

Application No. **89086**

Permit No. \_\_\_\_\_

Certificate No. \_\_\_\_\_

Name \_\_\_\_\_

By \_\_\_\_\_

Address \_\_\_\_\_

Date \_\_\_\_\_

DENIED \_\_\_\_\_

MISFILED \_\_\_\_\_

WITHDRAWN \_\_\_\_\_

CANCELLED \_\_\_\_\_

Volume \_\_\_\_\_

Page \_\_\_\_\_

## FEES PAID

Date	Amount	Receipt No.
2-18-2022	\$ 270.00	137491
2-18-2022	\$ 950.00	137498
	Cert. Fee	

## FEES REFUNDED

Date	Amount	Receipt No.

Priority \_\_\_\_\_

County \_\_\_\_\_ WM# \_\_\_\_\_

## RELATED FILES

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

## ASSIGNMENTS

Date	To Whom	Address

## DEVELOPMENT

Date \_\_\_\_\_

Completion \_\_\_\_\_

Extended to \_\_\_\_\_

Final Proof received \_\_\_\_\_

Proposed Cert. Mailed \_\_\_\_\_

REMARKS \_\_\_\_\_

MAP LOCATION \_\_\_\_\_



STATE OF OREGON  
WATER RESOURCES DEPARTMENT

RECEIPT # 137491

725 Summer St. N.E. Ste. A  
SALEM, OR 97301-4172  
(503) 986-0900 / (503) 986-0904 (fax)

INVOICE # \_\_\_\_\_

RECEIVED FROM: Waterwatch of Oregon, Inc.  
BY: \_\_\_\_\_

APPLICATION 15 89086  
PERMIT \_\_\_\_\_  
TRANSFER \_\_\_\_\_

CASH: ☐ CHECK: # 14875 OTHER: (IDENTIFY) ☐

TOTAL REC'D \$ 270.00

1083 TREASURY 4170 WRD MISC CASH ACCT

0407 COPIES \$ \_\_\_\_\_  
OTHER: (IDENTIFY) \$ \_\_\_\_\_

0243 I/S Lease \_\_\_\_\_ 0244 Muni Water Mgmt. Plan \_\_\_\_\_ 0245 Cons. Water \_\_\_\_\_

4270 WRD OPERATING ACCT

MISCELLANEOUS

0407 COPY & TAPE FEES \$ \_\_\_\_\_  
0410 RESEARCH FEES \$ \_\_\_\_\_  
0408 MISC REVENUE: (IDENTIFY) \_\_\_\_\_ \$ \_\_\_\_\_  
TC162 DEPOSIT LIAB. (IDENTIFY) \_\_\_\_\_ \$ \_\_\_\_\_  
0240 EXTENSION OF TIME \$ \_\_\_\_\_

WATER RIGHTS:

0201 SURFACE WATER \$ \_\_\_\_\_ 0202 \$ \_\_\_\_\_  
0203 GROUND WATER \$ \_\_\_\_\_ 0204 \$ \_\_\_\_\_  
0205 TRANSFER \$ \_\_\_\_\_

WELL CONSTRUCTION

0218 WELL DRILL CONSTRUCTOR \$ \_\_\_\_\_ 0219 \$ \_\_\_\_\_  
LANDOWNER'S PERMIT 0220 \$ \_\_\_\_\_

0234 OTHER (IDENTIFY) Request for Standing \$270.00

0536 TREASURY 0437 WELL CONST. START FEE

0211 WELL CONST START FEE \$ \_\_\_\_\_ CARD# \_\_\_\_\_  
0210 MONITORING WELLS \$ \_\_\_\_\_ CARD# \_\_\_\_\_

OTHER (IDENTIFY) \_\_\_\_\_

0607 TREASURY 0467 HYDRO ACTIVITY LIC NUMBER

0233 POWER LICENSE FEE (FW/WRD) \$ \_\_\_\_\_  
0231 HYDRO LICENSE FEE (FW/WRD) \$ \_\_\_\_\_  
HYDRO APPLICATION \$ \_\_\_\_\_

TREASURY OTHER / RDX

FUND \_\_\_\_\_ TITLE \_\_\_\_\_  
OBJ. CODE \_\_\_\_\_ VENDOR # \_\_\_\_\_  
DESCRIPTION \_\_\_\_\_

RECEIPT: 137491

DATED: 2-18-2022 BY: [Signature]

Distribution - White Copy - Customer, Yellow Copy - Fiscal, Blue Copy - File, Buff Copy - Fiscal

STATE OF OREGON  
WATER RESOURCES DEPARTMENT

RECEIPT # 137491

725 Summer St. N.E. Ste. A  
SALEM, OR 97301-4172  
(503) 986-0900 / (503) 986-0904 (fax)

INVOICE # \_\_\_\_\_

RECEIVED FROM: Waterwatch of Oregon, Inc.  
BY: \_\_\_\_\_

APPLICATION 15 89086  
PERMIT \_\_\_\_\_  
TRANSFER \_\_\_\_\_

CASH: ☐ CHECK: # 14875 OTHER: (IDENTIFY) ☐

TOTAL REC'D \$ 270.00

1083 TREASURY 4170 WRD MISC CASH ACCT

0407 COPIES \$ \_\_\_\_\_  
OTHER: (IDENTIFY) \$ \_\_\_\_\_

0243 I/S Lease \_\_\_\_\_ 0244 Muni Water Mgmt. Plan \_\_\_\_\_ 0245 Cons. Water \_\_\_\_\_

4270 WRD OPERATING ACCT

MISCELLANEOUS

0407 COPY & TAPE FEES \$ \_\_\_\_\_  
0410 RESEARCH FEES \$ \_\_\_\_\_  
0408 MISC REVENUE: (IDENTIFY) \_\_\_\_\_ \$ \_\_\_\_\_  
TC162 DEPOSIT LIAB. (IDENTIFY) \_\_\_\_\_ \$ \_\_\_\_\_  
0240 EXTENSION OF TIME \$ \_\_\_\_\_

WATER RIGHTS:

0201 SURFACE WATER \$ \_\_\_\_\_ 0202 \$ \_\_\_\_\_  
0203 GROUND WATER \$ \_\_\_\_\_ 0204 \$ \_\_\_\_\_  
0205 TRANSFER \$ \_\_\_\_\_

WELL CONSTRUCTION

0218 WELL DRILL CONSTRUCTOR \$ \_\_\_\_\_ 0219 \$ \_\_\_\_\_  
LANDOWNER'S PERMIT 0220 \$ \_\_\_\_\_

0234 OTHER (IDENTIFY) Request for Standing \$270.00

0536 TREASURY 0437 WELL CONST. START FEE

0211 WELL CONST START FEE \$ \_\_\_\_\_ CARD# \_\_\_\_\_  
0210 MONITORING WELLS \$ \_\_\_\_\_ CARD# \_\_\_\_\_

OTHER (IDENTIFY) \_\_\_\_\_

0607 TREASURY 0467 HYDRO ACTIVITY LIC NUMBER

0233 POWER LICENSE FEE (FW/WRD) \$ \_\_\_\_\_  
0231 HYDRO LICENSE FEE (FW/WRD) \$ \_\_\_\_\_  
HYDRO APPLICATION \$ \_\_\_\_\_

TREASURY OTHER / RDX

FUND \_\_\_\_\_ TITLE \_\_\_\_\_  
OBJ. CODE \_\_\_\_\_ VENDOR # \_\_\_\_\_  
DESCRIPTION \_\_\_\_\_

RECEIPT: 137491

DATED: 2-18-2022 BY: [Signature]

Distribution - White Copy - Customer, Yellow Copy - Fiscal, Blue Copy - File, Buff Copy - Fiscal





## WaterWatch of Oregon

Protecting Natural Flows In Oregon Rivers

February 18, 2022

Oregon Water Resources Department  
Attn: Water Rights Section, Craig Kohanek  
725 Summer St NE, Suite A  
Salem, OR 97301

Re: Request for Standing, IS 89086, Cow Creek, Umpqua River Basin

Dear Mr. Kohanek,

WaterWatch of Oregon (WaterWatch) files this Request for Standing regarding the Proposed Final Order (PFO) proposing approval of application IS-89086 in the name of Oregon Department of Fish and Wildlife, along with the required \$270 standing statement fee. WaterWatch supports the PFO's approval of the application and would be harmed if it were denied.

**A. Name, mailing address and telephone number:**

Requester's name: Kimberley Priestley, [kjp@waterwatch.org](mailto:kjp@waterwatch.org)  
Requester's address and phone number: see organizational information below.  
Organization represented: WaterWatch of Oregon, Inc.  
213 SW Ash, Suite 208  
Portland, OR 97204  
PH: 503.295.4039  
FAX: 503.295.2791

RECEIVED

FEB 18 2022

OWRD

**B. Statement of Support of the Proposed Final Order**

WaterWatch supports the PFO because WaterWatch supports the PFO's proposed approval of this instream water right application and, specifically, the conclusions of law that that water is available, that the proposed use will not injure other water rights, and that the required presumption has been established, and that the proposed use will not impair or be detrimental to the public interest as provided in ORS 537.170.

WaterWatch maintains that by filing a standing statement, WaterWatch becomes a party to any contested case for this application, and therefore may participate as a full party in any contested case addressing any protest issues raised by the applicant as well as any issues raised in this standing statement. ORS 537.170(2) (prescribing parties to a contested case regarding a water

WaterWatch of Oregon  
Main Office: 213 SW Ash St. Suite 208 Portland, OR 97204  
Southern Oregon Office: PO Box 261, Ashland, OR, 97520

[www.waterwatch.org](http://www.waterwatch.org)  
Main Office: 503.295.4039  
S. OR Office: 541.708.0048



permit to include: "(a) The applicant; (b) Any person who timely filed a protest; and (c) Any person who timely filed a request for standing...".<sup>1</sup>

WaterWatch contends that if the WRD reverses its recommendation to approve this application and/or amends and/or reverses its Findings of Fact and Conclusions of Law regarding water availability or injury, and/or this matter is referred to contested case, WaterWatch reserves the right to raise additional public interest issues that would provide grounds for approval of this application. These are outlined in Section C.

**C. Statement of How Requesters Would Be Harmed If the Proposed Final Order is Modified**

In requesting standing for this matter, WaterWatch is representing its organizational interest, the interests of its members, staff and board, and the general public interest in sound water policy, and the instream values and fish and wildlife resources of Cow Creek, tributary to the South Umpqua River.

WaterWatch works across Oregon, including the Umpqua Basin, to protect streamflows and the public interest in the development and implementation of water policy and statute at the state and federal level, and by protecting Oregon's waterways through legislation and administrative and judicial proceedings. WaterWatch dedicated resources to helping craft and pass Oregon's Instream Water Rights Act, and subsequently to defending the Act in various forums.

WaterWatch has worked to protect the Instream Water Rights Act flows in the legislature, courts and water right forums. WaterWatch has worked to protect streamflows in the Umpqua River Basin for decades. WaterWatch has members throughout the Pacific Northwest, including in the Umpqua River Basin specifically.

The PFO finds that water is available for the proposed use and that the use will not injure other water right holders. Based on these and other finding, the PFO finds that the required presumption has been established and thus the proposed use will not impair or be detrimental to the public interest as provided in ORS 537.170. Based on these findings the WRD recommends approval of the application. WaterWatch supports these findings and the recommendation to approve.

---

<sup>1</sup> Further, a party to a contested case (other than a limited party) may participate on all the issues properly in the contested case. *See e.g.*, OAR 137-003-0580 (any party may file a motion for summary determination); ORS 183.450(2) ("All evidence shall be offered and made a part of the record in the case . . ."); ORS 183.450(3) ("Every party shall have the right of cross-examination of witnesses who testify and shall the right to submit rebuttal evidence. Persons appearing in a limited party status shall participate in the manner and to the extent prescribed by rule of the agency."); OAR 137-003-0060 ("(4) The hearing shall be conducted so as to include the following: (a) The statement of evidence of the proponent in support of its action; (b) The statement and evidence of opponents, interested agencies and other parties; except that limited parties may address only subjects within the area to which they have been limited" (emphasis added)).

RECEIVED

FEB 18 2022

OWRD



If WRD modifies the PFO, or modifies its content in a Final Order, to deny the permit or reduce the flow amounts proposed for issuance, WaterWatch's interests that would be harmed include, but are not limited to, an interest in ensuring that streamflows and water quality needed for fish and wildlife are protected and where necessary, restored. In addition, WaterWatch's members regularly use the waters and areas that would be impacted by a denial.

Furthermore, if the WRD modifies the PFO, or modifies its content in a Final Order, including but not limited to denying the permit or reducing the amount proposed for issuance, WaterWatch reserves the right to raise additional issues to support issuance of the Instream Water Right application. These include but are not limited to additional issues that provide legal rational for approval of this permit in the amount applied for by ODFW that WaterWatch reserves the right to raise if this matter goes to contested case and/or the WRD proposes to modify the PFO, or FO, to deny or reduce the amount of flow protected under the permit, including the following:

- WRD should issue the permit in the amount requested: WRD's limitation of ODFW's requested flow amount to the Estimated Average Natural Flow (ENAF) is inconsistent with the intent of ORS 537.332 to 537.360, and thus the reduction is in violation of ORS 537.343(1).
- WRD's reliance on rule provisions in OAR 690-77 that are inconsistent with the Instream Water Rights Act exceeds the agency's statutory authority, including but not limited to the agency's reliance on the Div 77 rules to limit the instream water rights to ENAF, condition the right not to be additive, and subordinate the instream water right to livestock and human consumption.

If WRD modifies the PFO, or modifies its content in a FO, to deny the permit, reduce the permitted amount, or reduce or weaken the rational for approval, WaterWatch reserves the right to address issues arising out of those changes and any issues related to the proposed use.

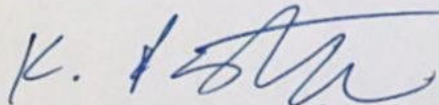
**D. Standing Statement Fee:** The required standing statement fee of \$270 is included with this document.

**E. Request for Party Status:** WaterWatch requests that WRD make WaterWatch a party to any proceeding regarding this PFO, whether or not a contested case is scheduled.

**Proof of Service:** Proof of filing and service to the applicant is attached.

Dated February 18, 2022

By:



Kimberley Priestley  
WaterWatch of Oregon

RECEIVED

FEB 18 2022

OWRD



Certificate of Service and Filing

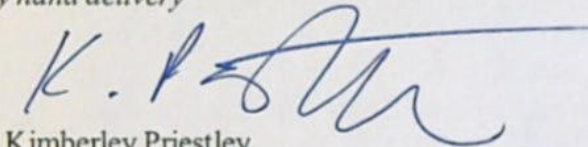
I certify that on February 18, 2022, a copy of the foregoing Request for Standing regarding the PFO approving application IS 89086 was served and filed on the following by the method indicated:

*Served on:*

Chandra Ferrari  
Oregon Department of Fish and Wildlife  
4034 Fairview Industrial Dr SE  
Salem, OR 97302-1142  
*by placing in the US Postal Mail*

*Filed with:*

Water Rights and Adjudication  
725 Summer St NE, Suite A  
Salem, OR 97301-1266  
*By hand delivery*



Kimberley Priestley  
WaterWatch of Oregon  
213 SW Ash St., STE 208  
Portland, OR 97204  
503.295.4039 x4  
FAX: 503.295.2791  
kjp@waterwatch.org

RECEIVED

FEB 18 2022

OWRD



WR

STATE OF OREGON  
WATER RESOURCES DEPARTMENT

725 Summer St. N.E. Ste. A

SALEM, OR 97301-4172

(503) 986-0900 / (503) 986-0904 (fax)

RECEIPT # 137498

INVOICE # \_\_\_\_\_

RECEIVED FROM: Douglas County, Oregon

BY: \_\_\_\_\_

APPLICATION \*See attached

PERMIT

TRANSFER

CASH: ☐

CHECK: #

OTHER: (IDENTIFY)

77442TOTAL REC'D \$ 102,600.00

## 1083 TREASURY 4170 WRD MISC CASH ACCT

0407 COPIES

\$

OTHER: (IDENTIFY)

\$

0243 I/S Lease

0244 Muni Water Mgmt. Plan

0245 Cons. Water

## 4270 WRD OPERATING ACCT

MISCELLANEOUS

0407 COPY &amp; TAPE FEES

\$

0410 RESEARCH FEES

\$

0408 MISC REVENUE: (IDENTIFY)

\$

TC162 DEPOSIT LIAB. (IDENTIFY)

\$

0240 EXTENSION OF TIME

\$

WATER RIGHTS:

EXAM FEE

RECORD FEE

0201 SURFACE WATER

\$

0202

\$

0203 GROUND WATER

\$

0204

\$

0205 TRANSFER

\$

WELL CONSTRUCTION

EXAM FEE

LICENSE FEE

0218 WELL DRILL CONSTRUCTOR

\$

0219

\$

LANDOWNER'S PERMIT

0220

\$

0223

OTHER

(IDENTIFY)

Protest\$102,600.00

## 0536 TREASURY 0437 WELL CONST. START FEE

0211 WELL CONST START FEE

\$

CARD#

0210 MONITORING WELLS

\$

CARD#

OTHER (IDENTIFY)

## 0607 TREASURY 0467 HYDRO ACTIVITY LIC NUMBER

0233 POWER LICENSE FEE (FW/WRD)

\$

0231 HYDRO LICENSE FEE (FW/WRD)

\$

HYDRO APPLICATION

\$

## TREASURY OTHER / RDX

FUND \_\_\_\_\_ TITLE \_\_\_\_\_

OBJ. CODE \_\_\_\_\_ VENDOR # \_\_\_\_\_

DESCRIPTION \_\_\_\_\_

RECEIVED  
OVER THE COUNTER

RECEIPT: 137498

DATED: 2-18-2022BY: Bruce

Distribution - White Copy - Customer, Yellow Copy - Fiscal, Blue Copy - File, Bull Copy - Fiscal



**BEFORE THE OREGON WATER RESOURCES DEPARTMENT**

In the Matter of Water Right	)	<b>PROTEST OF PROPOSED FINAL ORDER</b>
Application IS-89086 in the name of	)	
Oregon Department of Fish and Wildlife	)	
	)	
	)	

**PROTEST**

Pursuant to ORS 540.520(6), OAR 690-380-4030, and OAR 690-002-0030, Douglas County ("the County") hereby protests the Proposed Final Order ("PFO") of the Oregon Water Resources Department ("OWRD") proposing to approve water right application **IS-89086** (the "Application") submitted by Oregon Department of Fish and Wildlife ("ODFW").

**I. Contact Information for the Protestant (OAR 690-077-0043(1)(a))**

Douglas County  
1036 SE Douglas Ave  
Roseburg, OR 97470  
541-672-3311

Contact and service on Protestant should be made through the undersigned counsel.

**II. Summary of Protest and Requested Relief**

Douglas County protests the PFO because it would result in injury to the County's proprietary interests as a water right holder, and the broader public interest, in the streams, waters, and/or tributaries claimed in the Application. The Application is one of 113 instream water right applications filed by ODFW for the appropriation of waters located within Douglas County (collectively, "the Umpqua Basin Applications"), the approval of all, or any, of which will injure



the County and be contrary to the public interest.<sup>1</sup> Approval of this Application would injure the County and be contrary to the public interest by exhausting available unappropriated water for the exclusive use of fish and wildlife and to the detriment of other multiple uses necessary and important to the County and public, including but not limited to: irrigation, livestock watering, off-season water storage, power production, agriculture, forestry, fire protection, mining, municipal, residential, commercial, and industrial development, and other human needs and uses.

Additionally, the Application is incomplete, defective, not supported by substantial evidence, does not meet statutory and regulatory criteria, and otherwise violates multiple statutory and regulatory provisions. Accordingly, the Application must therefore be denied.

The County requests that the Department issue a final order denying the Application.

### **III. Protestant's Interests and Injury or Impairment (OAR 690-077-0043(1)(b)-(c))**

The County's interest in the PFO is based upon the County being a water right holder for various consumptive uses, including water storage, irrigation and power production, and in its residents holding water rights for uses such as domestic, municipal, irrigation, temperature control, power development, industrial, mining, and recreational water rights. These uses are recognized in the Umpqua Basin Program rules. *See* OAR 690-516-0005(1). Water availability, future water appropriations, the balance of beneficial water uses, in Douglas County—and the

---

<sup>1</sup> The Umpqua Basin Applications consist of: IS-89035, IS-88981, IS-89036, IS-89037, IS-88982, IS-88983, IS-88984, IS-88985, IS-88986, IS-88987, IS-89038, IS-88988, IS-88989, IS-89039, IS-88990, IS-88991, IS-89040, IS-89041, IS-89042, IS-89043, IS-88992, IS-88994, IS-88995, IS-88996, IS-88998, IS-89044, IS-89046, IS-89047, IS-89048, IS-88952, IS-88999, IS-89000, IS-89001, IS-89002, IS-89003, IS-89049, IS-89050, IS-88953, IS-89004, IS-89005, IS-88993, IS-89051, IS-88997, IS-89052, IS-89053, IS-89054, IS-89055, IS-89056, IS-89057, IS-89058, IS-89006, IS-89007, IS-88954, IS-88955, IS-88956, IS-89008, IS-89009, IS-89010, IS-89011, IS-88957, IS-88958, IS-88959, IS-88960, IS-89012, IS-88962, IS-89013, IS-89014, IS-88963, IS-88964, IS-88965, IS-89015, IS-88966, IS-89017, IS-88967, IS-89018, IS-88968, IS-88969, IS-88970, IS-88971, IS-88972, IS-88973, IS-88974, IS-88975, IS-89045, IS-88976, IS-89059, IS-88977, IS-88978, IS-88979, IS-88980, IS-89060, IS-89061, IS-89062, IS-89063, IS-89064, IS-89065, IS-89019, IS-89020, IS-89021, IS-89022, IS-89024, IS-89025, IS-89026, IS-89027, IS-89028, IS-89029, IS-89030, IS-89031, IS-89032, IS-89033, IS-89034, IS-89086, and IS-89087.



communities, economies, and trade and business sectors that rely on water resources—are all emphatically matters of county concern. See ORS 203.035 (“counties have all powers over matters of county concern that it is possible for them to have under the Constitutions and laws of the United States and of this state.”); *GTE Northwest, Inc. v. PUC*, 179 Or. App. 46 (2002). As such, Douglas County represents the public interest with respect to the Application.

The County seeks to ensure that the Umpqua Basin’s waters are carefully allocated and used for the highest public benefits, and in particular for ensuring the fulfilment of the long-term present and future needs of the County’s citizens and local economies. This necessarily involves a balancing of water uses including water for irrigation, livestock watering, off-season water storage, power production, agriculture, forestry, fire protection, mining, municipal, residential, commercial, and industrial development, and other human needs and uses that are in the public interest.

ODFW’s proposed use for “fish life and wildlife,” to the total exclusion of new and future appropriations for any other water uses, will result in a gross imbalance of water allocation and water uses that would be directly contrary to the public interest, including and particularly those represented by the County. For example, but without limitation, changes in seasonal rainfall and increases in droughts may require increased development of water storage projects, such as those like Douglas County’s Galesville Reservoir project, to fulfill a variety of water resource needs. Approval of the Umpqua Basin Applications would arbitrarily preclude or restrict the future development of water storage projects, and other necessary and appropriate future water appropriations, by allocating all available unappropriated water from numerous streams and tributaries throughout Douglas County exclusively to fish and wildlife use. Quite simply, the Umpqua Basin Applications are bad policy; they seek to achieve a narrow and short-sighted



objective that is directly contrary to the interests of the County and the public interests the County represents.

In addition, the public interest requires insuring that OWRD is following the law as established by the Legislature, as well as following its own regulations, and that its decisions are supported by substantive evidence. Here, the PFO flunks each of these tests.

In February and September of 2021, the County submitted written comments regarding the Umpqua Basin Applications, which the County hereby reincorporates by reference in protest of the PFO. In the comments, the County identified numerous shortcomings and deficiencies in ODFW's applications. By not rejecting or returning the applications to ODFW, OWRD violated its statutory duty to ensure that applications are "complete and not defective" when it issued the initial review and preliminary determinations. *See* ORS 537.150(2). OWRD has now carried forward those errors, and further failed to scrutinize the Application, in issuing a PFO proposing to approve the Application. As explained below, and in the County's prior comments, the PFO should be modified to deny the Application.

#### **IV. Arguments and Authorities (OAR 690-077-0043(1)(d)-(e))**

##### **A. Instream Water Rights Under Oregon Water Law.**

Oregon's 1987 Instream Water Right Act, ORS 537.332-537.360, created a new type of water right called an instream water right. *See* OAR 635-400-0000(2); OAR 690-077-0000(3). Only three state agencies may apply for instream water rights: the Department of Environmental Quality ("DEQ"), the Parks and Recreation Department, and the Department of Fish and Wildlife ("ODFW"). ORS 537.336; OAR 690-077-0020(1). Applications for instream water rights "shall be for the quantity of water necessary" to achieve the allowed purpose. ORS 537.336(1)-(3). "In-stream flow" is defined to mean "the minimum quantity of



water necessary to support the public use requested by an agency.” ORS 537.332(2)

(emphasis added).

OWRD sets the standards, criteria and procedures by which the agencies may request instream water rights, based on Legislatively-set standards and policies. ORS 537.338; *see also, e.g.*, ORS 536.238 (policy on water storage facilities); ORS 536.241 (policy on water supply); ORS 536.220 (policy on water resources generally); *cf.* ORS 536.235 (policy on *minimum* streamflows) (emphasis added). OWRD’s rules governing instream water rights are set forth in OAR Chapter 690, Division 77. ODFW’s rules and regulations are set forth in OAR Chapter 635, Division 400. The requirements for an agency application seeking instream water rights are set out in OAR 690-077-0020. OWRD’s review of the applications, including public interest review, is governed, *inter alia*, by OAR 690-077-0033, -0037, and -0039. For the reasons that follow, the Umpqua Basin Applications do not meet statutory and regulatory requirements.

**B. The PFO is Inconsistent with OAR 690-077-0020 and Related Statutes and Rules.**

The PFO should be modified to deny the Application because the Application does not meet the criteria of OAR 690-077-0020(4), and related statutes and rules, in the following respects.

1. Subsection (f) – the Application and PFO Fail to Ensure that the Requested Instream Flows are for the “Minimum Quantity”

OAR 690-077-0020(4)(f) requires that an application include “the instream flow requested by month and year in cubic feet per second or acre-feet or lake elevation.” The term “instream flow” is defined to mean “the *minimum quantity* of water necessary to support the public use requested by an agency.” OAR 690-077-0010(13) (emphasis added). Here, none of



the Umpqua Basin Applications, nor the PFO, address the “minimum quantity” factor. This is a material defect that renders the Application and PFO deficient and unlawful. Because neither the Application, nor the PFO, provide any analysis or assurance that the flow requested is the “minimum quantity,” the PFO must be modified to deny the Application.

The single indication that the statutorily required “minimum quantity” factor was ever considered is found in the Umpqua Basin Investigation Report (“Umpqua BIR”) which is referenced as the source for all “technical data and methods used to determine the requested amounts” in each of the Umpqua Basin Applications, but which was not filed as an attachment with any application and was not available to the public as a linked document for the applications on OWRD’s website.<sup>2</sup> The very first sentence of the section titled “Stream Flow Study” states “[t]he investigation of stream flow requirements of fish and wildlife in the Umpqua Basin was made in 1968.” In other words, Umpqua Basin Applications are based on data and methods that are *53 years old*.

Moreover, ODFW’s applications do not request instream water rights consistent with the minimum flows developed in and recommended by the Umpqua BIR, the very source of the technical data on which they allegedly rely. The second sentence of the Stream Flow Study section acknowledges that minimum stream flow requirements are statutorily mandated:

“Since ORS 536.310(7) directs the Board to consider ‘The maintenance of minimum perennial stream flows sufficient to support aquatic life ...’, minimum flows have been recommended which will support a reasonable level of fish production.”

---

<sup>2</sup> Douglas County was only able to obtain a copy from OWRD after making contact through OWRD’s counsel. ODFW and OWRD never adequately informed the public about the Applications by making the Umpqua BIR publicly available and, on this basis alone, the PFO is procedurally defective and the Application should be denied.



Accordingly, the Umpqua BIR Stream Flow Study section recommends minimum stream flows that “will support a reasonable level of fish production” as shown in Appendix 1.

However, the Stream Flow Study also includes “optimum flow recommendations” which “are designed to achieve optimum productivity for fish life” in Appendix 2. Here, the water rights which ODFW is seeking in the Umpqua Basin Applications are *not* the statutorily prescribed “minimum flows” developed and recommended in the Umpqua BIR; rather, ODFW is seeking, and OWRD has proposed to approve in the PFO, water rights consistent with, or equivalent to, the optimum stream flows—directly contrary to statutes that are binding on both ODFW and OWRD.

Proposing to approve instream water rights in excess of the statutorily mandated minimum stream flows exceeds ODFW’s and OWRD’s statutory authority and is otherwise inconsistent with applicable statutory and regulatory criteria and requirements. Addressing the minimum quantity requirement is a mandatory element of the Application and, likewise, is a necessary consideration for OWRD in the PFO. Because the Application does not address or satisfy the minimum quantity requirement, the PFO must be modified to deny the Application.

2. Subsection (g) – The Application is Not Supported by Adequate Data or Methods

OAR 690-077-0020(4)(g) requires that the application include a “description of the technical data and methods used to determine the requested amounts.” Here, the Umpqua Basin Applications themselves are entirely devoid of any technical data. Instead, each application contains identical statements which summarily assert that the Oregon Method “was used in the Umpqua River Basin Investigation to develop flow recommendations” followed by a brief recital of “methods for assessing flow needs” as described by the author



of the Oregon Method. Mere reference to the Oregon Method and reliance on the decades-old Umpqua BIR is not adequate to support the Application.

A review of the Umpqua BIR and its appendices, totaling 135 pages in all, reveals that both the minimum and the optimum stream flows were "principally designed to accommodate the environmental requirements" of two species: salmon and steelhead. Presumably, ODFW seeks optimum instream water rights now because, as the Umpqua BIR states, those flows "are designed to achieve optimum productivity for fish life." However, ODFW does not have statutory authority to seek optimum instream flows; it is restricted to seeking minimum flows. Put another way, the optimum flows that ODFW seeks are the antithesis of minimum flows, and that distinction itself was recognized back in 1972 in the Umpqua BIR.

There is no basis for finding that the instream water rights which ODFW now seeks are either necessary to preserve fish life and wildlife, or within the statutory authority of the agency to request. There is no specifically-identified unmet fish or wildlife need for water resources in the Umpqua BIR, nor in the Umpqua Basin Applications themselves. None of the game species identified as "Game Resources" in the Umpqua BIR are identified as having unmet water resource needs; indeed, with the exception of waterfowl (for which the Umpqua BIR summarily concludes "much could be done to more properly manage water and land" without identifying any specific unmet needs), the Umpqua BIR concludes that "[w]ater supplies are generally adequate" and characterizes the water needs of wildlife as "minimal."

ODFW has not provided any *new* or *updated* technical data or methodology supporting the Application. The information it has provided is both outdated and unreliable and, therefore, does not meet statutory and regulatory requirements. Nor has ODFW provided any new data or analysis that supports additional flows, beyond what were



originally sought and obtained pursuant to the Umpqua BIR. Further, ODFW has not described how, or in what way, the instream water rights which ODFW currently holds, which were based on the Umpqua BIR, are insufficient to meet the purported objectives of the Application.<sup>3</sup> Accordingly, the requisite statutory and regulatory criteria have not been met and, in addition, the PFO is not supported by substantial evidence. The PFO should be modified to deny the Application.

3. Subsection (I) – The PFO Fails to Acknowledge and Address the Adequacy of Water Rights Already Held by ODFW

OAR 690-077-0020(4)(I) requires that the agency applying for instream water rights submit “any other information required in the application form that is necessary to evaluate the application in accordance with applicable statutory requirements.” Here, OWRD erred by not requiring ODFW to address the existence and adequacy of existing instream water rights for many of the same rivers, streams and tributaries covered by the Umpqua Basin Applications and explain why they are insufficient. Further, OWRD erred by not independently assessing this issue in the PFO. Absent a full accounting of the water rights already held for instream uses and the public benefits they currently provide, OWRD cannot make a rationale determination as to the necessity of the Application, whether the proposed use would qualify as a beneficial use without waste, and whether granting the Application would be in the public interest. Consequently, the PFO must be modified to deny the Application.

---

<sup>3</sup> Further, OAR 690-077-0015(4) requires OWRD to limit the approved flow such that the water rights granted do not “exceed the estimated average natural flow” (EANF). Here, the EANF data relied upon is outdated, insufficient, and unreliable. Accordingly, the PFO is deficient and not supported by substantial evidence. Applications for new instream water rights should be rejected outright by OWRD if they are not based on reliable and up-to-date scientific information and data.



4. The PFO is Inconsistent with OAR 690-077-0020(11)

OAR 690-077-0020(11) requires that “[t]he combination of instream water rights, for the same reach or lake, shall not exceed the amount needed to provide increased public benefits.” This requirement is crucial to ensure a proposed use qualifies as a beneficial use and, likewise, will not result in waste. Here, as discussed previously, the Umpqua Basin Applications are for instream water rights for rivers, streams and tributaries in which it already holds certificated instream water rights. The Umpqua Basin Applications do not reference the water rights which ODFW currently hold, do not explain how those rights were considered when reaching the decision to apply for additional instream water rights, and do not explain what “increased public benefits” are expected to yield from the additional water rights it now seeks. Further, the PFO fails to acknowledge or address this issue either. Accordingly, the PFO must be modified to deny the Application.

**C. The Application is Not in the Public Interest.**

OAR 690-077-0033(1) provides the four elements that OWRD must evaluate when determining whether or not a proposed use will be detrimental to the public interest. As the PFO notes, all four of these criteria must be met in order for the presumption to be established. Likewise, OAR 690-077-0039(2) provides the categories for OWRD’s fact finding and conclusions of law when issuing a PFO. For the reasons discussed below, the PFO approving the Application fails to substantively address the requirements of both of these regulations.

1. The PFO is Inconsistent with Presumption Criteria (a): Consistency with Basin Program

OAR 690-007-0033(1)(a) requires that “[t]he proposed use is allowed in the applicable basin program established pursuant to ORS 536.300 and 536.340 or given a



preference under 536.310(12)." OAR 690-516-005, established under ORS 536.220, 526.300, 536.310, and 536.340, provides the classifications and exceptions to those classifications for the waters of the Umpqua River Basin. Here, the Application and PFO are inconsistent with the applicable basin program rules.

OAR 690-516-005 (1)(e) provides: "[t]he unappropriated waters of the South Umpqua River and tributaries, excluding Lookingglass and Roberts Creeks, are withdrawn from further appropriation except for human consumption, livestock consumption, irrigation of up to 1/2-acre non-commercial garden and water legally released from storage from July 15 through September 30 of each year, by the Water Policy Review Board's Order of Withdrawal dated April 29, 1985." The Application, and/or many of the other Umpqua Basin Applications, are inconsistent with this provision and necessarily precludes ODFW's proposed use for "fish life and wildlife." The PFO's statement that "[f]ish and wildlife uses' are classified as a potentially allowable use under the Umpqua Basin Program OAR 690-516-0005(1)" is technically correct as a general matter, but it fails to account for, much less address, the various withdrawals contained in the basin rules. On this basis alone, the Application and/or many of the Umpqua Basin Applications are barred by applicable basin rules and the PFO must be modified to deny the Application.

Likewise, OAR 690-516-0005(1)(c) withdraws the waters of Roberts Creek and its tributaries entirely, while OAR 690-516-005(1)(d) withdraws the unappropriated waters of Lookingglass Creek and tributaries from further appropriation except for domestic and livestock watering uses under 5,000 gallons per day per appropriation and water legally stored and released from storage from June 1 through September 30 of each year. Despite these restrictions, the Application, and/or other Umpqua Basin Applications, seek to



appropriate these waters for instream use. Consequently, the PFOs that are contrary to these basin rules must be modified to deny the applications.

Finally, and moreover, OAR 690-516-0005(1)(a) requires that when appropriating waters of the Umpqua River Basin, "[p]reference shall be given to human consumption, livestock consumption and irrigation of non-commercial gardens not to exceed one-half acre in area ... **over any other beneficial uses**" (emphasis added). The PFO completely ignores this policy and directive by blindly proposing to approve the Application, and/or the Umpqua Basin Applications, which will result in precluding future appropriations for these preference water uses, as well as any other beneficial use recognized in the basin rules, for the exclusive use of fish and wildlife. The PFO is patently inconsistent with the basin rules, including their express preference for certain water uses over any other beneficial uses, and, therefore the PFO must be modified to deny the Application.<sup>4</sup>

2. The PFO is Inconsistent with Presumption Criteria (b): Water availability, and Presumption Criteria (c): Injury Determination

The presumption criteria found in OAR 690-007-0033(1)(b) requires a showing that "water is available." Additionally, OAR 690-077-0039(2)(c) requires "[a]n assessment of water availability and the amount of water necessary for the proposed use." As discussed previously, ODFW submitted applications for instream water rights for rivers, streams and tributaries in which it already holds certificated instream water rights. The Application does not reference the water rights which ODFW currently holds, does not explain how those rights were considered when reaching the decision to apply for additional instream water

---

<sup>4</sup> Similarly, OAR 690-077-0039(2)(b) requires "[a] brief statement that explains the criteria considered relevant to the decision, including the applicable basin program and the compatibility of the proposed use with applicable land use plans." Here, as with OAR 690-077-0033(1), the PFO fails to substantively address this rule and the Umpqua Basin Program.



rights, and does not explain what “increased public benefits” are expected to yield from the additional water rights it now seeks. Likewise, the PFO fails to mention, much less address, the existence of these water rights, and how awarding additional instream rights to ODFW will impact water availability for future appropriations, or result in injury to existing water rights, as required by OAR 690-077-0039(2)(d). This failure is arbitrary, capricious, and an abuse of discretion, particularly in light of the fact that granting the Application will appropriate any and all remaining available water to the exclusion of other beneficial uses in future appropriations.

Granting the Umpqua Basin Applications will drastically affect future appropriations. The failure of the PFO to in any meaningful way consider the trade-offs, or balancing, of likely future competing water uses and needs for present and future generations, including those vital for sustaining the needs of local communities, is a gross dereliction of OWRD’s statutory duties. *See also, e.g.*, ORS 537.170(8)(a)-(g); ORS 536.238 (policy on water storage facilities); ORS 536.241 (policy on water supply); ORS 536.220 (policy on water resources generally); *cf.* ORS 536.235 (policy on *minimum* streamflows) (emphasis added). The PFO should be modified to find that granting the Application would be detrimental to the public interest and deny the Application.

#### **V. Requested Relief and Request for Hearing**

The County requests that the Application be denied, consistent with the foregoing.

If OWRD does not deny the Application outright based on this protest, the County requests a hearing, including opportunities for full discovery and offering evidence, including live testimony, on all relevant and material issues including, but not limited to: the scientific validity of the claimed flows in the Umpqua Basin Applications; methods and determinations



of minimum instream flows; and the present and future water needs in Douglas County for present and future generations.

**VI. Protest Fee**

The required fee of \$950.00, under ORS 536.050(j)(A), is included with this protest.

**VII. Conclusion**

The County requests that OWRD deny the instream application, in all or in part, consistent with the foregoing.

DATED this 18<sup>th</sup> day of February, 2022.

**CAROLLO LAW GROUP**

*/s/Dominic Carollo*

**Dominic M. Carollo, OSB No. 093057**

Email: [dcarollo@carollolegal.com](mailto:dcarollo@carollolegal.com)

**James C. Burton, OSB No. 192756**

Email: [jburton@carollolegal.com](mailto:jburton@carollolegal.com)

Carollo Law Group LLC

630 S.E. Jackson Street, Suite 1

P.O. Box 2456

Roseburg, OR 97470

Phone: 541-957-5900

Special Counsel for Douglas County



### CERTIFICATE OF FILING AND SERVICE

I certify that on February 18, 2022, I filed a separate Protest for each Proposed Final Order issued on Application Nos. IS-89035, IS-88981, IS-89036, IS-89037, IS-88982, IS-88983, IS-88984, IS-88985, IS-88986, IS-88987, IS-89038, IS-88988, IS-88989, IS-89039, IS-88990, IS-88991, IS-89040, IS-89041, IS-89042, IS-89043, IS-88992, IS-88994, IS-88995, IS-88996, IS-88998, IS-89044, IS-89046, IS-89047, IS-89048, IS-88952, IS-88999, IS-89000, IS-89001, IS-89002, IS-89003, IS-89049, IS-89050, IS-88953, IS-89004, IS-89005, IS-88993, IS-89051, IS-88997, IS-89052, IS-89053, IS-89054, IS-89055, IS-89056, IS-89057, IS-89058, IS-89006, IS-89007, IS-88954, IS-88955, IS-88956, IS-89008, IS-89009, IS-89010, IS-89011, IS-88957, IS-889858, IS-88959, IS-88960, IS-89012, IS-88962, IS-89013, IS-89014, IS-88963, IS-88964, IS-88965, IS-89015, IS-88966, IS-89017, IS-88967, IS-89018, IS-88968, IS-88969, IS-88970, IS-88971, IS-88972, IS-88973, IS-88974, IS-88975, IS-89045, IS-88976, IS-89059, IS-88977, IS-88978, IS-88979, IS-88980, IS-89060, IS-89061, IS-89062, IS-89063, IS-89064, IS-89065, IS-89019 IS-89020, IS-89021, IS-89022, IS-89024, IS-89025, IS-89026, IS-89027, IS-89028, IS-89029, IS-89030, IS-89031, IS-89032, IS-89033, IS-89034, ~~IS-89086~~, and IS-89087 ("Protests") with the Water Resources Department by personally hand-delivering two complete sets of the Protests in electronic form on two separate flash drives, along with two checks totaling \$107,350.00 (representing the protest filing fee of \$950.00 per protest x 113 protests), in a sealed envelope addressed to:

Dorothy Pederson  
Water Right Section, Transfers  
Water Resources Department  
725 Summer Street N.E., Suite A  
Salem, OR 97301-1271

I further certify that, on the same date, I also served an electronic copy of said Protests on the applicant by prepaid certified mail, return receipt requested, to:

Oregon Department of Fish and Wildlife  
Attn: Anne Hayden-Lesmeister, applicant's authorized agent  
4034 Fairview Industrial Drive SE  
Salem, OR 97302

/s/ Whitney Boss

**Whitney Boss, paralegal**  
Email: [wboss@carollolegal.com](mailto:wboss@carollolegal.com)  
Carollo Law Group LLC  
630 S.E. Jackson Street, Suite 1  
P.O. Box 2456  
Roseburg, OR 97470  
Phone: 541-957-5900



Mailing List for IS PFO  
Scheduled Mailing Date:

Application: IS-89086

Applicant:

Oregon Department of Fish & Wildlife  
4034 Fairview Industrial Drive SE  
Salem, OR 97302

OWRD copies:

WRD - Watermaster: Susan Douthit, District 15 - Electronic  
WRD - Regional Manager: Jake Johnstone - Electronic  
WRD - Data Center - Electronic  
WRD - Water Availability - Electronic  
WRD - File - Paper

Other persons to receive copies:

ODFW: Anne Hayden-Lesmeister - Send certified mail

Caseworker: Craig Kohanek

Copies Mailed

by:

TM

(STAFF)

on:

1/4/2021

(DATE)



Oregon Water Resources Department  
Water Right Services Division

Water Right Application IS-89086 in the	)	PROPOSED FINAL ORDER
name of Oregon Department of Fish and	)	
Wildlife	)	

**Summary:** The Department proposes to issue an order approving Application IS-89086 and issue a certificate consistent with the attached draft certificate.

**Authority**

The application is being processed in accordance with Oregon Revised Statute (ORS) 537.140 to 537.250 and 537.332 through 537.360, and Oregon Administrative Rule (OAR) Chapter 690, Division 77 and Umpqua Basin Program Division 516. These statutes and rules can be viewed on the Oregon Water Resources website:

<https://www.oregon.gov/OWRD/programs/policylawandrules/Pages/default.aspx>

The Department's main page is:

<http://www.oregon.gov/OWRD>

The Department shall presume that a proposed use will not impair or be detrimental to the public interest if:

- (a) The proposed use is allowed in the applicable basin program established pursuant to ORS 536.300 and 536.340 or given a preference under ORS 536.310(12);
- (b) Water is available; OAR 690-077-0015(4)
- (c) The proposed use will not injure other water rights; and
- (d) The proposed use complies with the rules of the Commission. OAR 690-077-0033(1)

All four criteria must be met for a proposed use to be presumed to not impair or be detrimental to the public interest. When the criteria are met and the presumption is established, or if the proposed use can be modified or conditioned to meet the presumption criteria, the Department must further evaluate the proposed use, any comments received, information available in its files or received from other interested agencies and any other available information to determine whether the presumption is overcome. OAR 690-077-0037(3).

If the Department determines that the presumption is established and not overcome the Department shall issue a proposed final order recommending issuance of the certificate subject to any appropriate modifications or conditions.



## FINDINGS OF FACT

### Application History

1. On December 7, 2020, Oregon Department of Fish & Wildlife filed a complete application for the following water use:

**Source:** COW CREEK, TRIBUTARY TO SOUTH UMPQUA RIVER  
**Use of Water:** PUBLIC USE, SPECIFICALLY FISH LIFE AND WILDLIFE  
**County:** DOUGLAS COUNTY  
**Location:** COW CREEK, TRIBUTARY TO SOUTH UMPQUA RIVER, BEGINNING AT RIVER MILE 26.5 (SWSW, S1, T32S, R8W, WM) IN DOUGLAS COUNTY (42.811998, -123.601561) AND CONTINUING DOWNSTREAM TO THE MOUTH RIVER MILE 0.0 (NESW, S19, T30S, R5W, WM) IN DOUGLAS COUNTY (42.9481, -123.337779).

**Rate:** SHOWN BELOW IN CUBIC FEET PER SECOND (CFS) REQUESTED BY MONTH:

Fish Life and Fish Habitat:

Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
225	225	225	225	135	90	77.6	46.4	43.2	66.1/-	225	225

2. On January 14, 2021, the Department mailed the applicant notice of its initial review, determining that "some percentage of the water applied for has been determined allocable for the purposes identified in this application." The applicant did not notify the Department to stop processing the application within 14 days of that date.
3. On January 19, 2021, the Department gave public notice of the initial review in its weekly notice. The public notice included a request for comments, and information for interested persons about obtaining future notices and a copy of the Proposed Final Order.
4. Numerous written comments favoring and opposing the application were received during the 30-day comment period.

### Presumption Criteria (a) Consistency with Basin Program

5. "Fish life and Wildlife use's" are classified as allowed under the Umpqua Basin Program OAR (690-516-0005(1)). ORS 537.343(1); OAR 690-077-0039(2)



**Presumption Criteria (b) Water Availability**

6. An assessment of surface water availability was completed, and a copy of this assessment is in the file. The amount of out-of-stream appropriations is not a factor in determining the amount of an instream water right, pursuant to OAR 690-077-0015(3) and OAR 690-077-0015(4). The table below compares the requested flows in the application for Cow Creek on a monthly basis (in CFS) to the estimated average natural flow (EANF). The last row is the allowable amount and the amount in the proposed certificate, pursuant to ORS 537.343(1)(b) and OAR 690-077-0039(2)(c).

Fish Life and Fish Habitat:

Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
225	225	225	225	135	90	77.6	46.4	43.2	66.1/-	225	225

Estimated Average Natural Flow:

Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
1240	1260	1300	779	340	159	77.6	46.4	43.2	66.1	273	1070

Allowable Instream Use:

Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
225	225	225	225	135	90	77.6	46.4	43.2	66.1/-	225	225

**Presumption Criteria (c) Injury Determination**

7. The proposed use is junior in priority and by operation of the prior appropriation doctrine will not injure other water rights. ORS 537.343(1); OAR 690-077-0039(2)(d)

**Presumption Criteria (d) Whether the use complies with rules of the Commission**

8. The Department placed the application on the Department's Public Notice for a 30-day comment period. Consistent with OAR 690-077-0031, copies of the notice were sent to the planning departments of affected local governments with a request that a copy of said notice be posted in a conspicuous location in the county courthouse. No land use information was received by the Department during the initial review 30-day public comment period. Pursuant to OAR 690-077-0031(5) the Department may presume the proposed instream water right is compatible with the comprehensive land use plans and land use regulations of affected local governments.
9. The proposed use complies with rules of the Water Resources Commission not otherwise described above.



Whether the proposed use would impair or be detrimental to the public interest as provided in ORS 537.170

10. Based on an evaluation of the proposed use, information available in its files or received from other interested agencies and any other available information, the Department has determined that the proposed use will not impair or be detrimental to the public interest as provided in ORS 537.170. OAR 690-077-0039(2)(e)

Determination of Presumption that a proposed surface water use will not impair or be detrimental to the public interest

11. Based on the review of the presumption criteria (a)-(d) above, and Finding of Fact #11, the Department finds that a rebuttable presumption has been established. 537.343(1); OAR 690-077-0039(2)(g)

CONCLUSIONS OF LAW

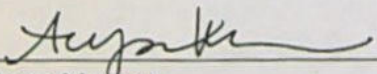
The proposed use would not impair or be detrimental to the public interest.

When issuing certificates, ORS 537.343(1) authorizes the Department to include provisions or restrictions concerning the use, control and management of the water to be appropriated for the project. The attached draft permit is conditioned accordingly.

PROPOSED ORDER

The Department recommends approval of Application IS-89086 and issuance of a certificate consistent with the attached draft certificate.

DATED JAN 04 2022

  
Alyssa Mucken  
Water Rights Section Manager, for  
Thomas M. Byler, Director  
Oregon Water Resources Department



## Protests

**IMPORTANT:** Due to COVID-19, the Department's office is closed to walk-in services. The Department encourages the submission of protests by U.S. mail. Please consider mailing early to ensure the Department receives the protest by the deadline specified above.

Under the provisions of ORS 537.153(7), the Proposed Final Order may be protested. Protests must be received in the Water Resources Department no later than **February 18, 2022**. Protests must be in writing, and must include the following:

- Your name, address, and telephone number;
- A description of your interest in the Proposed Final Order, and, if you claim 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 your interest;
- A detailed description of how the Proposed Final Order is in error or deficient, and how to correct the alleged error or deficiency;
- Any citation of legal authority to support your protest, if known;
- To affect the department's determination that the proposed use in this application will, or will not, impair or be detrimental to the public interest ORS 537.153(6) requires that a protest demonstrate by a preponderance of evidence any of the following: (a) One or more of the criteria for establishing the presumption are, or are not, satisfied; or (b) The specific aspect of the public welfare, safety and health under ORS 537.525 that would be impaired or detrimentally affected, and specifically how the identified aspect of the public welfare, safety and health under ORS 537.525 would be impaired or be adversely affected;
- 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 and proof of service of the protest upon the applicant.
- If you are the applicant, a statement of whether or not you are requesting a contested case hearing.

## Requests for Standing

Under the provisions of ORS 537.153(7) persons other than the applicant who support a Proposed Final Order can request standing for purposes of participating in any contested case proceeding on the Proposed Final Order or for judicial review of a Final Order.

Requests for standing must be received in the Water Resources Department no later than **February 18, 2022**. Requests for standing must be in writing, and must include the following:

- The requester's name, mailing address and telephone number;



- If the requester is representing a group, association or other organization, the name, address and telephone number of the represented group;
- A statement that the requester supports the Proposed Final Order as issued;
- A detailed statement of how the requester would be harmed if the Proposed Final Order is modified; and
- A standing fee of \$270. If a hearing is scheduled, an additional fee of \$680 must be submitted along with a petition for party status.

After the protest period has ended, the Director will either issue a Final Order or schedule a contested case hearing. The contested case hearing will be scheduled only if a protest has been submitted and either:

- upon review of the issues, the director finds that there are significant disputes related to the proposed use of water, or
- the applicant requests a contested case hearing within 30 days after the close of the protest period.

If you do not request a hearing within 30 days after the close of the protest period, or if you withdraw a request for a hearing, notify the Department or the administrative law judge that you will not appear or fail 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 that you have submitted relating to this matter, as the record for purpose of proving a *prima facie* case upon default.

You 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 servicemembers have a right to stay a proceeding under the federal Servicemembers Civil Relief Act. For more information contact the Oregon State Bar at 800-452-8260 the Oregon Military Department at 503-584-3571, or the nearest United State Armed Forces Legal Assistance Office through <http://legalassistance.law.af.mil>. The Oregon Military Department does not have a tollfree telephone number.



STATE OF OREGON  
COUNTY OF DOUGLAS  
PROPOSED CERTIFICATE OF WATER RIGHT

THIS CERTIFICATE ISSUED TO

OREGON WATER RESOURCES DEPARTMENT  
725 SUMMER STREET NE, STE A  
SALEM, OR 97301

The specific limits for the use are listed below along with the conditions of use.

APPLICATION FILE NUMBER: IS-89086

SOURCE OF WATER: COW CREEK, TRIBUTARY TO SOUTH UMPQUA RIVER

BENEFICIAL USE: FISH LIFE AND WILDLIFE USES

DATE OF PRIORITY: DECEMBER 7, 2020

To be maintained in: Cow Creek, tributary to South Umpqua River, beginning at river mile 26.5 (SWSW, S1, T32S, R8W, WM) in Douglas County (42.811998, -123.601561) and continuing downstream to the mouth river mile 0.0 (NESW, S19, T30S, R5W, WM) in Douglas County (42.9481, -123.337779).

The right is established under Oregon Revised Statute 537.341

The following conditions apply to the use of the water under this certificate:

1. The right is limited to not more than the amounts, in cubic feet per second, during the time periods listed below:

JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC
225	225	225	225	135	90	77.6	46.4	43.2	66.1/-	225	225

2. The water right holder shall measure and report the instream flow along the reach of the stream or river described in the certificate as may be required by the standards for instream water right reporting of the Water Resources Commission.
3. For purposes of water distribution, this instream right shall not have priority over human or livestock consumption.



4. The instream flow allocated pursuant to this water right is not in addition to other instream flows created by a prior water right or designated minimum perennial stream flow.
5. The flows are measured at the lower end of the stream reach to protect necessary flows throughout the reach.

Issued \_\_\_\_\_

DRAFT

\_\_\_\_\_  
Dwight French  
Water Right Services Division Administrator, for  
Thomas M. Byler, Director  
Oregon Water Resources Department





Oregon Water Resources Department  
725 Summer Street NE, Suite A  
Salem OR 97301-1266  
503-986-0900  
www.oregon.gov/owrd

# Application for Instream Water Right Certificate

## SECTION 1: ORGANIZATION INFORMATION AND SIGNATURE

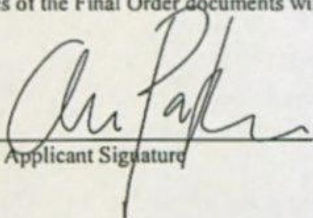
### Organization Information

NAME OREGON DEPT. OF FISH AND WILDLIFE		PHONE 503-947-6000	FAX 503-947-6202
ADDRESS 4034 FAIRVIEW INDUSTRIAL DR. SE			CELL
CITY SALEM	STATE OR	ZIP 97302-1142	E-MAIL *

**Agent Information** – The agent is authorized to represent the applicant in all matters relating to this application.

AGENT / BUSINESS NAME ANNA PAKENHAM STEVENSON / OREGON DEPT. OF FISH AND WILDLIFE		PHONE 503-947-6084	FAX 503-947-6202
ADDRESS 4034 FAIRVIEW INDUSTRIAL DR. SE			CELL
CITY SALEM	STATE OR	ZIP 97302-1142	E-MAIL * ANNA.P.STEVENSON@STATE.OR.US

\* By providing an e-mail address, consent is given to receive all correspondence from the Department electronically. (Note that paper copies of the Final Order documents will also be mailed.)

 Applicant Signature	Anna Pakenham Stevenson Water Program Manager _____ Print Name and Title	11/30/2020 _____ Date
_____ Applicant Signature	_____ Print Name and Title	_____ Date

## SECTION 2: NOTIFICATION TO DEQ, ODFW, AND PARKS

Please indicate the date you notified other state agencies of your intent to file an instream water right application.

Oregon Department of Environmental Quality was notified on: 10/21/2020

Oregon Department of Fish and Wildlife was notified on: N/A

Oregon Parks and Recreation Department was notified on: 10/21/2020

RECEIVED

DEC 07 2020

OWRD

## SECTION 3: NOTIFICATION TO AFFECTED LOCAL GOVERNMENTS

☒ Please provide copies of letters of your intent to file an instream water right application to each affected local government within whose jurisdiction the instream use is proposed. Affected local government means any city, county or metropolitan service district formed under ORS Chapter 268 or an association of local governments performing land-use planning functions under ORS 197.190.



#### SECTION 4: SOURCE AND REACH

Stream or lake name: Cow Creek #1

Tributary to: South Umpqua River

If the source is a stream, indicate the reach delineated by river mile (the upstream point to the downstream point) of the proposed instream water right:

Cow Creek #1, tributary to South Umpqua River, beginning at river mile 26.5 (SWSW, S1, T32S, R8W, WM) in Douglas County (42.811998, -123.601561) and continuing downstream to the mouth river mile 0.0 (NESW, S19, T30S, R5W, WM) in Douglas County (42.9481, -123.337779).

If the source is stored water that is authorized under a water right permit, certificate, or decree, attach a copy of the document or list the document number (for decrees, list the volume and page, or decree name). \_\_\_\_\_

☐ If the source is stored water and you do not, or will not, own the reservoir(s), please enclose a copy of your written agreement with the owner of the reservoir to release flows identified in this application.

#### SECTION 5: PUBLIC USES AND AMOUNTS

ODFW Administrative Rule 635-400-0015(7) & (8) require ODFW to request flows that meet the following standard:

(7) An instream flow requirement shall be specified as a quantity of water or water surface elevation as determined by the methodologies in this section and dependent upon other habitat factors, fish or wildlife species plans, basin or subbasin plans, management objectives or other commission policies for the waterway.

(8)(a) The instream flow requirement for any specified period shall be no less than the highest instream flow or water surface elevation required by any of the fish or wildlife species of management interest during that period;

OWRD Administrative Rule 690-077-0015(4) requires OWRD to limit the approved flow to meet the following standard:

(4) If natural streamflow or natural lake levels are the source for meeting instream water rights, the amount allowed during any identified time period for the water right shall not exceed the estimated average natural flow or level occurring from the drainage system, except where periodic flows that exceed the natural flow or level are significant for the applied public use. An example of such an exception would be high flow events that allow for fish passage or migration over obstacles.

The public uses to be served by the requested instream water right are: For the conservation, maintenance and enhancement of aquatic and fish life, wildlife, and fish and wildlife habitat.

RECEIVED

DEC 07 2020

OWRD



RECEIVED

DEC 07 2020

QWRD

The monthly (or half-monthly) flows in cubic feet-per-second (CFS) or acre-feet (AF) or by lake elevation (LE) necessary to support the public uses are:

JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC	Unit
225	225	225	225	135	90	77.6	46.4	43.2	66.1/-	225	225	<input checked="" type="checkbox"/> CFS

If this is a multi-agency request, please indicate the monthly (or half-monthly) flows in cubic feet-per-second (cfs) or acre-feet (af) or by lake elevation (le) that are necessary to support the public uses for each category of public use.

USE	J	F	M	A	M	J	J	A	S	O	N	D	
													<input type="checkbox"/> CFS <input type="checkbox"/> AF <input type="checkbox"/> LE
													<input type="checkbox"/> CFS <input type="checkbox"/> AF <input type="checkbox"/> LE

#### SECTION 6: DATA, METHODS, AND COMPLIANCE

Please describe the technical data and methods used to determine the requested amounts.

The Oregon Method (Thompson 1972) was used in the Umpqua River Basin Investigation to develop flow recommendations. The Oregon Method is a habitat-based method that determines the degree of habitat at different streamflow rates and life stages. It requires repeated measurements at different flows. The criteria cover fish spawning, adult migration, and rearing habitat. The desired flow levels are determined by examining flow vs. habitat at different flow levels. Methods for assessing flow needs for spawning, rearing and passage were described by Thompson (1972) as follows:

-Spawning and incubation flows were based on transect measurements with species-specific depth, velocity, and substrate criteria. Repeated measurements over a range of flows were used to develop a relationship of total spawning area vs. discharge.

-Rearing flows were based on repeated measurements, over a range of flows, of the following parameters: adequate depth over key riffles, riffle-pool ratio (i.e. sufficient connectivity between pools), average riffle and pool depths and velocities, and availability of instream cover.

-Passage flows were based on repeated depth measurements at transects across the shallowest riffles judged most likely to impede upstream migration of adult salmonids. Passage criteria were based on the percentage of adequate depth along the transects as a function of discharge.

Please explain how you have complied with the requirements contained in your Department's own administrative rules for instream water rights, including application of the required methods to determine the requested flows.

#### OAR 635-400-0015 Determination of Instream Flow Measurement Methodologies

ODFW followed all procedures laid out in the agency's rules - Determination of Instream Flow Measurement Methodologies. Specifically, the Basin Investigation Report (BIR) flows for this instream flow recommendation were based on 'The Oregon Method,' an approved method for determining an instream flow requirement. The BIR identifies fish and wildlife resources of the basin, their distribution, limiting factors, harvest, and water requirements. Stream flow recommendations of the BIR are



specifically designed to meet the seasonal biological requirements of the basin's fish. These BIR flow recommendations were evaluated against the range of naturally occurring streamflows and reviewed for fish periodicity by ODFW district fish biologists, yielding the recommendations in this instream water right application (see attached BIR: *Umpqua River Basin*).

#### **OAR 635-400-0020- Standards for Selection of Streams or Stream Reaches for Instream Water Right Applications**

Consistent with our rules, ODFW used the following resources and standards to prioritize waterways for instream water right applications: 1) basin and subbasin plans, management objectives, statutes, administrative rules and Commission policies; 2) the presence of fish and wildlife species that are considered endangered, threatened, sensitive or otherwise important; 3) the need to conserve, maintain or enhance fish or wildlife habitats or functions, including but not limited to, passage, spawning, incubation, rearing, and wintering habitats that maintain or improve the species.

#### **OAR 635-400-0025- Responsibilities to WRD**

ODFW will coordinate with OWRD for instream water rights monitoring as necessary for priority reaches. Specifically, ODFW will coordinate with OWRD to develop monitoring plans for instream water rights, revise or create a Memorandum of Understanding between the ODFW and WRD to include issues related to instream water rights, such as measuring, monitoring and enforcement of instream water rights.

#### **OAR 635-400-0030- Internal Process for Instream Water Right Application**

Instream Water Rights application initiation, consultation, review, processing, submittal, and record keeping was consistent with ODFW rules. Specifically, the application was initiated and processed by the proper ODFW staff, was presented to OWRD within the timelines stated in the internal rules, and ODFW shall also abide by the review requirements and make any required corrections requested by OWRD.

#### **References:**

Thompson, K.E., 1972. Determining stream flows for fish life. Pages 31-50 plus appendices in *Proceedings of the Instream Flow Requirement Workshop*, March 15-16, 1972, Portland, Oregon. Pacific Northwest River Basins Commission.

### **SECTION 7: WITHIN A DISTRICT**

If the reach is located within an irrigation district or other water district, please provide their contact information.

Irrigation District Name	Address	
City	State	Zip

RECEIVED

DEC 07 2020

### **SECTION 8: REMARKS**

Use this space to clarify any information you have provided in the application.

OWRD

Copies of letters to local governments and Basin Investigation Reports are not attached to each application individually; rather, they are provided separately (hard copy and electronically) for each administrative basin.

### **SECTION 9: MAP**



☒ Please provide a basin map that identifies the reach of the stream or the lake.

- Attached at end of application.

RECEIVED

DEC 07 2020

OWRD



**YOU ARE ENCOURAGED TO PROVIDE THIS INFORMATION:**

A means and location for measuring the instream water right:

- Please see section 6

The strategy and responsibility for monitoring flows for the instream right:

- Please see section 6

Any provisions needed for managing the water right to protect the public uses: None

- Please see section 6

**RECEIVED**

**DEC 07 2020**

**OWRD**

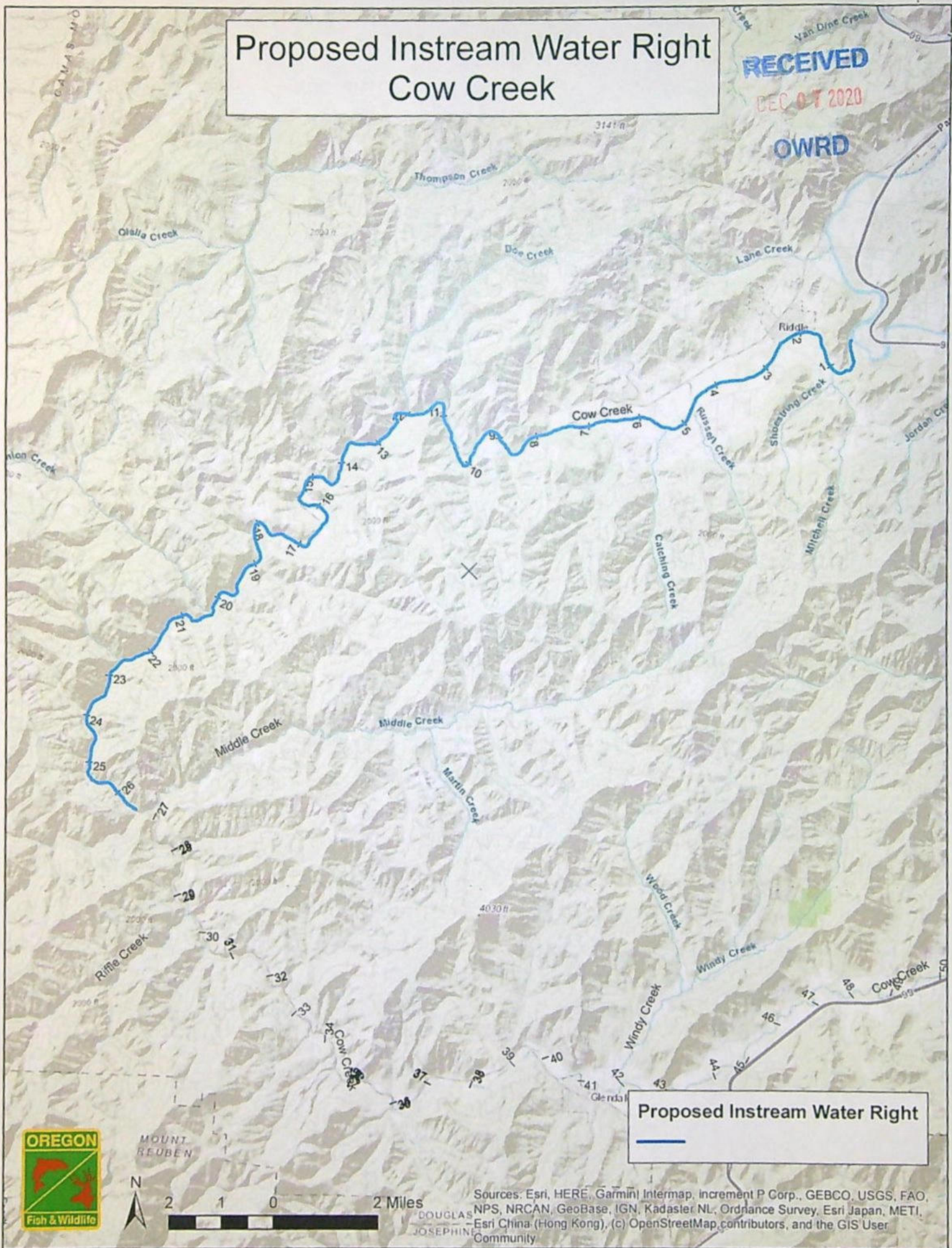


# Proposed Instream Water Right Cow Creek

RECEIVED

DEC 07 2020

OWRD



Proposed Instream Water Right

Sources: Esri, HERE, Garmin, Intermap, Increment P Corp., GEBCO, USGS, FAO, NPS, NRCAN, GeoBase, IGN, Kadaster NL, Ordnance Survey, Esri Japan, METI, Esri China (Hong Kong), (c) OpenStreetMap contributors, and the GIS User Community





RECEIVED

FEB 18 2012

OWRD

Date Received (Date Stamp Here)

## OWRD Over-the-Counter Submission Receipt

Applicant Name(s) & Address: Water Watch of Oregon  
213 SW Ash, Suite 208 Portland, OR  
97204  
Transaction Type: Standing (15-89086)  
Fees Received: \$ 270

☐ Cash☒ Check:Check No. 14875Name(s) on Check: Water Watch of Oregon, IncAddress on Check: 213 SW Ash, Suite 208  
Portland, OR 97204-272

Thank you for your submission. Oregon Water Resources Department (Department) staff will review your submittal as soon as possible.

If your submission is determined to be complete, you will receive a receipt for the fees paid and an acknowledgement letter stating your submittal is complete.

If determined to be incomplete, your submission and the accompanying fees will be returned with an explanation of deficiencies that must be addressed in order for the submittal to be accepted.

If you have any questions, please feel free to contact the Department's Customer Service staff at 503-986-0801 or 503-986-0810.

Sincerely,

OWRD Customer Service Staff

Submission received by: Judy Ferrell  
(Name of OWRD staff)

### Instructions for OWRD staff:

- Complete this Submission Receipt, and make two (2) copies. Place one copy with the check/cash; and place the other copy with the submission (i.e., the application or other document).
- Date-stamp all pages. (NOTE: Do not stamp check.)
- Give this original Submission Receipt to the applicant.
- Record Submission Receipt Information on the "RECEIVED OVER THE COUNTER" log sheet.
- Place the Submission Receipt with check/cash in the small top drawer (i.e., "Fiscal Pick Up Drawer"). Place the Submission Receipt with submission (application/other document) in the large bottom drawer.