Supplemental Environmental Assessment
South Nassau Community Hospitals
Long Beach Medical Arts Pavilion and South Nassau Southwest Addition
Nassau County, New York

4085-DR-NY

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U.S. Department of Homeland Security
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26 Federal Plaza, New York, NY 10278

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LIST OF ACRONYMS

APE – Area of Potential Effect
BMPs – Best Management Practices
BZA – Board of Zoning Appeals
CEQ – Council on Environmental Quality
CFR – Code of Federal Regulations
CUP – Central Utility Plant
DEIS – Draft Environmental Impact Statement
EA – Environmental Assessment
EEI – Emergency Electrical Infrastructure
EIS – Environmental Impact Statement
EO – Executive Order
EPA – Environmental Protection Agency
ESA – Endangered Species Act
FEMA – Federal Emergency Management Agency
FIRM – Flood Insurance Rate Maps
FONSI – Finding of No Significant Impact
HBFSED – Hospital Based Free Standing Emergency Department
IPaC – Information for Planning and Consulting
LBMC – Long Beach Medical Center
L_{dn} – Day-Night Average Sound Level
L_{eq} – Equivalent Continuous Sound Level
MAP – Medical Arts Pavilion
NEPA – National Environmental Policy Act
NHPA – National Historic Preservation Act
NPUS – Normal Power Utility Source
NYSDEC – New York State Department of Environmental Conservation
NYSDHSES – New York State Division of Homeland Security and Emergency Services
NYSDOS – New York State Department of State
NYSHPO – New York State Historic Preservation Office
OSHA – Occupational Safety and Health Administration
PA – Public Assistance
SEA – Supplemental Environmental Assessment
SEQR – State Environmental Quality Review
SEQRA – State Environmental Quality Review Act
SNCH – South Nassau Communities Hospital
SPDES – State Pollution Discharge Elimination System
SPL – Sound Pressure Level

SRIA – Sandy Recovery Improvement Act
USDA – United States Department of Agriculture
USFWS – United States Fish and Wildlife Service

1.0 INTRODUCTION

On October 29, 2012 Hurricane Sandy caused storm damage to several areas of New York State including the former Long Beach Medical Center (LBMC) in Long Beach, Nassau County, New York. President Barack Obama declared Hurricane Sandy a major disaster on October 30, 2012. The declaration authorized federal public assistance to affected communities and certain non-profit organizations per Federal Emergency Management Agency (FEMA) 4085-DR-NY and in accordance with the Robert T. Stafford Disaster Relief and Emergency Assistance Act of 1974 (42 U.S.S. 5172) as amended; the Sandy Recovery Improvement Act (SRIA) of 2013 and the accompanying Disaster Relief Appropriations Act, 2013. The SRIA amended Title IV of the Stafford Act, adding Section 428, which authorizes alternative procedures for permanent work funding under the FEMA's Public Assistance (PA) Program.

The LBMC, at the time of the disaster, was subjected to severe flooding and was inundated by storm surge. Following the disaster, the LBMC was closed for more than six months and proposals to demolish select buildings on the site were considered along with clean-up and restoration activities. South Nassau Community Hospital (SNCH) (Subrecipient) has since acquired the LBMC site and has applied to FEMA for financial assistance with restoration of appropriate medical services in Long Beach. The New York State Division of Homeland Security and Emergency Services (NYSDHSES) is the Recipient partner for this project.

FEMA is required, as part of its decision-making process, to evaluate the environmental consequences of proposed actions it funds or undertakes. An Environmental Assessment (EA) was prepared in accordance with Section 102 of the National Environmental Policy Act (NEPA) of 1969, as amended; the Regulations for Implementation of the National Environmental Policy Act (40 Code of Federal Regulations [CFR] Parts 1500 to 1508); and FEMA's implementing regulations (44 CFR Part 10). The purpose of the EA was to evaluate and document the potential impacts of the proposed project and alternatives, including a No Action Alternative, on the human and natural environment and to determine whether to prepare an Environmental Impact Statement (EIS) or a Finding of No Significant Impact (FONSI). The EA was published in June 2016 and made available for public comment. The public comment period ended July 5, 2016, and a FONSI was signed on July 29, 2016.

Subsequent to the FONSI based on the original EA, the Subrecipient has proposed scope of work changes to the preferred alternative previously considered. In accordance with above referenced regulations and FEMA Directive 108-1 and FEMA Instruction 108-1-1, FEMA is required, during decision-making, to fully evaluate and consider the environmental consequences of major federal actions it funds or undertakes. This Supplemental Environmental Assessment (SEA) considers the potential environmental impacts of the proposed incremental changes to the South Nassau

Community Hospitals Environmental Assessment (EA) to determine whether to prepare an EIS or issue an updated FONSI.

2.0 PURPOSE AND NEED

FEMA's PA Program fosters the protection of health, safety, and welfare of citizens, assists communities in recovering from damages caused by disasters, and reduces future losses resulting from natural disasters. The purpose of this project is to restore medical services to Long Beach and the Subrecipient's service area in conformance with FEMA's programs and New York State licensing requirements. The secondary purpose is to improve the resiliency of those services against future disasters. The need for this project is to remedy the limited access to medical services present in the community following the closure of the LBMC from Hurricane Sandy.

3.0 PROJECT LOCATION AND BACKGROUND

SNCH is located at One Healthy Way in the hamlet of Oceanside, in the southern part of the Town of Hempstead, Nassau County, New York. SNCH is generally bounded by Merrick Road on the north, Nassau Parkway on the South, Washington Avenue on the east, and Oceanside Road on the west. SNCH is a general medical and surgical hospital with 455 beds and was originally opened in 1928 and has expanded several times since then. SNCH operates the only Level II Trauma Center on the South Shore of Nassau. During Hurricane Sandy, the hospital's doors and emergency department remained open to treat patients. SNCH also provided temporary facilities to the community as a respite from the cold temperatures following the storm that cut power and communications to much of the Island for nearly a week, and in some areas, longer.

The former LBMC is at 455 E Bay Drive between Lincoln and Franklin Boulevard in the City of Long Beach in Nassau County, New York. The former LBMC site is bordered by Reynolds Channel to the north and mostly residential neighborhoods on the other three sides. LBMC was a 162-bed teaching and community hospital that also included an emergency department, physical rehabilitation, in-patient psychiatric care, wound and hyperbaric services, and both inpatient and outpatient substance abuse services. During Hurricane Sandy, brackish floodwater inundated the basement of the LBMC through wall vents, under doors and through stairwells and imploded grade level masonry window plugs, completely submersing the basement. LBMC personnel employed four six-inch motor-operated dewatering pumps, on a continuous basis, for approximately three weeks to dewater the West/Main basements. Damage to the basements of the facilities containing critical mechanical, electrical and plumbing equipment as well as multiple critical health care functions resulted in the closure of the facility for more than six months. LBMC's bankruptcy was approved on May 22, 2014. SNCH acquired the former LBMC in October 2014. SNCH

demolished some of the hurricane damaged facilities due to the level of damages, with the Main and West buildings remaining.

Separate from the FEMA Public Assistance process, SNCH commissioned studies to determine the expected volume for an emergency department and need for outpatient services over the following six years. The initial draft findings of this study, along with design and cost studies of proposed projects at the LBMC and Oceanside Campus, sites resulted in proposed changes to the scope FEMA previously evaluated:

Long Beach Medical Center

1. Medical Arts Pavilion (MAP),
    - Construct a new 15,000 sq. ft. one (1) story medical facility south of the initial proposed retrofit of the main & west structures on East Bay Drive.
    - Existing LMBC buildings, no longer to be used for new facility, will be secured and abandoned.
    - Instead of moving to the MAP, emergency services for Long Beach will remain permanently at the Hospital Based Free Standing Emergency Department (HBFSED) at 325 East Bay Drive. SNCH will accomplish this by upgrading the generator to a dual fuel source to provide emergency stand-by power.

Oceanside Campus

1. Southwest Addition/J-Wing
    - Refined the design of the Southwest (J-Wing) Addition, now to be 5 stories (90,000 sq. ft.) including "Mechanical Penthouse" adjacent to the main building at the current parking area.
        - 1st floor – Nine (9) operating rooms and support facilities
        - 2nd & 3rd floors - 40 critical care beds with elevated connected walkways to main building
        - Elevated walkway to existing F-wing on the 2nd and 3rd floors
2. Emergency Electrical Infrastructure (EEI)
    - Provide Critical Care utility service and redundant power to the entire Oceanside Campus.
    - Construction of new one (1) story 1500 Sq. ft. Normal Power Utility Source (NPUS) with automatic transfer switches
    - Two existing redundant power feeders to be rerouted across the entire campus.
        - NPUS to allow switching to emergency power
        - Central Utility Plant (CUP), detailed below
3. Central Utility Plant (CUP)
    - Involves construction of a new facility to increase resiliency and reduce future operating costs (previous scope called for expansion of the existing CUP).
        - New CUP will include chillers, pumps, electrical switchgear, and normal power infrastructure on the ground floor, a boiler room, generators, and capacitor banks on the first floor, and cooling towers and boiler flues on the roof.

4. F-Wing Renovation
   - This scope of work has been removed from the project proposal considered in the previous EA.

Additionally, SNCH is planning a non-FEMA-funded project to construct a parking garage at the Oceanside Campus on an existing parking lot.

SNCH prepared a Voluntary Draft Environmental Impact Statement (DEIS) in accordance with the State Environmental Quality Review Act (SEQRA) and its implementing regulations at 6 NYCRR Part 617 for the J-Wing Addition. This DEIS includes the expanded Emergency Department, the parking structure, the new CUP and EEI, the NPUS, and the associated parking and roadway improvements, as well as landscaping and pedestrian improvements. SNCH submitted the DEIS to the Board of Zoning Appeals (BZA) of the Town of Hempstead in April 2018. The BZA determined that the action required environmental review pursuant to SEQRA and a determination of environmental significance. The BZA assumed the role as Lead Agency on May 23, 2018, and on June 27, 2018, issued a determination that the proposed action will not have a significant adverse environmental impact ("Negative Declaration").

4.0 ALTERNATIVES

Several alternative courses of action were evaluated for the restoration of appropriate medical services in Long Beach. The alternatives were evaluated based upon the best approach to provide high quality medical care, engineering constraints, environmental impacts, and available property. Budgetary constraints were considered but were not the controlling factor.

Guidance provided in 40 CFR 1502.14 regarding the NEPA provision of an alternative analysis states that an agency must rigorously explore and objectively evaluate all reasonable alternatives and for alternatives which were eliminated from detailed study, briefly discuss the reasons for their elimination. Additionally, a No Action Alternative must be included. This section discusses the No Action Alternative (also known as the "Future without Federal Project Condition") and the feasible alternative that would provide for the purpose and need.

4.1 Alternative 1: No Action Alternative

Under the No Action Alternative, the LBMC plan to retrofit the main and west wings of the existing medical facility to include Emergency Department with new parking on the site would remain. On the Oceanside Campus, the existing CUP would be expanded and the renovation of the 3rd and 4th floors of the F-Wing would proceed as planned in the initial EA.

4.2 Alternative 2: Proposed Alternative: Medical Arts Pavilion and South Nassau Southwest Addition

The proposed action is composed of several new elements. The first component, located at the former LBMC, would be the new construction of a 15,000-square-foot "Long Beach Medical Arts Pavilion" (MAP) on the south side East Bay Drive. This facility would be built on a portion of the site elevated to the 1% Annual Chance flood level of protection, also known as the 100-year floodplain. Separately from the FEMA-funded project, SNCH would upgrade the HBFSED generator from an interruptible fuel source to a dual fuel source for emergency power, as part of a plan for the HBFSED to remain in place permanently. At the Oceanside Campus, a new CUP would be constructed to increase resiliency and reduce future operating costs, and the F-Wing renovations would be removed from the scope of the project. SNCH also plans non-FEMA-funded construction of a parking garage on existing parking areas at this location (Appendix A, Document 1).

4.3 Summary of Alternatives

The Subrecipient considered five alternatives for implementation at the former Long Beach hospital site and the SNCH. Between the previous EA and SNCH decision-making process, SNCH dismissed the following alternatives: completely restore medical services to pre-Sandy levels, to move facilities outside of the floodplain, and the original No Action Alternative. The remaining alternatives considered in this SEA are:

1) No Action Alternative: The original Proposed Alternative in the EA that received the FONSI.
2) Proposed Alternative: New Building for Long Beach Medical Arts Pavilion, and South Nassau Southwest Addition with new Central Utility Plant.

The following impact analyses evaluate the potential environmental impacts of the two alternatives. A table summarizing the potential impacts of the alternatives is provided in Section 9.0, Summary of Impacts.

5.0 AFFECTED ENVIRONMENT AND POTENTIAL IMPACTS

This section discusses the potential impacts of the No Action Alternative and the Proposed Alternative on environmental resources. The potential cumulative environmental impacts are also discussed (see Section 5.7). When possible, quantitative information is provided to establish potential impacts and the potential impacts are evaluated based on the criteria listed in Table 5.0.

Table 5.0: Impact Significance and Context Evaluation Criteria for Potential Impacts

Impact Scale	Criteria
No Impact	The resource area would not be affected and there would be no impact.
Negligible	Changes would either be non-detectable or, if detected, would have effects that would be slight and local. Impacts would be well below regulatory standards, as applicable.
Minor	Changes to the resource would be measurable, but the changes would be small and localized. Impacts would be within or below regulatory standards, as applicable. Mitigation measures would reduce any potential adverse effects.
Moderate	Changes to the resource would be measurable and have either localized or regional scale impacts. Impacts would be within or below regulatory standards, but historical conditions would be altered on a short-term basis. Mitigation measures would be necessary, and the measures would reduce any potential adverse effects.
Major	Changes to the resource would be readily measurable and would have substantial consequences on regional levels. Impacts would exceed regulatory standards. Mitigation measures to offset the adverse effects would be required to reduce impacts, though long-term changes to the resource would be expected.

Four environmental resource topics were previously omitted because they do not apply to the project as covered by the EA:

- Geology, Topography, and Soils
- Land Use and Planning
- Magnuson-Stevens Fisheries Conservation and Management Act
- Bald and Golden Eagle Protection Act

For this Supplemental EA, six further topics have been omitted because the proposed changes to the project do not require further review:

- Air Quality
- Water Quality
- Public Services and Utilities
- Public Health and Safety
- Hazmat
- Climate Change

SNCH also examined Air Quality and the Safe Drinking Water Act as part of the SEQRA process for the Oceanside Campus, and FEMA anticipates SEQRA analysis at the Long Beach Campus as well.

5.1 Floodplains and Wetlands

Executive Order (EO) 11988, Floodplain Management, requires that a Federal agency avoid direct or indirect support of development within a floodplain whenever there is a practicable alternative. FEMA uses Flood Insurance Rate Maps (FIRM) to identify the floodplain boundaries. Similarly, EO 11990, Wetlands Management, requires federal agencies to avoid funding activities that directly or indirectly support occupancy, modification, or development of wetlands, whenever there are practicable alternatives. FEMA uses the eight-step decision-making process to evaluate potential effects on, and mitigate impacts to, floodplains and wetlands (see Appendix A, Document 2). FEMA's regulations on conducting the eight-step process are contained in 44 CFR Part 9.

5.1.1 Existing Conditions

The LBMC site is located within the floodplain AE Zone as shown on FEMA FIRM panel 36059C0307G revised September 11, 2009. The base flood elevation in this area is 8-9 feet for the 100-year flood and approximately 11 feet for the 500-year event. The LBMC site is subject to coastal and fluvial flooding and storm surges that may come either from Reynolds Channel to the north or from floodwaters that have washed completely across Long Beach Island from the south. SNCH is in a Zone X as shown on FEMA FIRM panel 36059C0219G revised September 11, 2009.

FEMA uses the National Wetlands Inventory, state-specific mapping tools and on-site surveys to identify wetlands. Reynolds Channel, adjacent to the LBMC site, is mapped by USFWS as subtidal marine waters. The SNCH site is more than one half mile from the nearest wetland.

5.1.2 Potential Impacts and Proposed Mitigation

Alternative 1: No Action

Under the No Action Alternative, there would be no change to the proposed MAP in the former LBMC building considered in the previous EA. There could be minor effects on floodplain function due to water quality effects. The structure would be elevated on remnant structural elements of the existing buildings to allow floodwaters to flow under with complete pass-through except for two lobbies, a receiving area, a storage room, and associated stairs and elevators. Because the mass of the building below the 500-year flood elevation would be reduced, there would be a beneficial impact on floodplain capacity. There would be no impact on floodplains at the SNCH site and no impact on wetlands at either site.

Alternative 2: Proposed Alternative: Medical Arts Pavilion and South Nassau Southwest Addition

Under the Proposed Alternative, the new building for the MAP would no longer have an emergency department and would not provide in-patient care. This means the MAP would no

longer be considered a "critical facility." FEMA defines critical facilities as those buildings and facilities that are essential for the delivery of vital services or protection of a community. Critical facilities should be protected to the 500-year floodplain elevation. With the MAP no longer considered a critical facility, it can be constructed above the 100-year floodplain elevation. The previous proposal had limited economic feasibility for SNCH and this Proposed Alternative favors keeping medical services available in the community. The partially demolished LBMC buildings would remain in place and continue to impede flood flows and reduce flood capacity in the immediate vicinity and would cause a minor impact on floodplain. There would be no impact on floodplains at the SNCH site and no impact on wetlands at either site.

5.2 Coastal Resources

The Coastal Zone Management Act (CZMA), administered by states with shorelines in coastal zones, requires those states to have a Coastal Zone Management Plan to manage coastal development. Projects falling within designated coastal zones must be evaluated to ensure they are consistent with the adopted Coastal Zone Management Plan. Projects receiving federal assistance must follow the procedures outlined in 15 CFR 930.90 – 930.101 for federal coastal zone consistency determinations. To guide development and resource management within the State's coastal areas, substantive policies have been identified and promulgated by the New York State Department of State (NYSDOS) and New York State Department of Environmental Conservation (NYSDEC).

5.2.1 Existing Conditions

The LBMC site is within the coastal zone and the SNCH site is outside of the coastal zone boundary. The project areas are not within a waterfront revitalization area nor are they within a Coastal Barrier Resources Area or an Otherwise Protected Area. The LBMC site is almost 2 miles and the SNCH site is over 1.5 miles from the nearest Coastal Barrier Resources Areas.

5.2.2 Potential Impacts and Proposed Mitigation

Alternative 1: No Action

The No Action Alternative would not change the existing land uses in the coastal zone. FEMA determined that this alternative is consistent with NYSDOS coastal policies and consultation with NYSDOS was initiated on April 28, 2016 and concluded on June 6, 2016. This Alternative would have a short-term, adverse impact on coastal resources during construction, but the impact would be negligible since Best Management Practices (BMPs) would be implemented. It would have potential minor, long-term, beneficial impacts on coastal resources because of additional open space created along the waterfront by previous demolition of LMBC buildings.

Alternative 2: Proposed Alternative: Medical Arts Pavilion and South Nassau Southwest Addition

Under the Proposed Alternative, there would be no overall change in land use in the coastal zone. FEMA determined that the Proposed Alternative is consistent with NYSDOS coastal policies and consultation with NYSDOS was initiated on May 29, 2019 and concurrence received June 19, 2019 (Appendix C Correspondence 1). The Proposed Alternative would have a short-term, adverse impact on coastal resources during construction, but the long-term impact would be negligible because BMPs would be implemented during construction of the MAP. It would have potential minor, long-term, beneficial impacts on coastal resources because of additional open space that would be created along the waterfront. There may be a minor negative impact on coastal resources due to the former Main and West Buildings remaining in their current, unmitigated state.

5.3 Biological Resources

Biological resources include vegetation, fish and wildlife, migratory birds, threatened and endangered species, and designated critical habitats. Because both project areas are already intensively developed and there is little potential for effects on these resources, they have been combined into one section in this SEA.

Biological resources are protected under several regulations The Endangered Species Act (ESA) of 1973 provides for the conservation of threatened and endangered plants and animals and the habitats in which they are found. The lead federal agencies for implementing ESA are the USFWS and the U.S. National Oceanic and Atmospheric Administration (NOAA) National Marine Fisheries Service (NMFS). The law requires federal agencies to ensure that the actions they authorize, fund, or carry out are not likely to jeopardize the continued existence of any listed species or result in the destruction or damaging modification of designated critical habitat of such species. The law also prohibits any action that causes a "taking" of any listed species of endangered fish or wildlife.

EO 13112, Invasive Species, requires federal agencies, to the extent practicable, to prevent the introduction of invasive species and provide for their control and to minimize the economic, ecological, and human health impacts that invasive species cause. Invasive species tend to prefer disturbed habitats and generally possess high dispersal abilities, enabling them to out-compete native species.

5.3.1 Existing Conditions

The LBMC site is entirely covered by impervious surfaces and buildings. Based on aerial photographs, there does not appear to be any vegetation on the site. Reynolds Channel is immediately adjacent to the project area, which is a deep-water marine channel and is not known

to support seagrasses. The edge of the project area is supported by a vertical bulkhead, which does not provide any shallow water or beach habitat on the water side. The nearest natural habitats, including tidal marsh wetlands and beach habitats, are more than one-half mile away.

The SNCH site is also entirely covered by impervious surfaces and buildings. However, this project area does have some landscape vegetation in planting strips within the parking areas surrounding the hospital, and numerous street trees around the perimeter of the property. The nearest natural vegetation is at Lofts Pond Park, approximately one-half mile to the northeast.

The USFWS Information for Planning and Consulting (IPaC) reports indicate that six threatened or endangered species may occur near both project areas. Because the report results are generalized to the County level, the habitat requirements for each species and the existing habitat conditions within the project areas must also be considered. Based on each species habitat requirements, there is no suitable habitat within the project areas. The species and their habitat requirements include:

- Red knot, threatened: mudflats with abundant food such as horseshoe crab eggs.
- Piping plover, threatened: wide, flat, open, sandy beaches with limited vegetation and limited human disturbance.
- Roseate tern, endangered: open water for fishing and barrier island nesting colony areas free of predators and human disturbance.
- Northern long-eared bat, threatened: abundant stands of trees with sufficient bark crevices and snags for roosting.
- Sandplain gerardia, endangered: dry, sandy, short grass plains, roadsides, and openings in oak scrub. This species is dependent on periodic disturbance that maintains an open habitat and while it does occur in very disturbed areas, there is no exposed soil at either site.
- Seabeach amaranth, threatened: sandy beaches and fore dunes of barrier islands.

There is no designated critical habitat for any of these species near either project area.

Currently, there are no known infestations of the invasive insect, Emerald Ash Borer (*Agrilus planipennis*) on Long Island. Both project sites are also outside Asian Longhorned Beetle *(Anoplophora glabripennis)* quarantine zones. Due to the lack of vegetation at both project sites, the presence of other invasive species is unlikely.

5.3.2 Potential Impacts and Proposed Mitigation

Alternative 1: No Action

Under the No Action Alternative, new landscaping would be installed around the new medical arts building at the LBMC site consistent with local regulations. Conceptual drawings provided by the Subrecipient indicate that the area between the building and the water might include some

landscape trees. Following construction, landscape vegetation would be replaced with native plants as recommended by Environmental Protection Agency (EPA) and in accordance with local regulations. There would be an increase in landscaped area at LBMC, which would provide a negligible beneficial effect on biological resources. There would be no impact to threatened or endangered species since there is no critical habitat in project sites and construction would not limit migratory bird migration patterns due to height of construction (2016 USFWS). If any threatened or endangered species are identified on project site, construction would stop and consultation with USFWS would occur.

Because both sites would still be predominantly impervious following construction, there would be no impact related to the spread or establishment of invasive species. Though it is unlikely to encounter invasive species, BMPs required by United States Department of Agriculture (USDA) and NYS Department of Agriculture and Markets would be used if invasive species are identified.

The No Action Alternative would have negligible impact on biological resources following construction.

Alternative 2: Proposed Alternative: Medical Arts Pavilion and South Nassau Southwest Addition

The Proposed Alternative would involve slightly more ground disturbance at the former LMBC site for the construction of a new building for the MAP as opposed to repurposing of the old LMBC building. Similarly, more total area will be taken up at the Oceanside Campus by the new CUP as opposed to the expansion previously proposed. The Proposed Alternative would have negligible impact on biological resources following construction.

5.4 Cultural Resources

As a federal agency, FEMA must consider the potential impacts of its undertakings (i.e., funding actions) on cultural resources prior to engaging in any undertaking. Cultural resources are defined as prehistoric or historic archaeology sites, historic standing structures, historic districts, objects, artifacts, cultural properties of historic or traditional significance, referred to as Traditional Cultural Properties that may have religious or cultural significance to Federally-Recognized Indian Tribes (Tribal Nations), or any other physical evidence of human activity considered important to a culture, subculture, or community for scientific, traditional, religious, or other reasons. The geographic area(s) within which the undertaking may directly or indirectly affect cultural resources is defined as the Area of Potential Effects (APE).

5.4.1 Existing Conditions

For both the Oceanside and Long Beach campuses, FEMA previously consulted with the New York State Historic Preservation Office (NYSHPO) on May 2, 2016 to assess the potential effects

of the Undertaking within the APE. On May 16, 2016, NYSHPO concurred with FEMA's determination of No Historic Properties Affected that are either in, or eligible for inclusion in, the State or National Register of Historic Places. For the updated scope of work captured in this SEA, FEMA sent continuing consultations for both properties on August 14, 2019. The APE expanded slightly for the new Medical Arts Pavilion building at the Long Beach campus, while the APE remained the same at the Oceanside campus – the extent of the hospital property. FEMA received concurrence with the finding of No Historic Properties Affected on August 27, 2019 (Appendix C, Correspondence 2).

5.4.2 Potential Impacts and Proposed Mitigation to Archaeology and Historic Properties

Alternative 1: No Action

Under the No Action alternative, the ground-disturbing impacts for this alternative would be limited to the LBMC and SNCH footprints and will take place in previously disturbed soils. Although the LBMC project area is in an archaeological sensitive area, FEMA assessed the probability of encountering intact soils and in-situ archaeological resources was assessed as low. No historic properties that are either in, or eligible for inclusion in, the State or National Register of Historic Places are present. Therefore, FEMA is anticipating no impact to archaeological or historic resources.

Alternative 2: Proposed Alternative: Medical Arts Pavilion and South Nassau Southwest Addition

Under Alternative 2, the ground-disturbing impacts for this alternative would expand slightly at both sites due to the new CUP construction at Oceanside and shifting the MAP at Long Beach to the new location. However, all work will still take place in previously disturbed soils. The potential to encounter in-situ prehistoric or historic archaeological resources at both facilities remains low as well. No historic properties that are either in, or eligible for inclusion in, the State or National Register of Historic Places are present. FEMA is anticipating no impact to archaeological or historic resources.

5.5 Noise

The Noise Control Act of 1972 required the EPA to create a set of noise criteria. In response, the EPA published *Information on Levels of Environmental Noise Requisite to Protect Public Health and Welfare with an Adequate Margin of Safety* in 1974 which explains the impact of noise on humans. The EPA report found that keeping the maximum 24-hour day-night average sound level (L_{dn}) value below 70 dBA would protect most people from hearing loss. The EPA recommends an outdoor L_{dn} of 55 dBA. According to published lists of noise sources, sound levels, and their

effects, sound causes pain starting at approximately 120 to 125 dBA (depending on the individual) and can cause immediate irreparable damage at 140 dBA. Occupational Safety and Health Administration (OSHA) has adopted a standard of 140 dBA for maximum impulse noise exposure.

Sound pressure level (SPL) is used to measure the magnitude of sound and is expressed in decibels (dB or dBA), with the threshold of human hearing defined as 0 dBA. The SPL increases logarithmically, so that when the intensity of a sound is increased by a factor of 10, its SPL rises by 10 dB, while a 100-fold increase in the intensity of a sound increases the SPL by 20 dB. Equivalent Continuous Sound Level (L_{eq}) is the average of sound energy over time, so that one sound occurring for 2 minutes would have the same L_{eq} of a sound twice as loud occurring for 1 minute. The L_{dn} is based on the L_{eq} and is used to measure the average sound impacts for the purpose of guidance for compatible land use. It weights the impact of sound as it is perceived at night against the impact of the same sound heard during the day. This is done by adding 10 dBA to all noise levels measured between 10:00 pm and 7:00 am. For instance, the sound of a car on a rural highway may have an SPL of 50 dBA when measured from the front porch of a house. If the measurement were taken at night, a value of 60 dBA would be recorded and incorporated into the 24-hour L_{dn}.

L_{eq} and L_{dn} are useful measures when used to determine levels of constant or regular sounds (such as road traffic or noise from a ventilation system). However, neither represents the sound level as it is perceived during discrete events, such as fire sirens and other impulse noises. They are averages that express the equivalent SPL over a given period. Because the decibel scale is logarithmic, louder sounds (higher SPL) are weighted more heavily; however, loud infrequent noises (such as fire sirens) with short durations would not significantly increase L_{eq} or L_{dn} over the course of a day.

5.5.1 Existing Conditions

The existing Long Beach facility and the HBFSED are in a residential area where most noise is generated from vehicle traffic along Long Beach Boulevard. There is an added level of noise from emergency vehicles and activates at the HBFSED. The existing SNCH facility is also located in a residential area where most noise generated is from vehicle traffic along Oceanside Road and from emergency vehicles and activity. Existing noise levels would vary by proposed project site and depend on the sound level and the observer's distance from the source.

5.5.2 Potential Impacts and Proposed Mitigation

Alternative 1: No Action

The No Action Alternative included minor increases in noise levels in both the short and long terms. Both the Oceanside Campus and former LBMC Campus would experience increased noise

during construction activities. In the long term, the HBFSED at Long Beach would be eliminated as emergency services moved to the MAP, removing noise from emergency department operations from that location to the MAP. SNCH emergency activity would remain the same. Therefore, there would be minor noise impact during construction activities and normal operations.

Alternative 2: Proposed Alternative: Medical Arts Pavilion and South Nassau Southwest Addition

This alternative would result in temporary increases in noise over the project examined in the previous EA due to increased construction activities at both locations. At Oceanside Campus, the construction of a new CUP and the parking garage would likely increase the length of time with increased noise. The same can likely be said at the LBMC Campus with the construction of a new MAP building. BMPs would minimize noise levels by ensuring that construction equipment uses the manufacturer's standard noise control devices and would follow local noise ordinance requirements. Noise impacts on nearby residences and other sensitive receptors would also be minimized by ensuring that construction activities are not conducted during early morning or late evening hours as defined by local ordinance. Once the hospital facilities are constructed, vehicular traffic on access roads is expected to be infrequent for maintenance and emergency vehicle activities. With the HBFSED remaining in place at 325 E Bay Drive, there would be no additional emergency activity noise at the new MAP. Oceanside Campus would have a minor long-term increase in noise levels from the increase in emergency services activity. Therefore, FEMA expects that short-term construction impacts will be minor and long-term impacts will be minor at both sites.

5.6 Transportation

5.6.1 Existing Conditions

The LBMC site is surrounded by East Bay Road to the south, Lincoln Boulevard to the west, and Franklin Boulevard to the east. The roads are city owned and maintained and primarily carry lesser volumes of residential traffic. Further south of the LBMC facility is East Pine Street which has 3,262 annual average daily traffic trips (NYSDOT 2016). There are three bridges that are available for egress and ingress to Long Beach, the Atlantic Beach Bridge, Long Beach Bridge, and the Loop Parkway. Public transportation in the area consists of the Long Island Rail Road, operated by the Metropolitan Transportation Authority, and city buses operated by the Long Beach Department of Transportation.

The SNCH site is surrounded by Nassau Parkway to the south, Oceanside Road to the west, Oswald Court to the north, and Washington Avenue to the east. Oceanside Road is a County-owned road with 11,327 annual average daily traffic trips (NYSDOT 2016). Public transportation in the area

consists of the Long Island Rail Road and bus service, operated by the Nassau Inter-County Express.

5.6.2 Potential Impacts and Proposed Mitigation

Alternative 1: No Action

The No Action Alternative would have a minor short-term impact on traffic during construction at both locations due to daily construction activity. Construction workers' personal vehicles and construction trucks and equipment could result in 10-20 vehicle trips to and from each site daily. In addition, mobilization and demobilization of construction equipment and the delivery of construction materials would generate off-site truck traffic. Under this Alternative there would be no impact on the roadway network, traffic patterns, or any road closures because no new roadways would need to be constructed. Potential trip generation would include short-term construction activities and intermittent maintenance. There would be increased emergency and patient vehicle volumes from both the combined hospital and emergency facility at Long Beach and the expansion at Oceanside on the three bridges, though that would only be expected for patients that require prolonged care.

Local roads around the Long Beach and Oceanside campuses would see a slight increase in emergency and personal vehicle transportation. Long Beach would be designed to accommodate 12,000 to 18,000 patients a year through emergency and vehicular transportation. This would increase the daily traffic count on surrounding roads by 32 to 50 vehicles if facility is used at max capacity. At Oceanside, 58,918 patients visited the hospital's emergency room in 2014 (US NEWS 2016) through emergency and vehicular transportation. The annex would be expected to double the emergency room capabilities of Oceanside, which would increase the average daily traffic count to about 160 extra vehicles per day. Each estimated increase in average daily vehicles would increase traffic about 1.5 percent if both facilities were used at max capacity annually. Therefore, FEMA anticipates a negligible impact on vehicle traffic patterns during and post construction and no impact on rail.

Alternative 2: Proposed Alternative: Medical Arts Pavilion and South Nassau Southwest Addition

The Proposed Alternative for the Oceanside Campus, featuring the new parking garage, includes a traffic signal to be installed at the intersection of Merrick Road and One Healthy Way, creation of a westbound left turn lane, and the removal of existing on-street vehicle parking spaces. Most of these parking spaces are associated with SNCH and can be accommodated on-site. The proposed traffic signal and left turn lane will benefit traffic flow by simplifying vehicle entry and exit maneuvers at this intersection. The Proposed Alternative also includes the installation of a new westbound left turn traffic signal arrow phase at the intersection of Merrick Road and Oceanside

Road and widening of Oceanside Road along the Hospital's southwestern Oceanside Road frontage. This would accommodate the new entrance to the Emergency Department, the existing parking area along the westerly side of the main hospital building and facilitate the left turn onto Nassau Parkway. The reconfiguration of on-site parking areas and the construction of the new garage will result in the addition of 624 new on-site parking spaces. The Level of Service will remain the same on northbound Yorktown Street. The widening of Oceanside Road along the Hospital's southwestern frontage and adding three southbound left-tum lanes and one northbound left-tum lane at Howard Place will substantially mitigate traffic congestion and improve turning movements along this section of the Oceanside Road corridor. The Proposed Alternative for the Oceanside Campus will have minor short-term impact due to construction and negligible long-term impact.

The Proposed Alternative for the Long Beach MAP includes leaving the HBFSED at 325 East Bay Drive, instead of relocating emergency facilities to the proposed MAP site. This would result in keeping emergency vehicles and emergency visits at the current HBFSED location. Therefore, although there will an increase of traffic at the MAP site over its currently unused state, this represents less traffic than the No Action alternative. FEMA anticipates that the Proposed Alternative for the Long Beach MAP will have minor short-term impact due to construction and negligible long-term impact after construction is complete.

5.7 Cumulative Impacts

In accordance with NEPA, this EA considers the overall cumulative impact of the Proposed Alternative and other actions that are related in terms of time or proximity. According to the Council on Environmental Quality (CEQ) regulations, cumulative impacts represent the "impact on the environment which results from the incremental impacts of the action when added to other past, present, and reasonably foreseeable future actions, regardless of what federal agency (federal or non-federal) or person undertakes such other actions. Cumulative impacts can result from individually minor but collectively significant actions taking place over a period of time" (40 CFR 1508.7). In the context of evaluating the scope of a proposed action, direct, indirect and cumulative impacts must be considered.

In addition to NEPA, other statutes require federal agencies to consider cumulative impacts. These include the Clean Water Act Section 404 (b)(1) guidelines and regulations implementing the conformity provisions of the Clean Air Act, Section 106 of the National Historic Preservation Act (NHPA), and Section 7 of the ESA.

Recovery efforts are in progress throughout the area impacted by Hurricane Sandy including demolition, reconstruction, and new construction from the private sector as well as state and federal sectors. Numerous projects including roads, buildings, recreational facilities, and public

utilities to restore pre-disaster conditions are either under way or completed throughout both Long Beach and Oceanside.

These other projects would not result in cumulative impacts when combined with the proposed project, given their scale and the fact that, like LBMC, they largely restore pre-disaster condition or include minor changes to enhance utility and/or resiliency. The bulkheading project was evaluated separately due to its scale and because it is located adjacent to the LBMC. The bulkheading and LBMC projects would not be constructed concurrently, so there are no cumulative construction impacts; similarly, because of their type and the lack of negative moderate or major impacts associated with the LBMC project, there would be no post-construction or long-term cumulative impacts to the human-built or natural environment.

None of the evaluations above from the EA change considering the alterations to the LMBC or Oceanside sites proposed in this SEA. The new site of the MAP will be further from the bulkheading project than it would have been in the previous location in the old Main and West wings of the LMBC. Similarly, the scope changes at the Oceanside Campus do not change the evaluations on cumulative effects from the previous EA.

6.0 PERMITS AND PROJECT CONDITIONS

The Subrecipient is responsible for obtaining all applicable federal, state, and local permits and other authorizations for project implementation prior to construction and for adherence to all permit conditions. Any substantive change to the approved scope of work would require re-evaluations by FEMA for compliance with NEPA and other laws and EOs. The Subrecipient must also adhere to the following conditions during project implementation. Failure to comply with grant conditions may jeopardize federal funding:

1) Mitigation measures would be employed that may include, at a minimum, covering spoil piles, covering the haul vehicle loads that contain fill or cut materials, and spraying the site with water during construction.
2) Adequate maintenance of equipment must be ensured, including proper engine maintenance, adequate tire inflation, and proper maintenance of pollution control devices.
3) Running times for fuel-burning equipment would be kept to a minimum, and engines would be properly maintained. Ultra-low sulfur diesel fuel would also be utilized.
4) The central utility plant at SNCH will require a construction and operation permit from the NYSDEC.
5) Measures to reduce runoff would be employed that may include construction site stabilization, dust control, sediment traps, and temporary swales. Coverage under

NYSDEC State Pollution Discharge Elimination System (SPDES) general permit would be required if one or more acre of soil is disturbed at each site.

6) In the event of an unexpected discovery of threatened or endangered species, the Subrecipient shall immediately stop construction until consultation by FEMA with USFWS has been completed.
7) In the event of an unexpected discovery of cultural resources, the subrecipient shall immediately stop construction in the vicinity of the discovery; and take all reasonable measures to avoid or minimize harm to the property until FEMA has completed consultation with the SHPO.
8) Revegetation of exposed soils should use native planting of landscape vegetation following construction.
9) Though sites are not within invasive species quarantine zones, BMPs required by USDA and NYS Department of Agriculture and Markets would be used if invasive species are discovered.
10) Noise abatement in residential areas shall limit construction activities, including operation of heavy machinery, by ensuring that construction activities are not conducted during early morning or late evening hours according to local ordinances.
11) Local ordinances for work around utilities must be followed. Electric utility connections shall be approved by the affected public service companies and be completed in accordance with their requirements and local building codes.
12) Excavated soil and waste materials, including hazardous waste, shall be managed and disposed of in accordance with applicable federal, state, and local regulations. Solid waste haulers shall be required to have an NYSDEC waste hauler permit and all must shall be disposed of or processed at an NYSDEC permitted facility.
13) Construction activities at the Long Beach site cannot be initiated until 15 days after the date that the FONSI has been signed as "APPROVED".

7.0 AGENCY COORDINATION AND PUBLIC INVOLVEMENT

This SEA will be made available for agency and public review and comment for a period of 30 days. The public information process will include a public notice with information about the proposed action in a local newspaper, with targeted outreach to environmental justice populations through notices to community organizations. Hard copies of the SEA will be made available for review at locations to be listed in the public notice. The SEA will also be made available for download at https://www.fema.gov/media-library/assets/documents.

Interested parties may also request an electronic copy of the SEA by emailing FEMA at FEMAR2COMMENT@fema.dhs.gov. This SEA reflects the evaluation and assessment of the federal government, the decision maker for the federal action; however, FEMA will take into consideration any substantive comments received during the public review period to inform the

final decision regarding grant approval and project implementation. The public is invited to submit written comments by emailing FEMAR2COMMENT@fema.dhs.gov or via mail to:

FEMA Region II – DR-4085-NY
26 Federal Plaza, Suite 1802
New York, NY 10278

Attn: South Nassau Communities Hospitals Long Beach and Oceanside EA Comments.

If no substantive comments are received from the public and/or agency reviewers, the SEA will be adopted as final, and FEMA will issue a FONSI. If FEMA receives substantive comments, it will evaluate and address comments as part of the FONSI documentation or in a final SEA.

8.0 LIST OF PREPARERS

FEMA Region II
26 Federal Plaza
New York, NY 10278

9.0 SUMMARY OF IMPACTS

Section	Area of Evaluation	No Action Alternative: Medical Arts Pavilion and South Nassau Southwest Addition	Preferred Alternative: New MAP building at Long Beach and new CUP at Oceanside
5.1	**Floodplains and Wetlands**	Minor. The Medical Arts Pavilion would be constructed above the 500-year floodplain elevation. The structure would be elevated on remnant structural elements of the existing buildings to allow floodwaters to flow under with complete pass-through, except for two lobbies, a receiving area, a storage room, and associated stairs and elevators. There would be no impact on floodplains at the SNCH site and no impact on wetlands at either site.	Minor. The Medical Arts Pavilion in Long Beach would be constructed on a currently vacant location to the 100-year floodplain. There would be no impact on floodplains at the SNCH site and no impact on wetlands at either site.
5.2	**Coastal Resources**	Negligible with BMPs. It would have potential minor, long-term, beneficial impacts on coastal resources at Long Beach because of	Negligible with BMPs. There would be slightly less additional open space with the new MAP building and securing of existing LMBC buildings, but there will

		additional open space that would be created along the waterfront.	still be more open space than pre-disaster with this alternative. Minor long-term impacts due to the abandoned Main and West Buildings.
5.3	**Biological Resources**	Negligible. Native plants would be installed around the new medical arts building at the LBMC site. There would be no impact to threatened or endangered species and migratory bird migration. BMPs required by USDA and NYS Department of Agriculture and Markets would be used if invasive species are identified.	Negligible. Native plants would be installed around the new medical arts building at the LBMC site. There would be no impact to threatened or endangered species and migratory bird migration. BMPs required by USDA and NYS Department of Agriculture and Markets would be used if invasive species are identified.
5.4	**Cultural Resources**	No impact. No historic properties that are either in, or eligible for inclusion in, the State or National Register of Historic Places are present. Under this Alternative, the probability of encountering intact soils and in-situ archaeological resources was assessed as low at both sites. Neither site is likely to contain intact historic or prehistoric archaeological deposits and therefore are not considered archaeologically sensitive.	No impact. No historic properties that are either in, or eligible for inclusion in, the State or National Register of Historic Places are present. The differences in SOW for this Alternative do not change the previous finding: neither site is likely to contain intact historic or prehistoric archaeological deposits and therefore are not considered archaeologically sensitive.
5.5	**Noise**	Short-term: minor with BMPs. Long-term: minor. This alternative would result in relatively small temporary increases in noise due to construction activities at both locations. Once the hospital facilities are constructed, vehicular traffic on access	Short-term: minor with BMPs. Long-term: minor. This alternative would result in relatively small temporary increases in noise due to construction activities at both locations. In the long term, the Long Beach MAP would see decreased noise from pre-disaster as emergency services would remain at the HBFSED. At Oceanside, the higher utilization from expansion would have negligible increase in noise, per SEQRA analysis.
5.6	**Transportation**	Short-term: negligible due to construction. Long-term: negligible. There would be no impact on the roadway network, traffic patterns, or any road	Short-term: minor due to construction. Long-term: negligible for the Oceanside Campus. The proposed traffic signal and left turn lane will benefit traffic flow by

		closures because no new roadways would be constructed. There may be increased emergency and patient vehicle volumes from both the new facility at Long Beach and the expansion at Oceanside on the three bridges, but only for patients that require prolonged care. Therefore, there would be a negligible impact on vehicle traffic patterns during and post construction and no impact on rail.	simplifying vehicle entry and exit maneuvers. The Level of Service will remain the same on northbound Yorktown Street. The widening of Oceanside Road and adding three southbound left-tum lanes and one northbound left-tum lane will substantially mitigate traffic congestion and improve turning movements. Short-term: minor due to construction. Long-term: negligible for the Long Beach MAP.

10.0 REFERENCES

City of Long Beach (LB)

2016 City of Long Beach "Housing Authority of the City of Long Beach Administrative Plan"

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2016a "SPDES General Permit for Stormwater Discharges"
http://www.dec.ny.gov/docs/water_pdf/gp015002.pdf

2016b "Environmental Site Database Search" http://www.dec.ny.gov/chemical/8437.html

New York State Department of Transportation (NYSDOT)

2016 "NYS Traffic Data Viewer" http://gis3.dot.ny.gov/html5viewer/?viewer=tdv

Nassau County

2016 Nassau County "2014-2017 Nassau County Public Health Assessment"
https://www.nassaucountyny.gov/1656/Data-Reports

State Environmental Quality Review Act (SEQRA)

2018 VHB Engineering, Surveying and Landscape Architecture, P.C., Draft Environmental Impact Statement, "South Nassau Communities Hospital Southwest Addition – J-Wing"

US News

2016 "South Nassau Communities Hospital" http://health.usnews.com/best-hospitals/area/ny/south-nassau-communities-hospital-6213735

Village of Rockville Center (VRC)

2016 "Water Department Homepage" http://www.rvcny.us/water.html