crops or construction sites, erosion and the resulting sedimentation increases as much as several hundred percent.

Clearly, watersheds do not respect political boundaries, and preventive measures adopted by one community could be negated by a lack of action in an adjacent community. Thus, there is a need for regional or state coordination. For over twenty-five years there has been an active program of soil erosion control and sedimentation prevention conducted by the Soil Conservation Service (SCS), a branch of the U.S. Department of Agriculture. Originally associated with mainly rural and agricultural land, the SCS is proving to be equally effective and valuable in assisting with the management of land in intensively developed areas. SCS is presently operative throughout Connecticut in eight Soil and Water Conservation Districts aligned with Connecticut's original counties. District coordination is accomplished through a State Association of Soil and Water Conservation Districts.

An overall technical standard for the control of soil erosion and sedimentation in Connecticut, implemented by the eight Soil and Water Conservation Districts, would significantly contribute to the much needed protection of the state's soil and water resources.