



Contents

Page

Executive Summary

Chapter I – Purpose of and Need for the Action

I. Introduction	I-1
Proposed Action	I-1
Scope of the Proposed Action	I-2
Purpose of and Need for the Proposed Action	I-2
II. Background	I-5
Initial Operation	I-5
ESA Consultations	I-6
San Juan River Basin Recovery Implementation Program	I-7
San Juan River Channel Capacity	I-10
III. Issues and Concerns	I-10
IV. Cooperating Agencies	I-10
V. Connected and Related Actions	I-11
VI. Responsibilities and Compliance	I-13
Environmental	I-13
Cultural Preservation	I-13
American Indian	I-13
Other	I-14
VII. Document Review	I-15
VIII. Document Organization	I-15

Chapter II – Proposed Action and Alternatives

I. Introduction	II-1
II. Alternatives Formulation	II-2
Formulation and Evaluation Criteria	II-2
III. Alternatives Development	II-3
Introduction	II-3
IV. Alternatives Description	II-5
Introduction	II-5
No Action Alternative	II-5
Action Alternatives	II-8
250/5000 Alternative	II-8
500/5000 Alternative	II-9
250 Variable/5000 Alternative	II-9

	<i>Page</i>
Chapter II – Proposed Action and Alternatives (continued)	
250/6000 and 500/6000 Alternatives	II-10
Decommission and Breach Navajo Dam	II-10
Characteristics Common to Action Alternatives	II-10
Interim Operation	II-10
Participation in SJRBRIP	II-10
Changes to Flow Recommendations	II-11
Extreme Hydrological Conditions	II-12
Endangered Fish Releases	II-13
Variables Inherent in the Operation of Navajo Dam	II-13
V. Alternatives Evaluation	II-14
Introduction	II-14
Hydrology Considerations	II-15
Hydrology Model – No Action Alternative	II-17
Hydrology Model – 250/5000 and 500/5000 Alternatives	II-24
Alternatives Retained for Further Consideration	II-24
No Action Alternative	II-24
250/5000 Alternative	II-24
500/5000 Alternative	II-26
VI. Alternatives Considered but Eliminated	II-27
250 Variable/5000 Alternative	II-27
250/6000 Alternative	II-28
500/6000 Alternative	II-28
Decommission and Breach Navajo Dam	II-28
VII. Preferred Alternative	II-29
Future Water Development	II-29
 Chapter III – Affected Environment/Environmental Consequences	
I. Introduction	III-1
II. Setting	III-2
III. Affected Resources	III-3
Water Uses and Water Resources	III-3
Affected Environment	III-5
Navajo Reservoir	III-5
San Juan River	III-5
Water Rights Background	III-6
American Indian (Indian) Trust Water Rights	III-6
Non-Indian Water Rights	III-7
New Mexico	III-8
New Mexico Water Law	III-8

	<i>Page</i>
Chapter III – Affected Environment/Environmental Consequences (continued)	
Navajo Nation and Jicarilla Apache Nation Uses	III-9
Water Permits Held by the United States	III-9
Other Water Rights on the Mainstem Downstream of Navajo Dam	III-9
Colorado	III-10
Arizona	III-12
Utah	III-12
Methodology	III-13
Impact Indicators	III-13
Impacts Analysis	III-15
No Action Alternative	III-15
250/5000 Alternative (Preferred Alternative)	III-17
500/5000 Alternative	III-18
Indian Trust Assets	III-19
Introduction	III-20
Affected Environment	III-22
Navajo Nation	III-22
Navajo Indian Irrigation Project	III-26
San Juan River Irrigation Projects	III-27
Navajo Nation Municipal Pipeline	III-28
Navajo-Gallup Water Supply Project	III-28
Jicarilla Apache Nation	III-29
Colorado Ute Tribes	III-31
Methodology	III-32
Indian Trust Assets Impacts Analysis	III-33
No Action Alternative	III-33
Navajo Nation	III-33
Jicarilla Apache Nation	III-33
Colorado Ute Tribes	III-34
Other Projects	III-34
250/5000 Alternative (Preferred Alternative)	III-34
500/5000 Alternative	III-36
Indian Trust Assets Economic Impacts	III-36
ALP Project Construction	III-37
Navajo Indian Irrigation Project (NIIP) (Blocks 9–11)	III-38
Water Contracts Associated with the Jicarilla Apache Nation	III-39
Indian Trust Assets Economic Impacts Summary	III-40
Mitigation/Environmental Commitments	III-40
Environmental Justice	III-41
Introduction	III-42

	<i>Page</i>
Chapter III – Affected Environment/Environmental Consequences (continued)	
Affected Environment	III-43
Navajo Nation	III-43
Jicarilla Apache Nation	III-44
Colorado Ute Tribes	III-45
Ute Mountain Ute Tribe	III-45
Southern Ute Indian Tribe	III-46
Methodology	III-46
Environmental Justice Impacts Analysis	III-47
No Action Alternative	III-47
250/5000 Alternative (Preferred Alternative)	III-47
500/5000 Alternative	III-48
Aquatic Resources	III-48
Affected Environment	III-49
Navajo Reservoir	III-49
Game Fish	III-49
Nongame Fish	III-50
Native Fish	III-51
Non-Native Fish	III-51
San Juan River-Navajo Dam to Animas River	III-51
Navajo Dam to Archuleta, New Mexico	III-51
Archuleta to Hammond Diversion	III-52
Hammond Diversion to the Animas River	III-52
San Juan River-Animas River to Lake Powell	III-52
Methodology	III-53
Impacts Analysis	III-53
No Action Alternative	III-53
Navajo Reservoir	III-53
San Juan River – Navajo Dam to Archuleta, New Mexico	III-54
San Juan River – Archuleta to Hammond Diversion	III-54
San Juan River – Hammond Diversion to Animas River	III-54
San Juan River – Animas River to Lake Powell	III-54
250/5000 Alternative (Preferred Alternative)	III-55
Navajo Reservoir	III-55
San Juan River – Navajo Dam to Archuleta, New Mexico	III-55
San Juan River – Archuleta to Hammond Diversion	III-58
San Juan River – Hammond Diversion to Animas River	III-59
San Juan River – Animas River to Lake Powell	III-59
500/5000 Alternative	III-60
Navajo Reservoir	III-60

	<i>Page</i>
Chapter III – Affected Environment/Environmental Consequences (continued)	
San Juan River – Navajo Dam to Archuleta, New Mexico	III-60
San Juan River – Archuleta to Hammond Diversion	III-60
San Juan River – Hammond Diversion to Animas River	III-60
San Juan River – Animas River to Lake Powell	III-61
Recreation	III-61
Affected Environment	III-62
Navajo Reservoir	III-62
Developed Recreation	III-62
Undeveloped Recreation	III-63
Visitation Levels	III-63
Visitor Profile	III-65
Visitor Activities and Satisfaction Levels	III-65
San Juan River	III-66
Trout Fishing Area (Navajo Dam to Hammond Diversion)	III-66
Hammond Diversion to Montezuma Creek	III-68
Montezuma Creek to Clay Hills	III-68
Commercial Rafting	III-69
Private Rafting	III-69
Methodology	III-69
Impacts Analysis	III-70
No Action Alternative	III-70
Reservoir Recreation	III-70
River Recreation	III-70
250/5000 Alternative (Preferred Alternative)	III-71
Reservoir Recreation	III-71
River Recreation	III-71
Trout Fishing	III-72
Rafting	III-74
500/5000 Alternative	III-75
Reservoir Recreation	III-76
River Recreation	III-76
Trout Fishing	III-76
Rafting	III-76
Hydropower	III-77
Affected Environment	III-78
Licenses and Other Agreements	III-79
Navajo Nation	III-79
Federal Energy Regulatory Commission (FERC)	III-79
Reclamation	III-80
Methodology	III-80

	<i>Page</i>
Chapter III – Affected Environment/Environmental Consequences (continued)	
Impacts Analysis	III-80
Impacts Summary	III-82
No Action Alternative	III-82
Action Alternatives	III-82
250/5000 Alternative (Preferred Alternative)	III-82
500/5000 Alternative	III-83
Diversion Structures	III-83
Affected Environment	III-84
Navajo Reservoir Water Diversions	III-84
San Juan River Water Diversions (Downstream of Navajo Dam to Animas River Confluence)	III-84
San Juan River Water Diversions (Downstream of the San Juan- Animas Rivers Confluence)	III-86
Methodology	III-86
Impacts Analysis	III-87
No Action Alternative	III-87
250/5000 Alternative (Preferred Alternative)	III-87
500/5000 Alternative	III-91
Technical Assistance	III-91
Monitoring	III-92
Water Quality	III-92
Affected Environment	III-93
Previous Water Quality Studies	III-93
Methodology	III-97
Water Quality Standards	III-98
State and Tribal	III-99
Impacts Analysis	III-99
No Action Alternative	III-99
250/5000 Alternative (Preferred Alternative)	III-100
500/5000 Alternative	III-102
Impacts Summary	III-102
Limnology	III-103
Affected Environment	III-104
Navajo Reservoir	III-104
Existing Reservoir Characteristics	III-104
Nutrients	III-104
Biological Productivity	III-107
Trophic State Indices	III-107
Temperature and Dissolved Oxygen (DO)	III-110
Other Parameters	III-111

	<i>Page</i>
Chapter III – Affected Environment/Environmental Consequences (continued)	
San Juan River Arm of the Reservoir	III-112
Pine River Arm of the Reservoir	III-113
Piedra River Arm of the Reservoir	III-113
Methodology	III-113
Impacts Analysis	III-115
No Action Alternative	III-115
250/5000 Alternative (Preferred Alternative)	III-115
500/5000 Alternative	III-115
Socioeconomics	III-115
Affected Environment	III-116
San Juan County, New Mexico	III-117
Tourism/Recreation	III-117
Agriculture	III-119
Retail Sales	III-119
San Juan County, Utah	III-119
Tourism/Recreation	III-119
Agriculture	III-119
Retail Sales	III-120
Archuleta County, Colorado	III-122
Tourism/Recreation	III-122
Agriculture	III-122
Retail Sales	III-122
Methodology	III-122
Impacts Analysis	III-125
No Action Alternative	III-126
Navajo Indian Irrigation Project (NIIP)	III-126
Animas-La Plata Project (ALP Project)	III-127
Jicarilla Apache Nation Third-Party Contract with PNM	III-127
250/5000 Alternative (Preferred Alternative)	III-127
Recreation/Tourism	III-128
San Juan River Fishing – Navajo State Park	III-128
San Juan River Rafting	III-130
Agriculture	III-131
500/5000 Alternative	III-132
Recreation/Tourism	III-132
Agriculture	III-132
Animas-La Plata Project (ALP Project)	III-132
Jicarilla Apache Nation Third-Party Contract with PNM	III-133
Other Socioeconomic Impacts	III-133
Diversion	III-133

	<i>Page</i>
Chapter III – Affected Environment/Environmental Consequences (continued)	
Water Quality	III-133
Hydropower	III-134
Special Status Species	III-134
Affected Environment	III-135
Threatened or Endangered Species	III-136
Colorado Pikeminnow and Razorback Sucker	III-136
Bald Eagle	III-138
Southwestern Willow Flycatcher	III-138
Interior Least Tern and Black Tern	III-139
Species of Concern	III-139
Roundtail Chub and Bluehead Sucker	III-139
Mottled Sculpin	III-139
Gunnison Sage Grouse	III-140
American and Arctic Peregrine Falcon	III-140
Golden Eagle	III-140
White-Faced Ibis	III-140
Yellow-Billed Cuckoo	III-140
California Condor	III-141
Mexican Spotted Owl	III-141
Northern Leopard Frog	III-141
Bighorn Sheep	III-141
Black-Footed Ferret	III-141
New Mexico Silverspot and San Juan Checkerspot Butterflies and San Juan Tiger Beetle	III-141
Navajo Sedge and Alcove Rock Daisy	III-142
Methodology	III-142
Impacts Analysis	III-142
No Action Alternative	III-142
250/5000 Alternative (Preferred Alternative)	III-143
500/5000 Alternative	III-145
Vegetation and Wildlife Resources	III-145
Affected Environment	III-146
Navajo Reservoir	III-146
San Juan River	III-147
Navajo Dam to Archuleta, New Mexico	III-147
Archuleta to the Animas River	III-148
Animas River to Lake Powell	III-148
Methodology	III-149
Impacts Analysis	III-149

	<i>Page</i>
Chapter III – Affected Environment/Environmental Consequences (continued)	
Navajo Reservoir	III-149
No Action Alternative	III-149
250/5000 Alternative (Preferred Alternative)	III-149
500/5000 Alternative	III-149
San Juan River	III-149
No Action Alternative	III-149
Navajo Dam to Archuleta, New Mexico	III-149
Archuleta to the Animas River	III-150
Animas River to Lake Powell	III-150
250/5000 Alternative (Preferred Alternative)	III-150
Navajo Dam to Archuleta, New Mexico	III-150
Archuleta to the Animas River	III-150
Animas River to Lake Powell	III-151
500/5000 Alternative	III-151
Navajo Dam to Archuleta, New Mexico	III-151
Archuleta to the Animas River	III-151
Animas River to Lake Powell	III-151
Land Use	III-151
Affected Environment	III-152
Navajo Reservoir	III-152
Indian Reservations	III-152
San Juan Corridor	III-153
Methodology	III-153
Impacts Analysis	III-153
No Action Alternative	III-153
250/5000 Alternative (Preferred Alternative)	III-153
500/5000 Alternative	III-153
Cultural Resources	III-154
Affected Environment	III-155
Archaic	III-156
Pre-Puebloan and Puebloan	III-156
Protohistoric/Early Historic	III-156
Euroamerican Historic	III-157
Traditional Cultural Properties (TCPs)/Native American Graves Protection and Repatriation Act (NAGPRA)	III-158
Methodology	III-158
Impacts Analysis	III-159
No Action Alternative	III-160
250/5000 Alternative (Preferred Alternative)	III-160
500/5000 Alternative	III-160

	<i>Page</i>
Chapter III – Affected Environment/Environmental Consequences (continued)	
Summary	III-161
Flood Control	III-162
Affected Environment	III-163
Methodology	III-163
Impacts Analysis	III-163
No Action Alternative	III-163
250/5000 Alternative (Preferred Alternative)	III-164
500/5000 Alternative	III-164
Navajo Dam Operations and Maintenance	III-164
Affected Environment	III-165
Methodology	III-165
Impacts Analysis	III-165
No Action Alternative	III-165
250/5000 Alternative (Preferred Alternative)	III-165
500/5000 Alternative	III-166
Safety of Dams	III-166
Affected Environment	III-167
Methodology	III-167
Impacts Analysis	III-167
No Action Alternative	III-167
250/5000 Alternative (Preferred Alternative)	III-168
500/5000 Alternative	III-168
Hazardous Materials	III-168
Affected Environment	III-169
Methodology	III-169
Impacts Analysis	III-170
No Action Alternative	III-170
250/5000 Alternative (Preferred Alternative)	III-170
Petroleum Facilities	III-170
Sewage Treatment Facilities	III-170
Radioactive Waste	III-170
500/5000 Alternative	III-171
Soils	III-171
Affected Environment	III-172
Soil Types	III-172
Erosion	III-172
Methodology	III-174
Impacts Analysis	III-175
No Action Alternative	III-175
250/5000 Alternative (Preferred Alternative)	III-176

	<i>Page</i>
Chapter III – Affected Environment/Environmental Consequences (continued)	
500/5000 Alternative	III-176
Geology	III-176
Affected Environment	III-177
Methodology	III-178
Impacts Analysis	III-179
No Action Alternative	III-179
250/5000 Alternative (Preferred Alternative)	III-179
500/5000 Alternative	III-179
Air Quality	III-179
Affected Environment	III-180
Methodology	III-181
Impacts Analysis	III-182
No Action	III-182
250/5000 Alternative (Preferred Alternative)	III-183
500/5000 Alternative	III-183
Noise	III-183
Affected Environment	III-184
Methodology	III-185
Impacts Analysis	III-185
No Action Alternative	III-185
250/5000 Alternative (Preferred Alternative)	III-186
500/5000 Alternative	III-186
IV. Summary and Other Considerations	III-186
Introduction	III-186
Resources Summary	III-188
Biodiversity	III-188
 Chapter IV – Environmental Commitments and Mitigation Measures	
I. Introduction	IV-1
II. Measures	IV-1
Reservoir Operations	IV-1
Fish and Wildlife	IV-2
Indian Trust Assets	IV-4
Cultural Resources	IV-4
Water Diversion Structures	IV-4
Flood Control	IV-5

Chapter V – Consultation and Coordination	<i>Page</i>
I. Introduction	V-1
II. Public Involvement Activities	V-1
Public Scoping Process	V-1
Project Newsletters	V-5
Project Web Site	V-5
III. Consultation and Coordination Process	V-5
Coordination Activities	V-5
Consultation Activities	V-6
Public Hearings on the DEIS	V-7
IV. Distribution List	V-9

List of Preparers

Bibliography

Glossary

Tables

<i>Table</i>	<i>Page</i>
I-1 Various authorities under which the Navajo Unit was constructed and is operated	I-14
II-1 Summary of San Juan River Basin depletions for each alternative	II-6
II-2 The alternatives arrayed by evaluation criteria	II-16
II-3 Summary statistics of meeting Flow Recommendations criteria for alternatives retained for further analysis	II-18
II-4 San Juan River flows at Archuleta summary statistics for the No Action, 250/5000, and 500/5000 Alternatives (1929–93 data)	II-20
II-5 San Juan River flows at Bluff, Utah, summary statistics for the No Action, 250/5000, and 500/5000 Alternatives (1929–93 data)	II-21
II-6 Seasonal frequency distribution of monthly Navajo Reservoir releases for the three alternatives (based on 1929–93 hydrology)	II-22
II-7 San Juan River at Bluff – distribution frequency of monthly flow 1929–93	II-23
II-8 Summary of streamflows measured during the 2001 Summer Low Flow Test	II-23
II-9 Summary comparison of alternatives retained for further analysis	II-31
III-1 New Mexico permits held by Reclamation	III-10
III-2 Preliminary list of San Juan River water rights between Navajo Dam and the Animas River confluence	III-11

Tables (continued)

<i>Table</i>	<i>Page</i>
III-3	Summary of major existing and future Tribal uses of San Juan River
	Basin water III-23
III-4	Navajo Reservoir annual visitation for Colorado and New Mexico III-63
III-5	Creel census and pressure counts for July 1998–2001 and the Summer
	Low Flow Test III-73
III-6	Navajo Power Plant annual production III-78
III-7	Flow versus output III-79
III-8	Summary of annual impacts upon the operation and performance of the San Juan River and Navajo Reservoir water diversion structures and water user entities between Navajo Dam and the Animas River confluence from high or low releases III-89
III-9	Historical (1950–98) water quality measurements on the San Juan River III-95
III-10	Navajo Reservoir water elevations and storage capacities III-105
III-11	Nutrient summary data for 2000 III-105
III-12	Chlorophyll <i>a</i> summary for Navajo Reservoir ($\mu\text{g/L}$) III-107
III-13	Comparison of Navajo Reservoir's trophic state indices to similar reservoirs III-110
III-14	Major ions and solids summary data for 2000 III-111
III-15	Navajo Reservoir Secchi depth measurements (meters) and the solids fractions (mg/L) III-112
III-16	Summary of effects on limnological indicators from proposed alternatives compared to the No Action Alternative III-114
III-17	Comparison of retail sales sectors in San Juan County, New Mexico (1997) III-121
III-18	Comparison of retail sales sectors in San Juan County, Utah III-121
III-19	Comparison of retail sales sectors in Archuleta County, Colorado, in 1997 III-124
III-20	Baseline data for Archuleta County, Colorado, San Juan County, New Mexico, and San Juan County, Utah III-125
III-21	Projected lost annual crop revenues (gross) without future completion of NIIP III-126
III-22	Additional crop revenues (gross) from completion of NIIP (\$) III-132
III-23	Properties of soil map units potentially affected by project implementation III-173
III-24	Varying formations along the San Juan River III-178
III-25	Criteria pollutants and regulatory limits III-182

Figures

<i>Figure</i>	<i>Page</i>
I-1	General NEPA process I-3
I-2	Colorado pikeminnow and razorback sucker I-9
II-1	San Juan River near Bluff, Utah – U.S. Geological Survey average daily flow ... II-2
II-2	Navajo Reservoir average monthly release comparing three alternatives II-19
II-3	Monthly average water surface elevations for Navajo Reservoir projected for three Navajo Dam operating alternatives (1929–93 data) II-19
III-1	River mile locations and gaging stations III-4
III-2	Degree to which viable alternatives meet Flow Recommendations III-14
III-3	General depiction of recreation and other areas around Navajo Reservoir III-64
III-4	Recreational activities in the reservoir area III-65
III-5	Navajo Lake (Reservoir) State Park (not to scale) III-67
III-6	Primary water diversions downstream from Navajo Reservoir III-85
III-7	Map of Navajo Reservoir, including the limnological sampling locations III-106
III-8	Average phytoplankton structure for Navajo Reservoir (cells/mL) III-108
III-9	Average zooplankton structure for Navajo Reservoir III-109
III-10	Lands, demographics, and employment (San Juan County, New Mexico) ... III-118
III-11	Lands, demographics, and employment (San Juan County, New Mexico) ... III-118
III-12	Lands, demographics, and employment (San Juan County, New Mexico) ... III-118
III-13	Lands and demographics (San Juan County, Utah) III-120
III-14	Lands and demographics (San Juan County, Utah) III-120
III-15	Lands and demographics (Archuleta County, Colorado) III-123
III-16	Lands and demographics (Archuleta County, Colorado) III-123
III-17	Total expenditure III-129