

## **Draft Task 1 Report**

### **Suffolk County Vector Control and Wetlands Management Long-Term Plan and Draft Generic Environmental Impact Statement**

December 3, 2002

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# **EXECUTIVE SUMMARY**

## ACKNOWLEDGEMENTS

Task 1 has been the result of efforts from many people, groups, and agencies. Among the key participants have been:

### **Suffolk County Department of Health Services**

Commissioner Clare B. Bradley, M.D., M.P.H.

Dr. David Graham, Director of Public Health

#### **Division of Environmental Quality:**

Vito Minei, P.E., Division Director

Walter Dawydiak, P.E., J.D., Project Manager, Acting Chief Engineer

#### **Office of Ecology:**

Robert Nuzzi, Ph.D., Acting Chief

Robert Waters, Associate Public Health Sanitarian

Kim Shaw, Principal Environmental Analyst

Laura Bavaro, Senior Environmental Analyst

John Bredemeyer, Public Health Sanitarian

Gary Chmurzynski, Public Health Sanitarian

Mike Jensen, Public Health Sanitarian

Cindy MacArthur, Public Health Sanitarian

Mark Long, Boat Operator

Arlene Freudenberg, Senior Clerk-Typist

Jeanine Schlosser, Senior Clerk-Typist

Thomas Keenan, Drafter III

#### **Public Environmental Health Laboratory:**

Kenneth M. Hill, Chief

### **Suffolk County Department of Public Works**

Commissioner Charles J. Bartha, P.E.

Richard LaValle, P.E., Chief Deputy Commissioner

Leslie Mitchell, Deputy Commissioner

#### **Division of Vector Control:**

Dominick Ninivaggi, Superintendent

Tom Iwanejko, Biologist, Entomologist

Scott Campbell, Ph.D., Laboratory Director

**Council on Environmental Quality**

Chair Theresa Elkowitz, AICP  
R. Lawrence Swanson, Ph.D., Vice-Chair  
Thomas Cramer, RLA  
Honorable Ginny Fields  
Nancy Manfredonia  
Michael Kaufman  
J. Lance Mallamo  
John Finkenberg  
Adrienne Esposito  
Joy Squires  
James Bagg, Staff to CEQ, Chief Environmental Analyst

**Steering Committee**

County Executive Robert Gaffney  
County Legislature Presiding Officer Paul Tonna  
Commissioner Clare B. Bradley M.D., M.P.H.  
Commissioner Charles Bartha  
R. Lawrence Swanson, Co-Chair Council on Environmental Quality

**Technical Advisory Committee**

Walter Dawydiak, P.E., J.D., SCDHS, Interim Chair

**Citizens Advisory Group**

Co-Chair Debbie O’Kane  
Co-Chair Amie Hamlin

**Technical Expertise and Support**

**USGS**

Jodi Imers  
Steve Terricano

**Cornell Cooperative Extension:**

Chris Smith

**Ducks Unlimited:**

Craig Kessler

**Cashin Associates, PC**

Aldo Marletti, P.E., Principal

Gregory Greene, Principal-in-Charge

John Ellsworth, Project Director

David Tonjes, Ph.D., Senior Environmental Scientist

**Cameron Engineering and Associates, LLP**

John Cameron, Principal

John Pascucci, P.E., Project Director

David Berg, AICP, Senior Scientist

**CA-CE Team Sub-consultants**

Judi Durda, Christowski, Pearsall, Foster, Durda and Preziosi

Steven Goodbred, Ph.D., Marine Sciences Research Center, SUNY at Stony Brook

Bruce Brownawell, Ph.D., Marine Sciences Research Center, SUNY at Stony Brook

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## 1.1.2. EXECUTIVE SUMMARY

### Introduction

Task 1 of the Suffolk County Vector Control and Wetlands Management Long-Term Plan and Generic Environmental Impact Statement project was to develop a Final Scope for the Draft Generic Environmental Impact Statement (DGEIS), and revise the Workplan for the development of the Long-Term Plan to match the Scope. It also created and put into operation the three key project Committees (the Citizens Advisory Committee [CAC], the Technical Advisory Committee [TAC], and the Steering Committee). The project schedule was also finalized.

The draft Scope for the DGEIS was created by the Suffolk County Department of Health Services (Office of Ecology) on August 8, 2002. The Council on Environmental Quality recommended on November 20, 2002, that the County Legislature adopt and finalize the revised Scope. Part I of this Task Report discusses the Scoping Process in detail.

The draft Workplan was submitted as part of the Cashin Associates-Cameron Engineering (CA-CE) Team response to the County Request for Proposals on this project on June 17, 2002. CA-CE amended the Workplan twice in response to County comments. The Workplan was further amended in response to public Scoping comments and additional County comments. The Final Workplan has been included as Part II of this Task Report.

Part III of this Task Report is the Recommended Final Scope, revised in response to public comments, and recommended by CEQ to the County Legislature for finalization and adoption. This Scope will serve as the basis for the DGEIS on the Long-Term Plan. The DGEIS is projected to be submitted for public comment in the early summer of 2004.

Part IV of the Task 1 Report is the Responses to Scoping Comments. This document summarizes the comments submitted by the general public and interested agencies to the draft Scope of the DGEIS. It also presents the County response to those comments, and documents any changes in the Scope resulting from the comments.

### 1.1.3. Project Summary

The overall objective of the project is to develop a long-term, Suffolk County-wide Vector Control and Wetlands Management Plan. The plan will protect public health, while minimizing pesticide usage and optimizing environmental quality. As part of the program, wetlands management will be implemented insofar as such management is relevant to the control of mosquitoes, while minimizing adverse impacts to the wetlands.

The program will be based upon program and literature reviews, field reconnaissance, and impact assessment (including public health and ecological risk assessments). A detailed evaluation of alternatives will be performed, including cost-benefit analyses. Examples of possible recommendations include:

- Specifications of allowable chemical usage (types, application rates and methods, etc.) to optimize ecological protection while protecting public health;
- Implementation methodologies for non-chemical vector control methods;
- Detailed descriptions of treatment areas (exact locations, setbacks for particular applications, etc.);
- Guidelines for wetlands restoration activities, such as Open Marsh Water Management (OMWM);
- A comprehensive education and outreach program; and
- A framework for future monitoring and management.

A descriptive diagram of the intent of the plan – to determine the optimal control strategies so as to reduce public health impacts while increasing benefits to the environment – is presented in Figure 1. Figure 2 illustrates the organization chart for the consultants and sub-consultants.

In addition to the technical investigations undertaken by the consultant (in conjunction with the County itself), public outreach efforts will be key to successfully developing the management plan. To this end, structures have been developed to solicit technical, governmental, and citizens input. Over the first several months of the project, four Citizens Advisory Committee (CAC) meetings, two Technical Advisory Committee (TAC) meetings, a Steering Committee meeting, and a formal Scoping Comment session have been held.

In addition to the technical experts solicited by the consultant team, over 200 representatives of agencies, associations, governments, organizations, and interested individuals have been approached to participate in some aspect of the project, including the Steering Committee, the TAC, and the CAC. Groups with representation in the project include:

- Federal agencies such as the Environmental Protection Agency, the Centers for Disease Control, the Fish and Wildlife Service, and the National Park Service;



- State agencies such as the Department of Environmental Control and the Department of State;
- Local academicians from SUNY Stony Brook, Southampton College, and Suffolk County Community College;
- Environmental activists from national, state, and local organizations (including but not limited to the Nature Conservancy, the Sierra Club, Citizens Campaign for the Environment, and the North Fork Environmental Council);
- Local civic organizations such as the Lake Panamoka Civic Association, Masic Beach Civic Association, and Nesconset-Sachem Civic Association.

This listing illustrates the breadth of interest in this project, and the willingness of individuals from many walks of life to devote time and effort to the problems the project intends to address.

This project was initiated by the County in May, 2002. Since that time and despite the complexities involved in the Request for Procurement process and consultant selection, and the Task 1 requirements of the Scoping process and Workplan revision, all deadlines set in May have been achieved as of this date.

Figure 1

# Vector Control and Wetlands Management Long-Term Plan Conceptual Balance

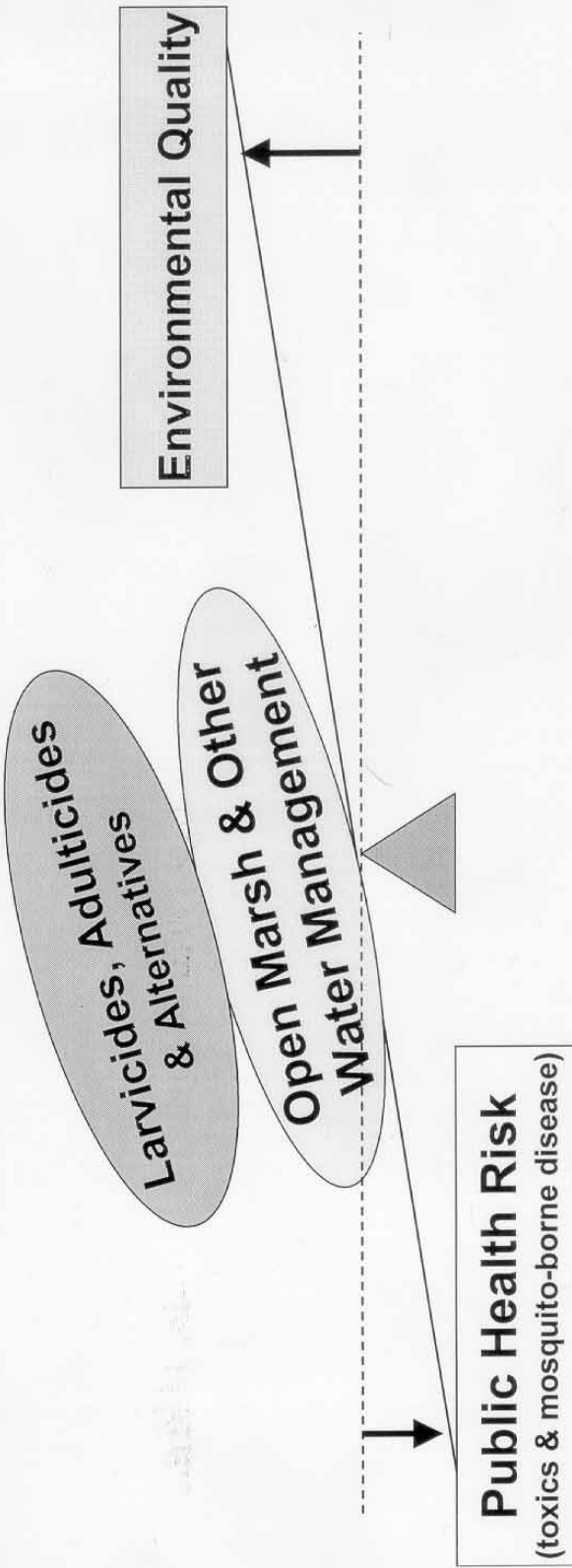
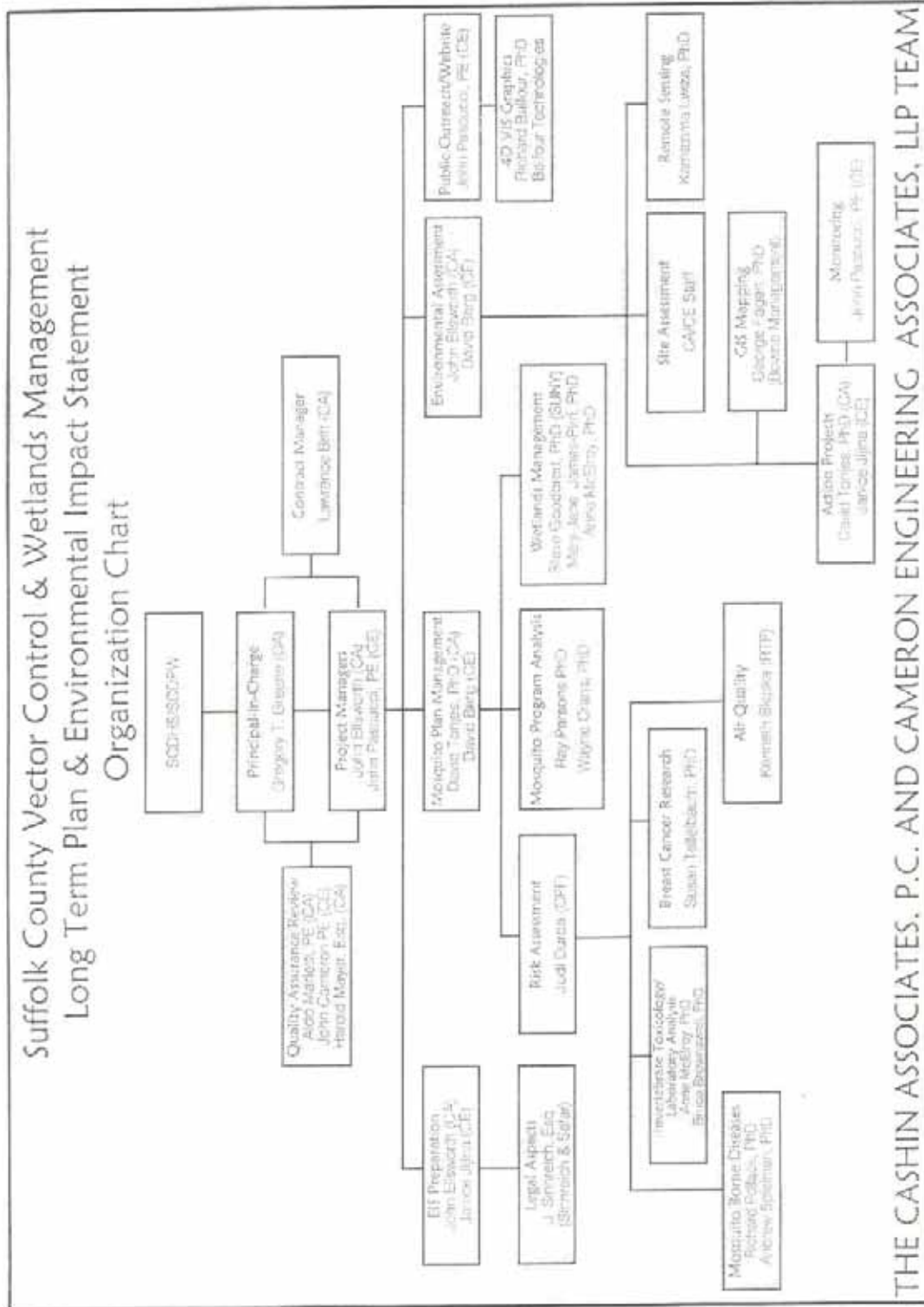


Figure 2



### **CA-CE Task 1 Effort**

The Request for Proposals for the project was released April 30, 2002, with a response date of June 17, 2002. Cashin Associates, PC (Hauppauge, NY), in conjunction with Cameron Engineering and Associates, LLC (Syosset, NY) (as a sub-contractor), together with a pool of expert sub-contractors (the Team structure is attached), was selected as most responsive of the firms that replied. A contract was signed for Task 1 on September 24, 2002 (although CA-CE was authorized to proceed with work on the project in mid-August). The description of the consultant's role in the Request for Proposals was to observe Scoping, take minutes at meetings, and revise its Workplan in response to revisions in the DGEIS Scope.

Meetings of the CAC were held on September 6, September 23, and October 21. The TAC met on September 6 and (jointly with the Steering Committee) on September 17. The Steering Committee met (in a joint meeting with the TAC) on September 17. A public comment session was held by the CEQ on September 10, and the comment period for Scoping closed September 25. CA-CE, some of its Team sub-consultants, and the Office of Ecology, prepared presentations for the initial CAC meeting and all of the other meetings.

Following the close of the comment period, CA-CE collected and bound the comments, meeting minutes, and public comment session transcript for distribution by the County. CA-CE revised the draft Scope to meet public concerns, and arranged for meetings with the County Departments of Health and Public Works and CEQ to further revise the Scope in response to these agencies' comments. CA-CE prepared and revised a summary of the Scoping comments, which also contained the responses of the County to the comments, and a discussion of how the DGEIS Scope was revised in light of the comments. The Workplan and project budget were revised in light of the Scope changes, and in response to comments received from the County. The draft Task 1 report was written, submitted to the County for comments, and then printed and bound. That draft has been superceded by the current document, which was generated in response to further County comments. CA-CE presented a brief discussion of the manner in which Scoping comments have been included in the revised Scope before the CEQ on November 20, attended the CAC meeting scheduled for November 18, and will assist the Legislature as may be needed to further this project.

#### 1.1.4. The Most Significant Changes in Scope and Workplan

Most comments resulted in changes to the Scope of the DGEIS, and therefore to the associated Workplan. However, some of the topics raised in comments resulted in more significant changes than did others. Topics resulting in the most significant changes included:

- *examination of the distinction between the control of mosquitoes in response to quality-of-life considerations (also characterized as nuisance impacts) versus the protection of public health*

This will require defining the scope of the County mosquito control program, investigations of appropriate triggers for actions (which may be dependent on the kind of mosquito impact being controlled), and potential differences in acceptable impacts based on the kind of mosquito impact.

- *appropriate discussion and analysis of the State and Federal West Nile Response Plans and their implications with respect to the Suffolk County Long-Term Plan*

The West Nile Emergency Response Plan has been classified as distinct from other elements of County mosquito control.

- *analysis of impacts to non-target species (i.e., species, other than the mosquitoes, that are the inadvertent target of the County vector control efforts), including both terrestrial and aquatic species*

The scope of this investigation was greatly increased, including expansion to the ecological role of mosquitoes (and, thus, the impact of reducing these populations).

- *establishment of meaningful guidelines (i.e., thresholds) for determining the specific circumstances under which the County will employ pesticides for mosquito control*

- *analysis of the efficacy of pesticides in controlling mosquito populations*

Some comments suggested that it has not been determined what the long-term (and even short-term) impacts of pesticides on mosquito populations are.

- *evaluation of the relative contribution made by the Suffolk County Vector Control Program with respect to overall pesticide loading to the environment in Suffolk County*

This issue focuses the context of mosquito pesticide impacts.

- *analysis of the impacts of Suffolk County Vector Control pesticides on sensitive segments of the human population, including pregnant women, fetuses, and children.*

This issue was raised to a greater prominence through public comments.

- *possible additional early-action field experiments, including a number of investigations suggested by the New York State Department of Environmental Conservation (NYSDEC), such as caged fish and fate and transport studies*

NYSDEC was very active with regard to the kinds of field work thought to be appropriate for this investigation; comments by NYSDEC and others strongly influenced the kinds of investigations now considered for the project.

- *evaluation of non-chemical controls for mosquito management*

The controls to be considered include predation and physical traps.

- *evaluation of stormwater control systems in mosquito proliferation and the promotion of mosquito-borne disease*

Scoping and Workplan evaluations revealed a lack of upland mosquito habitat investigations.

- *evaluation of the local exposure and infection rate for West Nile virus and other mosquito-borne diseases*

This effort will help to determine the public health threat posed by West Nile virus.

The changes to the draft Scope and associated modifications to the Workplan resulted in a considerable increase in the proposed effort for this project.

### **Project Management Structure**

The project management for the development of the Long-term Plan has been modeled after the National Estuary Project concept, developed by the US Environmental Protection Agency. A Steering Committee acts a policy clearinghouse, advised by a Technical Advisory Committee and a Citizens Advisory Committee. The Steering Committee provides direction to the project office, which in turn contracts for expert assistance as needed.

The implementation of that overall structure for this project is shown on Figure 3. The Suffolk County Department of Health Services Office of Ecology is acting as Project Office, and Cashin Associates is the Project Consultant.

The interplay between the Long-Term Plan management and that associated with the DGEIS management is also illustrated on Figure 3.

### **Steering Committee**

The Steering Committee is composed of the following members:

Suffolk County Executive Robert Gaffney

Suffolk County Legislature Presiding Officer Paul Tonna

Department of Health Services Commissioner Dr. Clare Bradley

Department of Public Works Commissioner Charles Bartha

Council on Environmental Quality Chair Theresa Elkowitz (Ms. Elkowitz has appointed Dr. R. Lawrence Swanson as her designated representative)

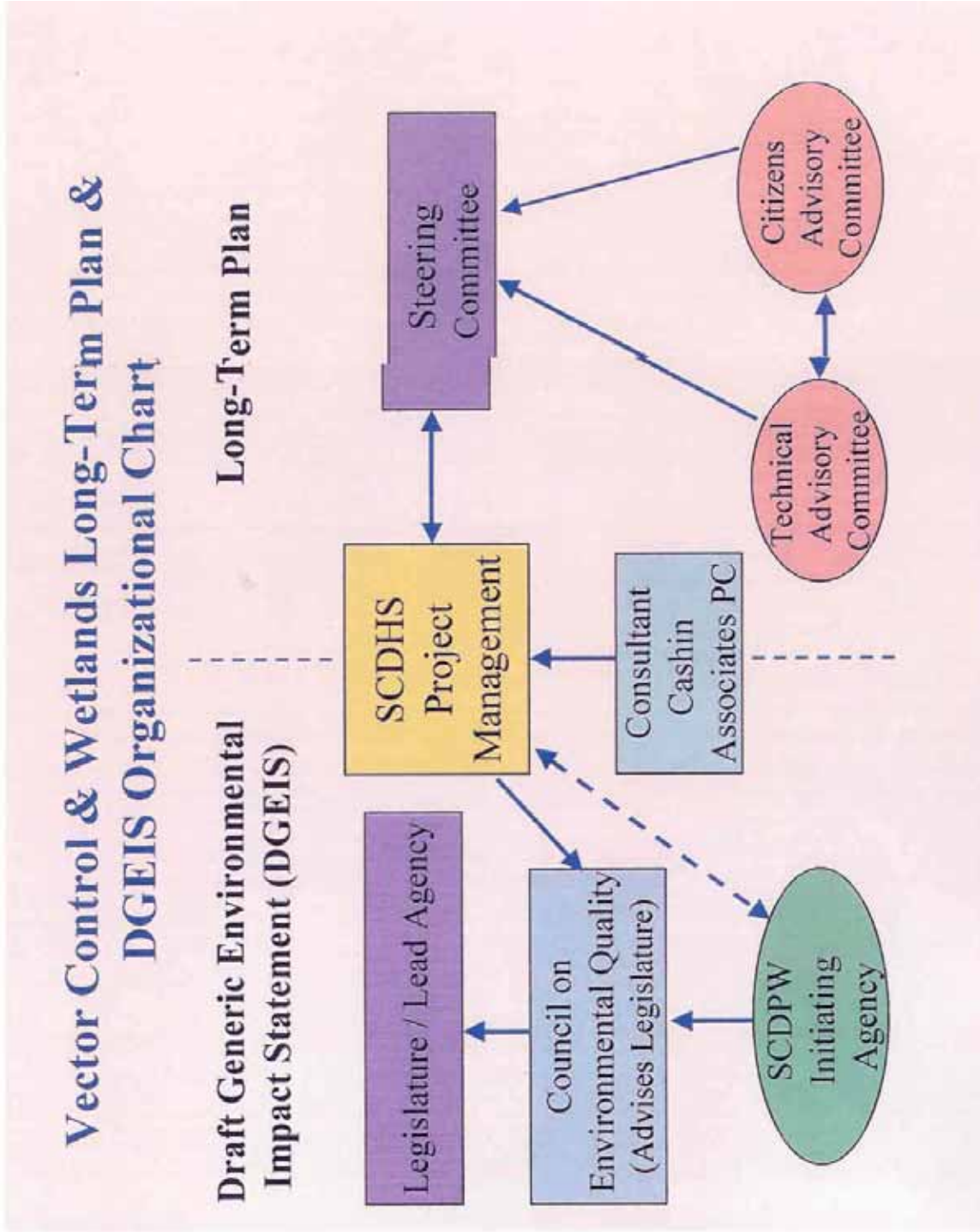
Citizens Advisory Committee Co-Chairs Debbie O’Kane and Amie Hamlin

The Technical Advisory Chair (when determined)

The CAC and TAC representatives will be non-voting members.

The Commissioner of NYSDEC was invited to be a voting member of the Steering Committee. However, the NYSDEC has determined that its potential regulatory role in this process makes it impossible for NYSDEC to do more than act in an advisory role.

Figure 3





## Technical Advisory Committee

The TAC has not yet chosen a Chair, nor has it amended or adopted its draft by-laws.

The following is the current membership of the TAC:

|                             |   |
|-----------------------------|---|
| Campbell, Scott .....       | SCDHS/Public Health                       |
| Carioto, Jim .....          | Suffolk County Department of Public Works |
| Conlon, Joe .....           | American Mosquito Control Association     |
| Cowen, Ray.....             | NYSDEC                                    |
| DeQuillfeldt, Charles ..... | NYSDEC - Bureau of Marine Resources       |
| Dillion, Constantine .....  | Fire Island National Seashore             |
| Enache, Adrian.....         | USEPA Region - 2                          |
| Geller, Marvin A. ....      | Marine Sciences Research Center           |
| Graulich, Karen .....       | NYSDEC - Marine Habitat Protection        |
| Guthrie, Chart.....         | NYSDEC - Bureau of Fisheries              |
| Halavik, Tom .....          | USFWS - Southern New England/NY Bight     |
| Hasbrouck, Emerson.....     | Cornell Cooperative Extension             |
| Isles, Tom.....             | Suffolk County Planning Department        |
| Kaufman, Mike .....         | Council on Environmental Quality          |
| Kessler, Craig.....         | Ducks Unlimited                           |
| Kim, Nancy .....            | New York State Department of Health       |
| Maghini, Mark.....          | USFWS                                     |
| Mattice, Jack .....         | NYS Sea Grant                             |
| McAllister, Kevin.....      | CAC Representative                        |
| McMahon, Thomas .....       | Suffolk County Soil & Water Conservation  |
| Nasci, Roger .....          | CDC                                       |
| Ninivaggi, Dominick.....    | Suffolk County DPW - Vector Control       |
| Nuzzi, Robert .....         | SCDHS/Environmental                       |
| Ozarsky, Jill.....          | The Nature Conservancy                    |
| Palmer, Vincent.....        | NYSDEC - Pesticide Management Unit        |
| Pavicic, John .....         | NYSDEC                                    |
| Reaven, Sheldon.....        | SUNY SB, Dept. of Technology and Society  |
| Rupp, Henry .....           | USEPA - Region 2                          |
| Terracciano, Steve .....    | USGS                                      |
| Tucker, Kelly .....         | CAC Alternate Representative              |
| Zappieri, Jeff .....        | NYSDOS - Coastal Resources                |

**Citizens Advisory Committee**

The Co-chairs of the CAC are Debbie O’Kane and Amie Hamlin. Kevin McAllister is the CAC representative to the TAC, with Kelly Tucker serving as alternate.

The CAC has amended and adopted its draft by-laws. The CAC intends to request \$200,000 per year as a budget, to accomplish public outreach, education, and demonstration projects (a subcommittee was established to create a list of projects for the CAC as a whole to consider). It meets on the third Monday of each month at the County Firematics Center, Yaphank Avenue, Yaphank.

The following is the distribution list for the CAC, with affiliations (where known). The CAC intends to reduce this list to an active membership list shortly.

- Alden, Cameron .....Suffolk County Legislator
- Bagg, James .....Suffolk County Planning Department
- Barnett, Russell .....Town of Smithtown
- Binder, Allan.....Suffolk County Legislator
- Bishop, David.....Suffolk County Legislator
- Biss, Rita.....Lake Panamoka Civic Association
- Black, John .....GSI
- Bokina, John E.....Long Island Cauliflower Association
- Bruun, Bertel .....Concerned Citizen
- Candela, Peter .....Concerned Citizen
- Caracappa, Joe.....Suffolk County Legislator
- Caracciolo, Michael J.....Suffolk County Legislator
- Carpenter, Angie.....Suffolk County Legislator
- Cassidento, Ron.....North American Organic Products
- Clark, Jeanne .....Sophia Garden
- Cooke, William .....Audubon NY
- Cooper, Jon.....Suffolk County Legislator
- Corwith, Jane .....Hampton Bays Civic Association
- Crecca, Andrew A. ....Suffolk County Legislator
- Dam, Henry .....Suffolk Alliance of Sportsmen, Inc.
- Davis, Ed.....Great South Bay Audubon Society
- DeAngelo, Nicole .....Intergovernmental Relations
- Devinney, Robert B.....Concerned Citizen
- Diamond, Robert.....Aide to George Guldi
- Diaz, Brian.....Sachem Community Watch
- DiBenedetto, Bob .....Earth Save
- England, Marilyn .....Theodore Roosevelt Sanctuary
- Eposito, Adrienne .....Citizens Campaign for the Environment

Evans, Peter.....Gannett Fleming Sustainable Ventures Corp.

Farber, Laurie.....L.I. Sierra Club

Fetten, Terri.....Concerned Citizen

Fields, Ginny A.....Suffolk County Legislator

Fisher, Vivian .....Suffolk County Legislator

Foley, Brian.....Suffolk County Legislator

Ford, Elsa.....Brentwood/Bay Shore Breast Cancer Coalition

Fullmer, Jeffrey .....Citizens Campaign for the Environment

Germeroth, Robert .....Concerned Citizen

Goebel, Jane.....Concerned Citizen

Gorman, Fred.....Nesconset-Sachem Civic Association

Guldi, George O.....Suffolk County Legislator

Haley, Martin W.....Suffolk County Legislator

Hall, Joseph .....Town of Riverhead Planning Department

Hamlin, Amie.....New York League of Conservation Voters – L.I.

Harrison, Louise .....Friends of the Bay

Heil, James .....Concerned Citizen

Hulse, Glen .....Town of Huntington Dept. of Maritime Services

Jaber, Raja.....Division of Wellness & Chronic Illness

Jones, Andrew .....Peconic Estuary Program CAC

Kaliski, Arthur.....Chem Tell

Kassner, Jeffrey .....Town of Brookhaven

Keenan, Eileen.....New York Sea Grant

Kelly, John S. ....Peconic Estuary Program CAC

Kemler, Veronica.....SSER

Kessler, Craig.....Ducks Unlimited

Lawton, Gary.....New York State Parks

Leon-Hyski, Ph.D., Tonja .....Huntington Audubon

Licante, Patricia .....West Islip Breast Cancer Coalition for L.I., Inc.

Lindsay, William .....Suffolk County Legislator

Mahar, Sean.....Audubon New York

Manitt, Andrew .....Neighborhood Network

Mannhaupt, Jean E .....Neighbors Expecting Accountability & Remediation

Margolies, Mark.....Sachem School

Matthews, James .....Northwest Alliance

McAlevy, Robert.....Red Cedar Point Association

McAllister, Kevin.....Peconic BayKeeper

|                           |  |
|---------------------------|--|
| Mendelman, Richard.....   | Peconic Estuary Program CAC                        |
| Miller, Karen.....        | Huntington Breast Cancer Action Coalition          |
| Nash, Luci Beth.....      | Four Harbors Audubon                               |
| Newhall, John.....        | Eastern Fire Island Civic Association              |
| Nowick, Lynne C. ....     | Suffolk County Legislator                          |
| O'Kane, Debra .....       | North Fork Environmental Council                   |
| Ottney, Jessica.....      | Citizens Environmental Research Institute          |
| Ozarski, Jill.....        | The Nature Conservancy                             |
| Penn, Sheldon H.....      | Association of Long Island Recycling<br>Officials  |
| Postal, Maxine.....       | Suffolk County Legislator                          |
| Puglisi, Sadie .....      | Cornell Cooperative Extension                      |
| Regnante, Virginia.....   | West Islip Breast Cancer Coalition for L.I.        |
| Sanok, Bill .....         | Cornell Cooperative Extension                      |
| Schaefer, Janice L. ....  | Mastic Beach Civic Association                     |
| Spitz, Diane.....         | Four Harbors Audubon                               |
| Steppe, Edward J.....     | OPRHP  |
| Sullivan, Timothy P ..... | Peconic Estuary Program CAC                        |
| Swenson, Candee A. ....   | Longwood Central School District                   |
| Talbot, Thomas L. ....    | Concerned Citizen                                  |
| Tangredi, Basil .....     | Greenlawn Veterinary Clinic                        |
| Teta, Diana C.....        | South Country Alliance                             |
| Thompson, Dave.....       | Trout Unlimited                                    |
| Tonna, Paul J.....        | Suffolk County Legislator                          |
| Towle, Jr., Fred W.....   | Suffolk County Legislator                          |
| Tucker, Kelly .....       | Concerned Citizen                                  |
| Turner, Rob.....          | Southampton College Division of Natural<br>Science |
| Walbrecht, Gregory.....   | Citizens Environmental Research Institution        |
| Wood, Patti.....          | Grassroots Environmental Education                 |
| Wood, Doug .....          | Grassroots Environmental Education                 |
| Wurster, Charles .....    | Concerned Citizen                                  |
| Yelen, Rosalie.....       | Hampton Bays CAC                                   |
| Zimmerman, Brian.....     | USDA   |

**Project Schedule**

Task 1 of the project proposal has taken longer than originally anticipated. However, the extra time devoted to Scoping and the Workplan revision have not impacted either the Task 1 timeline developed by the SCDHS in May, or the overall project timeline as developed in August by CA-CE (see Part 3). That schedule has been attached here as Figure 4.

Figure 4

