

**Oregon Water Resources Department
Water Right Services Division**

Application for Extension of Time

In the Matter of the Application for an Extension of Time)	PROPOSED
for Permit G-15596, Water Right Application G-15685, in)	FINAL
the name of Walling Properties)	ORDER

Permit Information

Application:	G-15685
Permit:	G-15596
Basin:	2B – Middle Willamette / Watermaster District 22
Date of Priority:	January 23, 2002
Source of Water:	Well #1, Well #2, Well #3, and Well #4 in Willamette River Basin
Purpose or Use:	commercial use and industrial use
Maximum Rate:	17.8 cubic feet per second (cfs)

Please read this Proposed Final Order in its entirety as it contains additional conditions not included in the original permit.

In Summary, the Department proposes to:

- Grant an extension of time to apply water to full beneficial use from October 1, 2023, to October 1, 2029¹.
- Make the extension subject to certain conditions set forth below.

This Extension of Time request is being processed in accordance with Oregon Revised Statute 537.630 and 539.010(5), and Oregon Administrative Rule Chapter 690, Division 315.

¹Pursuant to ORS 537.630(5), upon the completion of beneficial use of water allowed under the permit, the permittee shall hire a certified water rights examiner to survey the appropriation. Within one year after the complete application of water to a beneficial use (or by the date allowed for the complete application of water to a beneficial use), the permittee shall submit a map of the survey and a new or revised claim of beneficial use as deemed appropriate by the Department.

ACRONYM QUICK REFERENCE

Application – Application for Extension of Time
Department – Oregon Department of Water Resources
FOF – Finding of Fact
PFO – Proposed Final Order
Well 1 – sump
Well 2 – POLK 51753
Well 3 – POLK 51715
Well 4 – POLK 53659
cfs - cubic foot per second

AUTHORITY

Generally, see ORS 537.630 and OAR Chapter 690 Division 315.

ORS 537.630(2) provides in pertinent part that the Oregon Water Resources Department (Department) for good cause shown shall order and allow an extension of time within which irrigation or other works shall be completed or the right perfected. In determining the extension, the Department shall give due weight to the considerations described under ORS 539.010(5) and to whether other governmental requirements relating to the project have significantly delayed completion of construction or perfection of the right.

ORS 539.010(5) instructs the Director to consider: the cost of the appropriation and application of the water to a beneficial purpose; the good faith of the appropriator; the market for water or power to be supplied; the present demands therefor; and the income or use that may be required to provide fair and reasonable returns upon the investment.

OAR 690-315-0040 provides that in order to approve an application for an extension of time to complete construction or apply water to full beneficial use, the Department shall make the findings in OAR 690-315-0040(1) including a finding that there is “good cause” to approve the extension. OAR 690-315-0040(2)-(4) contains the factors that the Department must consider to make findings that support a “good cause” determination.

OAR 690-315-0050(5) states that extension orders may include, but are not limited to, any condition or provision needed to: ensure future diligence; mitigate the effects of the subsequent development on competing demands on the resource; and periodically document the continued need for the permit.

FINDINGS OF FACT

1. On May 12, 2004, Permit G-15596 was issued by the Department. The permit authorizes the use of up to 17.8 cfs of water from Well #1, Well #2, Well #3, and Well #4 in Willamette River Basin for commercial use and industrial use. The permit specified complete application of water was to be made on or before October 1, 2008.

2. On January 13, 2010, an assignment from Walling Sand and Gravel Co., to Walling Properties LLC, was recorded in the records of the Water Resources Department.
3. On November 18, 2010, the Department approved Permit Amendment T-10706 (Special Order Volume 83, Page 73) authorizing a change in the point of appropriation for Well 1 under Permit G-15596 (modified by Permit Amendment T-10706) which is hereafter referred to simply as Permit G-15596.
4. One prior permit extension has been granted for Permit G-15596. The extension request resulted in the completion dates for full application of water being extended from October 1, 2008, to October 1, 2023.
5. On December 18, 2023, the permit holder, Walling Properties, submitted an “Application for Extension of Time” (Application) to the Department, requesting the time to apply water to full beneficial use under the terms and conditions of Permit G-15596 be extended from October 1, 2023, to October 1, 2029.
6. On December 26, 2023, notification of the Application for Permit G-15596 was published in the Department’s Public Notice. No public comments were received regarding the Application.

Review Criteria [OAR 690-315-0040]

In order to approve an Application for an Extension of Time to complete construction and/or apply water to full beneficial use pursuant to ORS 537.230 or 537.630, or to begin construction, pursuant to ORS 537.248, the Department must make the findings in OAR 690-315-0040(1)(a) – (d).

Complete Extension of Time Application [OAR 690-315-0040(1)(a)]

7. On December 18, 2023, the Department received a completed Application and the fee specified in ORS 536.050 from the permit holder.

Start of Construction [OAR 690-315-0040(1)(b) and 690-315-0040(5)]

8. Prior to permit issuance, the Department issued a Proposed Final Order on April 1, 2003, which included a requirement to reconstruct Well #2 and Well #3, as requested in the application, to meet minimum well construction standards prior to issuance of a Final Order and Permit. On October 24, 2003, Martha Pagel, counsel for the Permit Holder, submitted documentation to the Department to demonstrate Well #2 and Well #3 have been abandoned under Well Log POLK 51819 for Well #2 and POLK 51754 for Well #3; and POLK 51753 (Well 2) and POLK 51715 (Well 3) were constructed as replacements for Well #2 and Well #3.
9. According to the Application for a Permit to Use Groundwater, the sump well (Well 1) was previously constructed in the course of previous mining activities on the property and was existing at the time of application.

10. According to the well log received by the Department on August 6, 2003, construction of POLK 51715 (Well 3) began July 24, 2003.
11. According to the well log received by the Department on September 15, 2003, construction of POLK 51753 (Well 2) began September 7, 2003.

Based on Finding of Fact (FOF) 8, through 11, the Department has determined that the prosecution of the construction of the wells authorized by the permit began prior to October 1, 2008.

12. The Application for Extension of Time submitted January 19, 2010, identifies POLK 51979 as Well 2 and POLK 51980 as Well 3.
13. The Department's record indicates POLK 51979, and POLK 51980 were both constructed as new wells.

Based on FOF 8, through 13, the Department has determined that POLK 51979 and POLK 51980 are not the wells that were constructed prior to issuance of a Final Order approving Permit G-15596 and reviewed by the Department Ground Water Section at the time Permit G-15596 was issued.

Good Cause [OAR 690-315-0040(1)(d)]

The Department must find that there is "good cause" to approve the extension. In making a "good cause" finding, the Department shall consider the requirements set forth under OAR 690-315-0040(2).

Reasonable Diligence of the Appropriator [OAR 690-315-0040(2)(a)]

In order to make a finding of "good cause" to approve the extension, the Department shall consider whether the applicant has demonstrated "reasonable diligence" in previous performance under the permit. OAR 690-315-0040(2)(a). In determining "reasonable diligence", the Department shall consider, but is not limited to, the following factors: a) The amount of construction completed within the time allowed in the permit or previous extension; b) The amount of beneficial use made of the water during the permit or previous extension time limits; c) Water right holder conformance with the permit or previous extension conditions; and d) Financial investments made toward developing the beneficial use of water.

Amount of Construction [OAR 690-315-0040(3)(a)]

The amount of construction completed within the time allowed in the permit and previous extension.²

14. Construction of the authorized Well 1, Well 2 and Well 3 began prior to permit issuance. The Application identifies Well 1 and Well 4 are constructed in a location not authorized by the permit.

² "Actual Construction" is defined in OAR 690-315-0020(3)(d)(A)and(B) as physical work performed toward completion of the water system which demonstrates the water right permit holder's good faith and intention to complete the project with reasonable diligence. Actual construction does not include planning a diversion system, formulating a business plan, securing financing, letting contracts, purchasing but not installing equipment, surveying, clearing land or planting crops.

15. According to the Application for Extension of Time submitted January 19, 2010, the following was accomplished:
 - construction of POLK 51979 and POLK 51980 was completed;
 - meters were installed on POLK 51979 and POLK 51980; and
 - the pump in Well 1 was replaced.

16. During the most recent extension period, being from October 1, 2008, to October 1, 2023, the following was accomplished:
 - POLK 53659 (Well 4) was constructed and connected to the water system;
 - construction of a concrete batch plant where water is used; and
 - installed a flow meter on Well 1 and Well 4 (also replace flow meters on Well 2)

The Application provides evidence of progress of physical work made towards completion of the water system, enough to qualify as the minimum necessary for the Department to find good cause and reasonable diligence towards complete application of water to a beneficial use. However, the Application indicates that Well 1 and Well 4 are constructed in a location not authorized under the permit.

Compliance with Conditions [OAR 690-315-0040(3)(c)]

The water right permit holder's conformance with the permit and previous extension conditions.

17. The Department has considered the permit holder's compliance with conditions, and did not identify any concerns.

The Department has determined that the permit holder has demonstrated compliance with permit conditions as required by Permit G-15596.

Beneficial Use of Water [OAR 690-315-0040(3)(b)]

The amount of beneficial use made of the water during the permit and previous extension time limits

18. According to the Application for Extension of Time submitted January 19, 2010, a maximum rate of 15.44 cfs has been appropriated, being 15.0 cfs from Well 1, 0.22 cfs from POLK 51979, and 0.22 cfs from POLK 51980.

19. According to the Application for Extension of Time submitted December 18, 2023, a maximum rate of 11.57 cfs of water has been appropriated, being 11.06 cfs from Well 1, 0.06 cfs from Well 2, and 0.45 cfs from Well 4 during a pump test.

20. No water has been appropriated from Well 4 for use under the permit.

Based on the Department record, the Department has determined that a maximum rate of 15.06 cfs, being 15.0 cfs from Well 1 and 0.06 cfs from Well 2, has been appropriated from wells authorized under Permit G-15596.

Financial Investments to Appropriate and Apply Water to a Beneficial Purpose [OAR 690-315-0040(2)(b),(3)(d),(4)(d)]

21. The Application submitted December 18, 2023, identifies an investment of \$13,516,000 has been made. The costs included items associated with operations costs, and maintenance costs (replacement of meters and pumps) which are not considered an investment in applying water to beneficial use. After deducting these costs, the approximate total investment for “actual construction” to date is approximately \$12,671,500 which is the total projected cost for complete development of this project.

Based on FOF 21, the Department has determined that the permit holder had made an investment, which provides evidence of good cause and reasonable diligence towards the complete application of water to a beneficial use.

Reasonable Diligence of the Appropriator [OAR 690-315-0040(2)(a)]

The Application provides evidence that work has been accomplished towards completion of the water system; the permit holder has demonstrated compliance with permit conditions, a financial investment has been made, however; beneficial use of water may not have been demonstrated. The Department has determined the applicant has demonstrated reasonable diligence in previous performance under Permit G-15596, enough to allow for a limited extension of time to provide the permit holder time to submit a permit amendment in an effort to correctly identify the location of the wells being utilized under the permit.

The Market and Present Demands for Water [OAR 690-315-0040(4)(a-f)]

The Department’s determinations of market and present demand for water or power to be supplied shall consider the requirements set forth under OAR 690-315-0040(4)(a-f). In accordance with OAR 690-315-0040(4), the Department shall consider, but is not limited to, the following factors when determining the market and the present demand for water or power to be supplied:

- *(a) The amount of water available to satisfy other affected water rights and scenic waterway flows;*
- *(b) Special water use designations established since permit issuance, including but not limited to state scenic waterways, federal wild and scenic rivers, serious water management problem areas or water quality limited sources established under 33 U.S.C. 1313(d);*
- *(c) The habitat needs of sensitive, threatened or endangered species, in consultation with the Oregon Department of Fish and Wildlife;*
- *(d) Economic investment in the project to date;*
- *(e) Other economic interests dependent on completion of the project; and*
- *(f) Other factors relevant to the determination of the market and present demands for water and power.*

OAR 690-315-0040(4)(a)

The amount of water available to satisfy other affected water rights and scenic waterway flows.

22. A review of the amount of water available to satisfy other affected water rights and scenic waterway flows was determined at the time of issuance of Permit G-15596; furthermore, water availability for other affected water rights and scenic waterway flows after the permit was issued is determined when an Application for a new water right is submitted.

OAR 690-315-0040(4)(b)

Special water use designations established since permit issuance, including but not limited to state scenic waterways, federal wild and scenic rivers, serious water management problem areas or water quality limited sources established under 33 U.S.C. 1313(d).

23. The points of appropriation for Permit G-15596, located within the Willamette River Basin, are located within a limited or critical groundwater area.
24. Willamette River is not located within or above any state or federal scenic waterway.
25. The points of appropriation are not in an area listed by the Department of Environmental Quality as a water quality limited stream.

OAR 690-315-0040(4)(c)

The habitat needs of sensitive, threatened or endangered species, in consultation with the Oregon Department of Fish and Wildlife.

26. Willamette River is located within an area ranked “low” for stream flow restoration needs as determined by the Department in consultation with the Oregon Department of Fish and Wildlife, and is located within a Sensitive, Threatened or Endangered Fish Species Area as identified by the Department in consultation with Oregon Department of Fish and Wildlife.

OAR 690-315-0040(4)(d)

Economic interests dependent on completion of the project.

27. An approximate total of \$12,671,500 has been invested in the project.

OAR 690-315-0040(4)(e)

Other economic interests dependent on completion of the project.

28. Other economic interests dependent on completion of the project include RiverBend Materials, who lease the property, as well as the approximately 60 full time employees.

OAR 690-315-0040(4)(f)

Other factors relevant to the determination of the market and present demand for water and power.

29. No other factors relevant to the determination of the market and present demand for water and power have been identified.

Fair Return Upon Investment [OAR 690-315-0040(2)(f)]

30. The use and income from the permitted water development will likely result in reasonable returns upon the investment made to date.

Other Governmental Requirements [OAR 690-315-0040(2)(g)]

31. Delay in the development of this project was not caused by any other governmental requirements.

Unforeseen Events [OAR 690-315-0040(2)(h)]

32. No unforeseen events were identified that contributed to the extended the length of time needed to fully develop and perfect Permit G-15596.

Denial of the Extension Will Result in Undue Hardship [OAR 690-315-0040(2)(i)]

33. A denial of the extension would result in undue hardship, and there are no other reasonable alternatives that exist for meeting water use needs.

Good Faith of the Appropriator [OAR 690-315-0040(2)(c)]

34. The Application provides evidence of good faith of the appropriator under Permit G-15596.

Based on FOF 8, 9, 10, 11, 14, 15, 16, 17, 18, 19, and 27, the Department has determined that the applicant has shown good faith and reasonable diligence.

Duration of Extension [OAR 690-315-0040(1)(c)]

Under OAR 690-315-0040(1)(c), in order to approve an extension of time for water use permits the Department must find that the time requested is reasonable and the applicant can complete the project within the time requested.

35. As of December 18, 2023, all physical work on the development of the beneficial use is complete. The Application identifies the need to submit a permit amendment to correct the locations of the wells under the permit.

Given the amount of development left to occur, the Department has determined that the permit holder's request to have until October 1, 2029, to accomplish the application of water to beneficial use under the terms and conditions of Permit G-15596 is both reasonable and necessary.

Good Cause [OAR 690-315-0040(1)(d)]

The Department must find that there is "good cause" to approve the extension. In making a "good cause" finding, the Department shall consider the requirements set forth under OAR 690-315-0040(2).

The Department has considered the reasonable diligence and good faith of the appropriator, the cost to appropriate and apply water to a beneficial purpose, the market and present demands for water to be supplied, the financial investment made and fair and reasonable return upon the investment, the requirements of other governmental agencies, and unforeseen events over which the permit holder had no control, whether denial of the extension will result in undue hardship to the applicant and whether there are no other reasonable alternatives for meeting water use needs, any other factors relevant to a determination of good cause, and has determined that the applicant has shown that good cause exists for an extension of time to apply water to full beneficial use pursuant to OAR 690-315-0040(1)(d).

LIMITATIONS AND CONDITIONS

1. OAR 690-315-0050(5) provides for extension orders to include, but are not limited to, any condition or provision needed to ensure future diligence. The Department determined the need to place a "Permit Amendment Condition" on this extension of time in order to ensure diligence is exercised in the development and perfection of water use permit. This condition, specified under Item 1 of the "Conditions" section of this PFO, was determined to be necessary because of the use of an unauthorized point of appropriation (see FOF 8, 18, and 19); and the authorized wells are not all constructed in a location authorized by the permit (see FOF 14, 19, and 35).
2. OAR 690-315-0050(5) provides for extension orders to include, but are not limited to, any condition or provision needed to mitigate the effects of the subsequent development on competing demands on the resource. Based on FOF 18, and 19, and that Permit G-15596 was issued more than two decades ago, the Department determined the need to place a "Development Limitation" on this extension of time in order to ensure no additional rate of water is developed under this permit. This condition, specified under Item 2 of the "Conditions" section of this PFO, was determined to be necessary due to the amount of time previously provided for development of the authorized use.

CONCLUSIONS OF LAW

1. The applicant has submitted a complete extension application form and the fee specified in ORS 536.050, as required by OAR 690-315-0040(1)(a).
2. The applicant has complied with the construction timeline requirements to begin construction as required by ORS 537.630, OAR 690-315-0040(1)(b) and OAR 690-315-0040(5).

3. Based on Finding of Facts 8, through 35, application of water to beneficial use can be accomplished by October 1, 2029, as required by OAR 690-315-0040(1)(c).
4. The applicant can complete the project within the time period requested for the extension on the project, but the extension is conditioned to ensure future diligence and to mitigate the effects of the subsequent development on competing demands on the resource and is granted only for the reasonable time necessary to complete water development and apply water to beneficial use. OAR 690-315-0050(5).
5. The applicant has demonstrated good cause for the extension.

PROPOSED ORDER

Based upon the foregoing Findings of Fact and Conclusions of Law, the Department proposes to issue an order to:

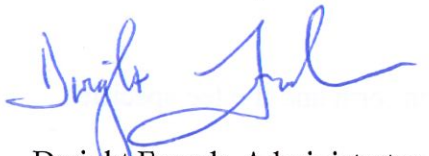
Extend the time to apply water to beneficial use under Permit G-15596 from October 1, 2023, to October 1, 2029.

Subject to the following conditions:

LIMITATIONS AND CONDITIONS

1. **Permit Amendment Condition**
The permit holder shall submit an Application for Permit Amendment within six months of the issuance of the Final Order on Extension of Time. If a Permit Amendment is not submitted within six months from the date of issuance of the Final Order on Extension of Time, no additional extensions of time will be approved.
2. **Development Limitation**
The use of water under this permit is limited to no more than 15.06 cfs, being the maximum rate appropriated from the authorized points of appropriation as identified in the Application for Extension of Time submitted January 19, 2010, and the Application for Extension of Time submitted December 18, 2023.

DATED: February 11, 2025


Dwight French, Administrator,
Water Right Services Division

*If you have any questions,
please check the information
box on the last page for the
appropriate names and
phone numbers.*

Protests

Pursuant to OAR 690-315-0060(1), the applicant or any other person adversely affected or aggrieved by the proposed final order may submit a written protest to the proposed final order. Protests must be received by the Water Resources Department no later than **March 28, 2025**, at this address: Oregon Water Resources Department, Water Right Services Division, 725 Summer St NE, Suite A, Salem, OR 97301-1266. Protests may not be submitted by electronic mail. OAR 690-002-0025(3).

Protests must be in writing and include all of the following:

- The name, address, and telephone number of the protestant
- A detailed description of the protestant's interest in the proposed final order, and, if the protestant claims to represent the public interest, a precise statement of the public interest represented
- A detailed description of how the action proposed in the proposed final order would impair or be detrimental to the protestant's interest
- A detailed description of how the proposed final order is in error or deficient, and how to correct the alleged error or deficiency
- If the applicant protests, a statement of whether a hearing is requested
- Citation of legal authority supporting the protestant, if known
- Proof of service of the protest on the water right permit holder, if protestant is other than the water right permit holder, and
- If you are the applicant, the protest fee of \$480 required by ORS 536.050; and
- If you are not the applicant, the protest fee of \$950 required by ORS 536.050.

Within 60 days after the close of the period for requesting a contested case hearing, the Director shall either issue a final order on the extension request, or schedule a contested case hearing if a protest has been submitted, and, upon review of the issues, the Director finds there are significant disputes related to the proposed agency action; or, the applicant submits a written request for a contested case hearing within 30 days after the close of the period for submitting protests. The hearing will be conducted as provided in Oregon Revised Statutes (ORS) Chapter 183, and Oregon Administrative Rules (OAR) 137-003-0501 to 137-003-0700.

If the applicant does not request a hearing within 30 days after the close of the protest period, or if the request for a hearing is withdrawn, or the Department or the administrative law judge is notified that the protestant will not appear, or the protestant fails to appear, at a scheduled hearing, the Director may issue a Final Order by default. If the Director issues a Final Order by default, the Department designates the relevant portions of its files on this matter, including all materials submitted relating to this matter, as the record for purpose of proving a *prima facie* case upon default.

A party may be represented by an attorney at the hearing. Legal aid organizations may be able to assist a party with limited financial resources. Generally, partnerships, corporations, associations, governmental subdivisions or public or private organizations are represented by an attorney. However, consistent with OAR 690-002-0020 and OAR 137-003-0555, an agency representative may represent a partnership, corporation, association, governmental subdivision or public or

private organization if the Department determines that appearance of a person by an authorized representative will not hinder the orderly and timely development of the record in this case.

Notice Regarding Servicemembers: Active-duty service members have a right to stay proceedings under the federal Servicemembers Civil Relief Act. For more information contact the Oregon State Bar at 800-452-8260, the Oregon Military Department at 800-452-8260, or the nearest United States Armed Forces Legal Assistance Office through <http://legalassistance.law.af.mil>.

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- If you have questions about statements contained in this document, please contact Jeffrey D. Pierceall at 503- 979-3213.
 - If you have questions about how to file a protest or if you have previously filed a protest and you want to know the status, please contact Will Davidson at 503-507-2749.
 - If you have any questions about the Department or any of its programs, please contact our Water Resources Customer Service Group at 503-986-0900.
 - Address any correspondence to : Water Right Services Division
 725 Summer St NE, Suite A
 Salem, OR 97301-1266
Fax: 503-986-0901
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