

UNITED STATES OF AMERICA
NUCLEAR REGULATORY COMMISSION

In the Matter of)
PUBLIC SERVICE ELECTRIC & GAS)
COMPANY, et al.)
(Salem Nuclear Generating Station,)
Units 1 and 2, Hope Creek Generating)
Station, Units 1 and 2))

Docket Nos. 50-272
50-311
50-354
50-355
(2.206)

DIRECTOR'S DECISION UNDER 10 CFR 2.206

By petitions dated October 18, 1979, Mr. and Mrs. Alfred Coleman, requested, pursuant to 10 CFR 2.206 of the Commission's regulations, that a show cause order be issued to Public Service Electric and Gas Company, et al. (hereinafter the "licensee") to suspend or revoke the operating license for Salem Nuclear Generating Station, Unit 1 and the construction permits for Salem Unit 2 and Hope Creek Generating Station, Units 1 and 2, and stay issuance of the operating license for Salem Unit 2. Notice of receipt of the Colemans' petition was published in the Federal Register, 44 FR 67253 (November 23, 1979).

The basis for the Colemans' request is the assertion that previous findings made by the NRC in the Final Environmental Impact Statements for Salem, Units 1 and 2 and Hope Creek, Units 1 and 2 ^{1/} do not fulfill the Commission's responsibilities under the Endangered Species Act of 1973, as amended. ^{2/}

1/ Final Environmental Impact Statement for Salem Nuclear Generating Station, Unit No. 1 and No. 2, Docket No. 50-272 and 50-311, April, 1973. Final Environmental Impact Statement, Hope Creek Nuclear Generating Station, Unit No. 1 and No. 2, Docket No. 50-354 and 50-355, February 1974.

2/ 16 U.S.C. §1531 et seq. (1979), amended P. L. 96-159, 93 Stat. 1225 (December 26, 1979).

Specifically, they allege that the fact that two specimens of Acipenser brevirostrum LeSueur, the shortnose sturgeon, an endangered species designated under 16 U.S.C.A. §1533, were found by the Licensee on the intake trash bars and screens of Salem Unit 1, constitutes a "taking" in violation of the Endangered Species Act. The Colemans contend that the "shortnose sturgeon is being impinged or is highly susceptible to impingement on the Circulating Water System (CWS) traveling screens and the Service Water System (SWS) traveling screens at the Artificial Island site." Petitions at 5. Because the NRC has not taken any specific action, such as requiring protective measures to be implemented, the NRC has not taken adequate measures "to protect, guarantee and insure that no adverse action shall jeopardize the continued existence of any endangered, threatened or of special concern species." Petitions at 5.

For the reasons set forth below, the requests of the Colemans are denied.

I

Section 7(a) of the Endangered Species Act provides that

All other Federal agencies shall, in consultation with and with the assistance of the Secretary, utilize their authorities in furtherance of the purposes of this chapter by carrying out programs for the conservation of endangered species and threatened species listed pursuant to section 1533 of this title. Each Federal agency shall, in consultation with and with the assistance of the Secretary, insure that any action authorized, funded or carried out by such agency ... is not likely to jeopardize the continued existence of any endangered species or threatened species or result in the destruction or adverse modification of habitat of such species which is determined by the Secretary, after consultation as appropriate with affected States to be critical, unless such agency has been granted an exemption for such action by the Committee pursuant to subsection (h) of this section. 16 U.S.C. §1536.

Following receipt of the Colemans' petitions, the Commission staff began informal discussions with the National Marine Fisheries Service, National Oceanic and Atmospheric Administration (hereinafter NMFS) on the effects of operation of Salem Unit 1 and the construction and operation of Salem 2 and Hope Creek Units 1 and 2 on the endangered species, the shortnose sturgeon.^{3/} Two specimens of shortnose sturgeon had been found at the Salem Unit 1 facility. On January 12, 1978, one specimen, already dead, was collected from the trash bars at the Salem Unit 1 intake structure. On June 26, 1978, a second specimen was recovered from the screen wash water at the plant. It was in poor physiological condition and subsequently died despite attempts to resuscitate it in a flowing ambient water bath.

On October 31, 1979, the NRC requested formal consultation^{4/} with NMFS to determine "whether construction and operation of Salem 2 and Hope Creek 1 and 2 and long-term continued operation of Salem 1 and their associated intake structures would jeopardize the continued existence of this endangered species or result in the destruction or modification of any critical habitat of this species." See Enclosure 1.

NMFS, on December 7, 1979, rendered a Threshold Examination and Biological Opinion for Salem 1, concluding that continuation of the existing water intake activities at Salem Unit 1 was not likely to jeopardize the continued existence of the shortnose sturgeon, nor to destroy or

^{3/} Because the shortnose sturgeon is considered to be an anadromous fish, protection of the species is under the jurisdiction of the National Marine Fisheries Service.

^{4/} 16 U.S.C. §1536(a) & (b).

adversely affect habitat that may be critical to the shortnose sturgeon.

Based on this finding by the National Marine Fisheries Service, the Director of Nuclear Reactor Regulation concluded that there would be no adverse effect on the continued existence of the shortnose sturgeon in the Delaware River due to long-term operation of Salem Unit 1. Consequently, that part of the Colemans' petitions which requested the suspension or revocation of the Salem Unit 1 operating license was denied in a Director's Decision issued February 7, 1980. 45 FR 9842 (February 13, 1980).

In its Threshold Examination and Biological Opinion, however, NMFS indicated that insufficient information existed to make a determination for Salem 2 and Hope Creek 1 and 2. Therefore, the NRC staff prepared a biological assessment of the impact due to construction and operation of Hope Creek 1 and 2, the continued operation of Salem Unit 1 and the future operation of Salem Unit 2 on the shortnose sturgeon.^{5/} A copy is attached and hereby incorporated by reference. (See Enclosure 2).

The biological assessment includes a description of the Artificial Island site and the intake and discharge systems for each of the four units existing or under construction at the site. The life history of the shortnose sturgeon is examined, including its spawning and early life history, its migratory movements, its food habits, its hardiness and susceptibility to capture. The history of the shortnose sturgeon in the Delaware River Estuary is also presented. Finally, potential impacts from construction and operation, e.g., entrainment, impingement, acute

^{5/} Assessment of the Impacts of the Salem and Hope Creek Stations on Shortnose Sturgeon, *Acipenser brevirostrum* LeSueur. Masnik, M. T. and Wilson, J. H. (Office of Nuclear Reactor Regulation, U.S. Nuclear Regulatory Commission, Washington, D. C.) March 5, 1980.

thermal effects, chronic thermal effects, biocides, plume entrainment effects, gas bubble disease and coldshock are examined. Based on this extensive evaluation, the NRC staff has concluded that the continued operation of Salem Unit 1, the future operation of Salem Unit 2 and the construction and operation of Hope Creek Units 1 and 2 will not jeopardize the continued existence of the shortnose sturgeon.

II

By letter dated March 14, 1980, the NRC staff submitted its biological assessment to NMFS, setting forth its conclusions and stating that it believed that the information contained therein now provided an adequate basis for NMFS to resolve any concerns for adverse impact on shortnose sturgeon from the Salem and Hope Creek Stations.^{6/} (See Enclosure 3).

On April 15, 1980, the NMFS issued a biological opinion on the NRC biological assessment. The NMFS opinion concludes that the operation of Salem Nuclear Station, Unit 1 and the construction and operation of Salem Unit 2 and Hope Creek Nuclear Station Units 1 and 2 as described in the NRC assessment are not likely to jeopardize the continued existence of the shortnose sturgeon in the Delaware River, nor are they likely to destroy or adversely affect habitat that may be critical to the shortnose sturgeon in the Delaware River. NMFS Opinion at 5 - 6. A copy is attached and hereby incorporated by reference. (See Enclosure 4).

On the basis of the information set forth in the NRC Staff's Biological Assessment of the shortnose sturgeon and the conclusions stated by the National Marine Fisheries Service, I have determined that the continued operation of Salem Unit 1, the future operation of Salem Unit 2 and the construction and operation of Hope Creek Units 1 and 2 are not

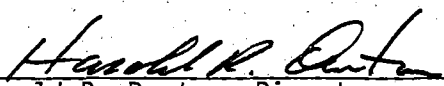
^{6/} By letter dated March 14, 1980, copies of the Staff's Biological Assessment were also provided to Mr. and Mrs. Coleman.

likely to jeopardize the continued existence of Acipenser brevirostrum LeSueur, the shortnose sturgeon, a federally recognized endangered species. ^{7/} Consequently, the Colemans' requests are denied.

A copy of this decision will be placed in the Commission's Public Document Room at 1717 H Street, N.W., Washington, D.C. 20555 and the local public document room for the Salem Nuclear Generating Station, Units 1 and 2 and Hope Creek Nuclear Generating Station, Units 1 and 2, located at the Salem Free Public Library, 112 West Broadway, Salem, New Jersey 08079. A copy of this decision will also be filed with the Secretary of the Commission for its review in accordance with 10 CFR 2.206(c) of the Commission's regulations.

As provided in 10 CFR 2.206(c) of the Commission's regulations, this decision will constitute the final action of the Commission 20 days after the date of issuance, unless the Commission on its own motion institutes the review of this decision within that time.

FOR THE NUCLEAR REGULATORY COMMISSION


Harold R. Denton, Director
Office of Nuclear Reactor Regulation

Dated at Bethesda, Maryland
this ^{2nd} day of April, 1980.

Enclosures:

1. NRC Letter of 10/31/79
2. NRC Staff Biological Assessment
on the Shortnose Sturgeon
3. NRC Letter of 3/14/80
4. NMFS Consultation Opinion

^{7/} Whether or not the incidental impingement of the two shortnose sturgeon at the Salem Unit 1 facility constituted a violation of the Endangered Species Act is a question which lies outside the purview of this agency. See 16 U.S.C. 1540(a) - (e) (1979). The NRC's obligation under the Act is to insure, in consultation with and with the assistance of the Secretary that action authorized by NRC is not likely to jeopardize the continued existence of an endangered species. That has been done in this case.

ENCLOSURE 1



UNITED STATES
NUCLEAR REGULATORY COMMISSION
WASHINGTON, D. C. 20555

OCT 31 1979

Docket Nos. 50-272, 50-311,
50-354, 50-355

Mr. William Gordon
Regional Director
National Marine Fisheries Service
National Oceanic and Atmospheric
Administration
14 Elm Street
Gloucester, Massachusetts 01930

Dear Mr. Gordon:

This constitutes a formal request for consultation with the National Marine Fisheries Service in compliance with Section 7 of the Endangered Species Act, Public Law 93-205, as amended by Public Law 95-632, in the matter of the effects of operation of Salem Nuclear Generating Station, Unit 1, and the construction and operation of Salem Nuclear Generating Station, Unit 2, and Hope Creek Nuclear Generating Station, Units 1 and 2, on the endangered species Acipenser brevirostrum, shortnose sturgeon, resident in the Delaware River and estuary.

During January and June of 1978, Public Service Electric and Gas Company (the licensee) collected two specimens of Acipenser brevirostrum in the cooling water intake at Salem 1. The identification of these specimens was confirmed by W. Dovel, a recognized expert on shortnose sturgeon, and the specimens are being retained by the Delaware Division of Fish and Wildlife. In July of 1979, the licensee's consultants, Ichthyological Associates, collected a third specimen in their far-field monitoring program which they subsequently released unharmed to the river. According to available written records, as many as thirty-seven other specimens of shortnose sturgeon have been collected from the Delaware since 1954, thirty-five of these since 1969. In view of the number of recent reports, we believe that a reproducing population of shortnose sturgeon does exist in the Delaware River. In addition, we have performed a preliminary assessment of the operation of this plant to serve as the technical basis for allowing continued operation during this consultation.

In accordance with the Endangered Species Act, your consultation is required in determining whether construction and operation of Salem 2 and Hope Creek 1 and 2 and long-term continued operation of Salem 1 and their associated

Hr. William Gordon

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OCT 31 1973

intake structures would jeopardize the continued existence of this endangered species or result in the destruction or modification of any critical habitat of this species. Thus, we would appreciate your assistance in this matter and, in particular, an opinion on whether the actions of this agency jeopardize the continued existence of the shortnose sturgeon in the Delaware River. The NRC contact for this matter is James Wilson, Environmental Specialists Branch, who may be reached by telephone on 301-492-7930.

Sincerely,

15/
Wm. H. Regan, Jr., Acting Assistant Director
for Environmental Projects and Technology
Division of Site Safety and
Environmental Analysis

cc: J. Morales-Sanchez, EPA

ENCLOSURE 3

MAR 14 1980

Docket Nos. 50-311,
50-354 and 355

Mr. Allen E. Peterson, Jr.
Director, NE Region
National Marine Fisheries Service
National Oceanic and Atmospheric
Administration
Federal Building, 14 Elm Street
Gloucester, MA 01930

Dear Mr. Peterson:

In response to the letter of December 7, 1979, from Mr. Terry L. Leitzell, the staff of the Nuclear Regulatory Commission has obtained additional information on the shortnose sturgeon in the Delaware River. We have examined the available information on the site and vicinity of the Salem and Hope Creek Nuclear Generating Stations and evaluated the impacts of construction and operation of these stations on the shortnose sturgeon.

The details of the information we have considered and the findings and conclusions of our review are set forth in the report forwarded with this letter, "Assessment of the Impacts of the Salem and Hope Creek Stations on Shortnose Sturgeon, Acipenser brevirostrum Lesueur," March 5, 1980, (Enclosure 1). The overall conclusion we have reached is that the continued operation of Salem Unit 1, the future operation of Salem Unit 2, and the completion of construction and subsequent operation of Hope Creek Units 1 and 2 will not jeopardize the continued existence of the shortnose sturgeon in the Delaware River.

The Environmental Protection Agency has joined with NRC in its consultation with NMFS and has agreed that NRC will act as lead agency (EPA letter dated January 9, 1980, Enclosure 2). EPA has concurred in the NRC conclusion noted above (EPA letter dated March 5, 1980, Enclosure 3).

We believe that our assessment provides an adequate basis for resolving any concern for adverse impact on shortnose sturgeon from the Salem and Hope Creek Stations and for proceeding without addressing this matter further in reaching decisions on the licensing at Salem Unit 2 and Hope Creek, Units 1 and 2. We will, reinstitute appropriate consultation if new information becomes available on impacts of the Salem and Hope Creek Stations on shortnose sturgeon or their habitat or if modifications are made in the design or activities at either station which are likely to affect this species. Our licensing decisions (one of which is imminent

Mr. Allen E. Peterson, Jr.

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for Salem Unit 2) will not foreclose considerations of appropriate modifications or alternatives if need for such should arise in the future.

We feel our assessments will allow you to complete your consultation with us on these facilities. We welcome any comments you may have on the enclosed assessment and its conclusions. We appreciate the assistance you have provided in these consultations and look forward to continued cooperation.

Sincerely,

Original signed by W. H. Regan, Jr.

Wm. H. Regan, Jr., Acting Assistant
Director for Environmental Projects
Division of Site Safety and
Environmental Analysis

Enclosures:

1. "Assessment of the Impacts of the Salem and Hope Creek Stations on Shortnose Sturgeon, Acipenser brevirostrum Lesueur," March 5, 1980.
2. EPA ltr to NRC dtd 1/9/80
3. EPA ltr to NRC dtd 3/5/80

cc (w encl): Terry L. Leitzell, NMFS
(w encl 1): J. Morales-Sanchez, EPA



UNITED STATES DEPARTMENT OF COMMERCE
National Oceanic and Atmospheric Administration
NATIONAL MARINE FISHERIES SERVICE
Washington, D.C. 20235

APR 15 1980

F/NER62:DWB

Mr. William H. Regan
Acting Assistant Director for Environmental
Projects
Division of Site Safety and Environmental
Analysis
Nuclear Regulatory Commission
Washington, D.C. 20555

Dear Mr. Regan:

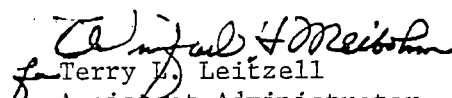
This is in response to the biological assessment forwarded to the National Marine Fisheries Service, Northeast Regional Director on March 14, 1980, in accordance with Section 7 of the Endangered Species Act of 1973, as amended. The biological assessment submitted by your agency, in joint consultation with the Environmental Protection Agency, is recognized as part of an ongoing consultation process initiated by you on October 29, 1979.

Enclosed is our biological opinion required under Section 7 in response to your biological assessment of the impacts of the continued operation of the Salem Nuclear Generating Station, Unit 1; the future operation of the Salem Nuclear Generating Station, Unit 2; and the completion of construction and subsequent operation of the Hope Creek Nuclear Generating Station, Units 1 and 2 on the endangered shortnose sturgeon (Acipenser brevirostrum) in the Delaware River and habitat critical to it. This biological opinion is written to supplement and amend our December 7, 1979, initial opinion made on the operation of the Salem Nuclear Generating Station, Unit 1. This biological opinion states that the activities identified above are not likely to jeopardize the continued existence of shortnose sturgeon in the Delaware River, nor are they likely to destroy or adversely affect habitat that may be critical to shortnose sturgeon in the Delaware River.

This opinion is contingent upon the completion of the monitoring program required by the Environmental Protection Agency and the continued operation and maintenance of the fish screening and fish return systems either in use or proposed to be used on the intake structures. Furthermore, the Nuclear Regulatory Commission must reinitiate consultation if new information becomes available indicating a real or potential adverse impact to shortnose sturgeon from the construction or operation of these four units, or if modifications are made to the operation of the units which are likely to affect this species.

We look forward to continued cooperation in future consultations.

Sincerely yours,


for Terry D. Leitzell
Assistant Administrator
for Fisheries

Enclosure

ENCLOSURE 4



cc: Mr. Julio Morales-Sanchez
Director, Enforcement Division
Environmental Protection Agency
26 Federal Plaza
New York, New York 10007

ENDANGERED SPECIES ACT OF 1973
(As Amended)
Section 7 Consultation - Biological Opinion

Agency: Nuclear Regulatory Commission as lead agency in joint consultation with the Environmental Protection Agency.

Activity: Continued operation of the Salem Nuclear Generating Station, Unit 1; the future operation of the Salem Nuclear Generating Station, Unit 2; and the completion of construction and subsequent operation of the Hope Creek Nuclear Generating Station, Units 1 and 2 at Artificial Island on the eastern shore of the Delaware River in New Jersey.

Consultation Conducted By: Environmental Assessment Branch, Northeast Region, National Marine Fisheries Service (NMFS).

Summary of Consultation:

This is part of an on-going Endangered Species Act, Section 7 consultation process initiated by the Nuclear Regulatory Commission (NRC) on October 29, 1979. The initial NRC consultation resulted in a December 7, 1979, NMFS biological opinion which stated that the existing once-through water intake system at the Salem Nuclear Generating Station, Unit 1 (SNGS 1), was not likely to jeopardize the continued existence of shortnose sturgeon (Acipenser brevirostrum) in the Delaware River. However, the biological opinion also stated that there was insufficient information provided for NMFS to make a biological opinion regarding the combined impact of SNGS 1, Salem Nuclear Generating Station, Unit 2 (SNGS 2), and Hope Creek Nuclear Generating Station, Units 1 and 2 (HCNGS 1 and HCNGS 2). Further consultation was required.

The Environmental Protection Agency (EPA) joined NRC in the extended consultation with NMFS on January 9, 1980. The present biological opinion is in response to the joint NRC/EPA biological assessment transmitted to NMFS on March 14, 1980, and supplements and amends the enclosed initial opinion made on SNGS 1 on December 7, 1979.

We have reviewed the biological assessment provided by NRC and EPA, as well as other information forwarded to us by Public Service Electric and Gas Company at our

request following a January 7, 1980, meeting with EPA. We have also reviewed information in the scientific literature and discussed the matter with scientists active in shortnose sturgeon research.

The NMFS has concluded that the biological assessment was based on the best scientific and commercial data available. We believe that, with few exceptions, the report represents a realistic assessment of the impact of construction and operation of the the four nuclear plants on shortnose sturgeon in the Delaware River, although many conclusions presented therein are a result of extrapolations from data collected in other river systems rather than specific sturgeon data collected from the Delaware River. We conclude that the combined impact of the continued operation of SNGS 1, the future operation of SNGS 2, and the completion of construction and subsequent operation of HCNGS 1 and 2, is not likely to jeopardize the continued existence of shortnose sturgeon or to destroy or adversely modify habitat which may be critical to it.

Life History of the Shortnose Sturgeon in the Delaware River

The statements made in the initial NMFS biological opinion (enclosed) and the March 5, 1980, NRC/EPA biological assessment, regarding the general life history of the shortnose sturgeon, provide an adequate synopsis for the species. However, there have been no surveys specifically designed to determine the distribution and abundance of shortnose sturgeon in the Delaware River. The extensive fish surveys listed in the NRC/EPA biological assessment may not have been designed to adequately sample the benthic environment of the sturgeon. This problem was described in A Review of Aquatic Sampling Programs in the Delaware River from 1958-1979 with Special Reference to Capture of Shortnose Sturgeon, prepared by Ichthyological Associates, and provided to NMFS by the Public Service Electric and Gas Company. This report indicated that the tow line (warp) lengths of their 4.9m bottom trawl were extended to a 6:1 ratio (warp length to water depth) in July 1979 when their study area was expanded to include the entire Delaware Bay. Tow line lengths on bottom trawl samples taken by Ichthyological Associates before that time may not have adequately

sampled the deep river bottom areas adjacent to the plant sites at Artificial Island, Salem, New Jersey. In fact, the only shortnose sturgeon taken by Ichthyological Associates off Artificial Island was not collected until July 27, 1979.

We believe that extrapolations of shortnose sturgeon life history, or temporal and spatial distribution and abundance estimates, such as those provided in the NRC/EPA biological assessment, must be qualified as largely unsupported by data collected under a qualitative sturgeon sampling program in the Delaware River. We realize that the NRC/EPA biological assessment was based upon the best available information, and that extrapolation of known shortnose sturgeon data in other river systems may be the only realistic approach at present to identifying life history information in the Delaware River. However, we wish to make it clear in this biological opinion that much of the Delaware River shortnose sturgeon life history information presented in the NRC/EPA assessment was extrapolated either from scant data collected on the Delaware River or from more detailed sturgeon research programs carried out in other river systems.

We agree with the general life history of shortnose sturgeon in the Delaware River as described in the biological assessment. Shortnose sturgeon spawning grounds in the Delaware River are probably located in the vicinity of Scudders Falls, although no eggs have ever been recovered from the river. The specific limits of the spawning grounds are unknown. Delaware River habitat utilized by shortnose sturgeon larval and post larval stages is also unquantified.

The egg-larval-post larval life history scenario developed in the NRC/EPA assessment is quite reasonable, but it must remain hypothetical until proven by specific research. We concur with the NRC/EPA statement that entrainable size shortnose sturgeon are not present in the Artificial Island area.

The Delaware River shortnose sturgeon population estimate stated in the NRC/EPA assessment, which was extrapolated from population density estimates from other river systems, contains too many variables to be of use to NMFS in shortnose sturgeon program management. The general lack of shortnose sturgeon recoveries both in existing fish sampling programs and in commercial fishing incidental take records,

makes the existence of any fish population of the size estimated in the NRC/EPA assessment unlikely.

Impact of Plants Construction and Operation on Shortnose Sturgeon Populations

The potential impact of various construction and operational phases of SNGS 1 and 2 and HCNGS 1 and 2 are adequately discussed in the NRC/EPA biological assessment. We concur with the NRC/EPA biological assessment that construction of HCNGS 1 and 2 will have a negligible impact on shortnose sturgeon.

We also agree that shortnose sturgeon eggs and larvae are unlikely to be present at Artificial Island. Furthermore, young-of-the-year of an entrainable size (less than 6 cm in length), are not known to pass downstream of the salt wedge incursion zone which typically remains above Artificial Island during the summer. Therefore, the distance of the plant sites from suspected spawning and nursery grounds, combined with the existence of vertical traveling screens at the SNGS 1 and 2 intakes, and the proposed use of cylindrical wedge-wire or vertical traveling screens at the HCNGS 1 and 2 intakes designed to exclude all fish smaller than 6 cm, would effectively preclude entrainment.

The scenario developed in the NRC/EPA assessment regarding expected shortnose sturgeon distribution and use of the riverine habitat immediately adjacent to the SNGS 1 and 2 and HCNGS 1 and 2 intake structures appears reasonable. Foraging adults and occasional juveniles are the only shortnose sturgeon life stages expected to be found off Artificial Island. The trash bars extending outside all intake structures are expected to exclude individuals larger than 60 cm. The existing Ristroph Vertical Traveling Screen Return System at the SNGS 1 and 2 intake structures are designed to return all fish to the river downcurrent of the intake structure. The HCNGS 1 and 2 units will utilize cooling towers for the circulating water system. Their intake flow is estimated to be only 8% of the flow at the SNGS 1 and 2 intakes. The HCNGS 1 and 2 intakes will be guarded by trash bars and either a cylindrical wedge-wire drum screen system or the Ristroph Vertical Traveling Screen System (or perhaps both).

The NRC/EPA assessment estimates that the number of shortnose sturgeon expected

to be impinged per year at SNGS 1 and 2 and HCNGS 1 and 2, would be 0 to 10 and 0 to 1, respectively. Surveys show that the survivability of fish impinged and recovered from the SNGS 1 screen return system ranges from 44% for sensitive fish to 98% for hardy species. We concur that shortnose sturgeon can be considered a hardy species and can be expected to survive the traveling screen system with minimum injury. We further concur with the NRC/EPA assessment that expected impingement losses at SNGS 1 and 2 and HCNGS 1 and 2 are not likely to jeopardize the continued existence of shortnose sturgeon in the Delaware River.

The NRC/EPA biological assessment included the potential impacts of both acute and chronic thermal discharge, biocide release, plume entrainment, gas bubble disease, and coldshock on shortnose sturgeon resulting from all four stations' operations. We concur with their statements that no adverse impact to shortnose sturgeon will result from these discharges.

Conclusion

We have reviewed the information provided us in the NRC/EPA biological assessment as well as information provided us by Public Service Electric and Gas Company as requested by NMFS at a meeting with EPA on January 7, 1980. We have also reviewed information available in published and unpublished scientific literature and have discussed this matter with scientists currently active in shortnose sturgeon research. We believe that all information reviewed represents the best available scientific and commercial data. However, it should be restated that a great deal of the information presented was extrapolated from research conducted in other river systems. Therefore, a reassessment of potential impacts may be necessary if future research conducted in the Delaware River significantly modifies the basis for this opinion.

It is the opinion of NMFS that the operation of the once-through circulating water cooling and service water intakes, and combined discharge system presently in use for the unit at SNGS 1 and proposed to be used for the unit at SNGS 2; and the construction and operation of the service water intake and discharge system for

the closed cycle/cooling tower units at HCNGS 1 and HCNGS 2; are not likely to jeopardize the continued existence of the shortnose sturgeon, nor are they likely to destroy or adversely affect habitat that may be critical to shortnose sturgeon in the Delaware River. This opinion is contingent upon completion of the monitoring program required by EPA, and the continued operation and maintenance of the trash bar, fish screen, and fish return systems either in use or proposed to be used on the intake structures.

Finally, should more data become available indicating a potential or real adverse impact on shortnose sturgeon from the construction or other activities of these four units, or should the units' operations be modified in a way likely to adversely impact that species, consultation must be reinitiated.

Enclosure

Distribution:

F - without enclosure
Fx31 - without enclosure
F/MM - without enclosure
GCF - without enclosure
F/NER62 - without enclosure
F/NER624 - without enclosure
F/NEC - without enclosure
NRC (James Wilson) - without enclosure
EPA (Morales - Sanchez) - without enclosure
F/NER73 (Testaverde) - 4 copies - without enclosure

Endangered Species Act

Section 7 Consultation - Threshold Examination and Biological Opinion

Agency: Nuclear Regulatory Agency

Activity of Program: Cooling Water Intake of Salem Nuclear Generating Station, Unit 1, on the Delaware River, New Jersey.

Consultation Conducted by: Office of Marine Mammals and Endangered Species, National Marine Fisheries Service.

Summary of Consultation:

The staff of the Nuclear Regulatory Commission (NRC) requested informal consultation with the National Marine Fisheries Service (NMFS) concerning existing and potential problems regarding impingement of endangered shortnose sturgeon on the intake trash bars and screens of the Salem Nuclear Generating Station, Unit 1.

Further interagency communications during the week of October 22-26, 1979, led to an informal meeting on October 29, 1979, at the Bethesda, Maryland, offices of the NRC. Present at the meeting were representatives of the NMFS, NRC, Environmental Protection Agency (EPA), the States of Delaware and New Jersey, the Public Service Electric and Gas Company that operates the Salem plant and its consultants, Ichthyological Associates, as well as members of the interested public, including Mr. and Mrs. Alfred C. Coleman, Pennsville, New Jersey, petitioners to the NRC in the matter of the continued operation of the Salem plant. By letter dated October 31, 1979, the NRC requested a formal consultation with the NMFS concerning the effects of the

operation of Salem Nuclear Generating Station, Unit 1, and the construction and operation of Salem Nuclear Generating Station, Unit 2, and Hope Creek Nuclear Generating Station, Units 1 and 2, on the shortnose sturgeon in the Delaware River, in accordance with regulations promulgated under Section 7 of the Endangered Species Act of 1973, as amended.

We have not reviewed the construction and operation phase of Salem Unit 2 and of Hope Creek Unit 1 and Unit 2. Therefore, we cannot render an opinion on the possible impact of those activities on the shortnose sturgeon in the Delaware River. However, after reviewing the information available in published accounts, unpublished reports, as well as that presented at the October 29, 1979 meeting, the NMFS has concluded that the continuation of the existing water intake activities at Salem Unit 1 is not likely, by itself, to jeopardize the continued existence of shortnose sturgeon nor destroy or adversely modify habitat which may be critical to it.

Life History of Shortnose Sturgeon.

The shortnose sturgeon, Acipenser brevirostrum (LeSueur, 1818), occurs in rivers, estuaries and the sea along the east coast of North America from the Indian River, Florida, north to the Saint John River, New Brunswick, Canada. In recent years reproducing populations have been studied in the Altamaha River, Georgia, the Hudson River, New York, the upper Connecticut River, Massachusetts, the Kennebec River, Maine, and the Saint John River, New Brunswick, Canada. The status of other populations elsewhere in its range is poorly understood, including that in the Delaware River for which no quantitative population estimates are available.

All sturgeons have an effective hydrodynamic design well suited for their bottom-dwelling mode of existence. The body cross-sectional outline is semicircular, with the broad flat surface being ventral. The wide, sharp-nosed, concave snout of the juvenile shortnose sturgeon is possibly an adaptation creating a depressor effect, and allows the sturgeon to utilize currents for holding itself against the substrate, thereby maintaining its river bottom position with only a small expenditure of energy. The mouth is ventral and protrusible, and well suited for benthic feeding.

Habitat preference and migratory behavior of shortnose sturgeon are influenced by latitude and the physical nature of each river system. In northern locations the majority of the populations occur within the influence of estuaries. The populations move upstream during spring and summer to spawn and feed, while a seaward migration takes place in fall. Southern shortnose sturgeon populations appear to enter rivers only in spring to spawn and then return to coastal waters for the remainder of the year.

Juveniles spend at least their first year in freshwater. In the Saint John River, Canada, they do not begin migratory behavior until reaching about 45 cm fork length (approximately 8 years).

Growth varies greatly depending on latitude, with the fastest growth occurring among southern populations. In the Saint John River, Canada, shortnose sturgeon attain 50 cm, 90 cm and 100 cm in fork length after 9, 25, and 35 years of age respectively. In the Hudson River it attains 50 cm and 90 cm after 5 and 15 years of age respectively, whereas in the Altamaha River, Georgia, it attains 50 cm after 2 years and 90 cm by 10 years of age. Maximum known age is 67 years for females, but males seldom exceed 30 years of age.

Female shortnose sturgeon mature between 50 and 60 cm fork length and spawn for the first time between 55 and 75 cm length. Among northern populations 50 percent maturity and age of first spawning correspond with 15 and 18 years of age respectively, but for southern populations the relative ages are 5 and 8 years. Males mature between 45 and 50 cm fork length. Among northern populations males mature about age 10 but among southern populations maturity may occur as early as age 2. The minimum duration between spawnings of individual females is about 3 years but males may spawn yearly or every other year. Fecundity of females is between 40,000 and 200,000 eggs and is directly correlated with total weight. The sex ratio among young adults is 1:1 but this changes to a predominance of females among fish longer than 90 cm fork length.

Shortnose sturgeon spawn during early spring in the freshwater portions of estuaries or in rivers. Spawning is initiated at water temperatures of 10-12°C. Eggs are probably broadcast, and fertilization is external. Upon fertilization the eggs become adhesive and attach to bottom materials. Hatching takes place in 13 days at 10°C. On hatching the larvae are about 7 mm in length, grey in color, and demersal. Early life history after yolk sac absorption is poorly known but limited studies indicate larvae and juveniles are demersal, remain in the deeper parts of river channels, and seldom enter the drift component of the river. Recent studies have shown that mid-stream bottom current speeds of 40-65 cm/sec caused few larvae to enter the drift. The morphology and biology of shortnose sturgeon indicate that the species is well adapted to environmental situations characterized by large flow regimes.

Estimates of adult shortnose sturgeon populations have been made in four relatively well studied river systems, but not in the Delaware River. These estimates have no direct bearing on the abundance of the species in the Delaware River since movement between these rivers and the Delaware is unrecorded. However, they do provide an idea of the population levels of adults that can be expected in similar areas, and are as follows: 18,000 in the Saint John River, New Brunswick; 5,400 in the Kennebec River, Maine; 500 in the land-locked Holyoke Pool, Connecticut River, Massachusetts; 7,000-9,000 in the Hudson River, New York.

Shortnose Sturgeon in the Delaware River.

There are no population estimates available of shortnose sturgeon in the Delaware River. However, the original scientific description of the shortnose sturgeon in 1818 was based on specimens collected in the Delaware River, and there have been numerous other recordings of shortnose sturgeon in the Delaware over the past 150 years up until and including the present. Evidence indicates that the shortnose sturgeon is more closely tied to fresh and brackish waters than is the related Atlantic sturgeon, and that it remains closer inshore in estuarine habitats during its seaward migrations than does the Atlantic sturgeon. This indicates that shortnose sturgeon may have relatively discrete and separate stocks from one river system to another, especially in areas where the estuarine influences of adjacent river systems do not overlap. This suggests that there is less stock intermingling and river interchange through sea migration with shortnose sturgeon than is the case with Atlantic sturgeon. Therefore, the populations of shortnose

sturgeon in the Delaware may represent a stock relatively separate from those of other river systems, with only minor levels of immigration, if any, into the Delaware. Since there have been periodic reports of shortnose sturgeon in the Delaware since its original description, it is apparent that viable populations of this species have been present in that river continuously over a long period of historic time.

Description of Salem Nuclear Generating Station, Unit 1.

1. Site Location.

Salem Unit 1 is located on about 220 acres at the southern end of Artificial Island in Lower Alloways Creek Township, Salem County, New Jersey. The island (in actuality, an artificial peninsula) projects from the eastern shore about one-third of the way across the Delaware River estuary, which has a width of about 2.5 miles at this location. The plant station is essentially midway between Wilmington and Dover, Delaware, which are 20 miles north and south of the site, respectively. Philadelphia, Pennsylvania, is about 30 miles and Salem, New Jersey, is 7.5 miles north of the site.

2. Water Usage.

The once-through cooling system draws its water from the Delaware estuary and serves to condense the spent secondary steam in the heat exchangers (condensers) following the turbine-generators. The waste heat from the power generation is removed by heat transfer to the circulating water system and returning it to the Delaware River estuary. Approximately 15.3×10^9 Btu/hr are removed by this system.

The cooling water, which represents less than 1% of the net tidal flow, is withdrawn from the Delaware River estuary through an intake system on the south end of Artificial Island. The intake is designed to

give low intake velocities and is equipped with trash bars, fish passages, stop gates and traveling screens. The approach velocity to the screens is less than 1.0 fps.

During the summer of 1976, the traveling screens and screen wash water system of Salem Unit 1 were modified to return fish to the Delaware River, using a Ristroph fish return system. This system collects fish from the screens in buckets attached to the screens. The screens, which are continuously moving, are washed by a low pressure spray system. Fish are continuously washed off the screens into an upper trough and returned to the river. Debris is removed by a high pressure spray and also returned to the river. Fish and debris are returned either to the north or south of the plant depending on the tidal flow, to avoid reimpingement. The fish return system operates continuously all day long, seven days a week. Sampling of impinged fishes takes place during periodic short diversions of the return system, lasting from one to three minutes each on ten samplings per day, six days a week.

Impact of Plant on Shortnose Sturgeon Population.

1. Entrainment.

Based on what is known about the spawning habits of shortnose sturgeon in other river systems, it is unlikely that there is any entrainment of shortnose sturgeon eggs and larvae at Salem Unit 1, for the following reasons: spawning grounds for shortnose sturgeon usually are found relatively far upstream in river systems and the location of Salem Unit 1 appears to be well south of these grounds; sturgeon eggs are demersal and adhesive and seldom enter river drift; the larval and juvenile fish are closely associated with the substrate and seldom enter

river drift; the larvae grow very rapidly and would be available for entrainment for only a limited number of weeks; and the young post-larval fish are not believed to move great distances from the spawning area. Finally, no eggs or larvae of either the Atlantic or shortnose sturgeon have been found in the entrainment samples at Salem Unit 1 or in ichthyoplankton sampling in the nearby river. Therefore, for all these reasons, we conclude that there is no known entrainment of shortnose sturgeon and little, if any, can reasonably be anticipated.

2. Impingement.

Only two specimens of shortnose sturgeon are known to have been involved in any way with impingement at Salem Unit 1. On January 12, 1978, one specimen, measuring about 54 cm total length and described as being in a state of moderate decomposition, was collected from the trash bars at the Salem Unit 1 intake. The presumption of prior death was based on several factors: the eyes were clouded; the body was soft; the intestines in the abdominal cavity had begun to lose their integrity; and putrefaction was advanced to the point that there was a noticeable odor. Furthermore, the large mesh size of the trash screen precludes the possibility of anything but a comatose or otherwise totally unresponsive fish from becoming impinged on it. This evidence of decomposition, which had begun even though water temperature was about 0.5°C and the trash bars were being cleaned one to three times daily, indicated that this particular specimen was already dead when collected at the plant.

A second specimen, measuring about 62 cm total length, was recovered from the screen wash water on June 26, 1978. Because this specimen was in such poor condition that it would not survive if

returned to the river, an attempt was made to resuscitate it in a flowing ambient water bath. In the water bath, it was unable to maintain equilibrium and its respiratory movements were irregular. It died after 15 hours. A presumption of poor physiological condition was based on observations that the abdomen was retracted and the fish was very thin and did not exhibit the more robust shape typical of the species.

These two specimens are the only known individuals to have been collected at the Salem Unit 1 intake since operation commenced in mid 1976. No specimens of the usually relatively more common Atlantic sturgeon have been recorded from the Salem Unit 1 intake.

Studies of shortnose sturgeon indicate that the sustained swim speed for juveniles is in excess of 2 body lengths per second. Estimates of cruising speed from radio tagging studies indicate that the adults cruise at speeds greater than 33 cm/sec (the burst speed can be expected to be much higher), which is more than the intake velocity at the traveling screens. Thus, for these reasons alone, impingement of healthy adult fish is considered to be an unlikely and relatively rare event. Additionally, the bottom dwelling habits of all stages and the migratory behavior of adults indicate that individuals only rarely would encounter the intake flow of the plant. Even in the unlikely event that a healthy shortnose sturgeon was impinged, there is a good chance that it would be returned to the river alive by the fish return system.

Conclusion of Biological Opinion.

Section 7 (a) of the Endangered Species Act requires that all Federal agencies "...insure that any action authorized, funded or carried out by such agency...does not jeopardize the continued existence

of any endangered species or threatened species or result in the destruction or adverse modification of habitat of such species which is determined by the Secretary...to be critical..."

Regulations implementing this section (43 F.R. 870) define "jeopardize the continued existence of" to mean "...to engage in an activity or program which reasonably would be expected to reduce the reproduction, numbers or distribution of a listed species to such an extent as to appreciably reduce the likelihood of the survival and recovery of that species in the wild..."

We have reviewed the information available in the scientific literature and in other published and unpublished reports, as well as that presented during the informal consultation period and at the meeting of October 29, 1979. It is the opinion of the NMFS that the present water intake program of the once-through system at Salem Unit 1 is not likely to jeopardize the continued existence of the shortnose sturgeon, nor is it likely to destroy or adversely affect habitat that may be critical to the shortnose sturgeon. The reasons for this conclusion are stated in the above section entitled Impact of Plant on Shortnose Sturgeon Population.

Recommendations.

We strongly recommend that the NRC take steps to sponsor and encourage research on the basic life history of the shortnose sturgeon in the Delaware River, especially as it relates to the seasonal distribution of all stages of the species. Studies to determine the preferred habitats of all of these stages, as well as reproductive cycles, migrations and population dynamics of the species should be initiated. The aim of the research should be to establish population

estimates and life history data for shortnose sturgeon stocks in the Delaware River that will permit more precise estimates of the impacts of incidental mortalities in that river system. The lack of information about the status of the shortnose sturgeon in the Delaware River may result in future activities in that river being delayed because of an inability to meet the requirements of the Endangered Species Act. The NMFS is prepared to assist you or anyone else in planning research activities. Research activities will require a permit and applications must be sent to the NMFS.

Finally, should more data become available indicating a potential or real adverse impact on the shortnose sturgeon from the activities of Salem Unit 1, or should those operations be modified in a way likely to adversely impact that species, we recommend that consultation be reinitiated.

cc:

F, Fx31, F3, FNE62 (Doug Beach), NEFC, F6, GCF, FWS (John Spinks),
NRC (James Wilson), FNE72 (Dick Whitaker), EPA (Morales-Sanchez)