

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

**PROPOSED FINAL ORDER**

In the Matter of the Application for an Extension of Time for Permit R-11956, Water Right Application R-80798, in the name of Peters Cranberries, Inc.

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**Permit Information**

Application:	R-80798
Permit:	R-11956
Basin:	17 – South Coast / Watermaster District 19
Date of Priority:	December 29, 1995
Source of Water:	An unnamed stream, a tributary of Summers Creek
Purpose of Use:	Storage, for cranberry use
Maximum Volume:	16.04 Acre-Feet (AF) each year

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***\*\*Please read this Proposed Final Order in its entirety as it may contain additional conditions not included in the original permit\*\****

*In summary, the Department proposes to:*

- Grant an extension of time to complete construction of the water system from October 1, 2004 to October 30, 2020.
- Grant an extension of time to apply water to full beneficial use from October 1, 2004 to October 30, 2020.<sup>1</sup>
- Make the extension subject to certain conditions set forth below.

This Extension of Time request is being processed in accordance with Oregon Revised Statute 537.230 and 539.010(5), and Oregon Administrative Rule Chapter 690, Division 315

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<sup>1</sup> Pursuant to ORS 537.230(4), upon the completion of beneficial use of water allowed under the permit, the permit holder 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 permit holder shall submit a map of the survey and the claim of beneficial use.

## **ACRONYM QUICK REFERENCE**

Department – Oregon Water Resources Department  
PFO – Proposed Final Order  
cfs – cubic feet per second  
gpm – gallons per minute  
AF – acre-feet

## **AUTHORITY**

**Generally, see ORS 537.230 and OAR Chapter 690 Division 315.**

**ORS 537.230(3)** provides in pertinent part that the Oregon Water Resources Department (Department) may, for good cause shown, order 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)** provides in pertinent part that the Water Resources Director, for good cause shown, may extend the time within which the full amount of the water appropriated shall be applied to a beneficial use. This statute 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 therefore; and the income or use that may be required to provide fair and reasonable returns upon the investment.

**OAR 690-315-0040** provides in pertinent part that the Water Resources Department shall make findings to determine if an extension of time may be approved to complete construction and/or apply water to full beneficial use.

**OAR 690-315-0050(6)** requires the Department, for extensions exceeding five years, to establish checkpoints to determine if diligence is being exercised in the development and perfection of the water use permit. Intervals between checkpoints will not exceed five year periods.

## **FINDINGS OF FACT**

### **Background**

1. Permit R-11956 was issued by the Department on August 20, 1996. The permit authorizes the storage of up to 16.04 AF of water in two unnamed reservoirs from an unnamed stream, a tributary of Summers Creek, to be stored for cranberry use. The permit specified actual construction was to begin by August 20, 1997 and construction of the water system was to be completed by October 1, 2004, and complete application of water was to be made on or before October 1, 2004.
2. The permit holder, Peters Cranberries, Inc., submitted an "Application for Extension of

Time” to the Department on April 23, 2015, requesting the time to complete construction of the water system extended from October 1, 2004 to October 30, 2020 and the time to apply water to full beneficial use under the terms of Permit R-11956 be extended from October 1, 2004 to October 30, 2020. This is the second permit extension requested for Permit R-11956.

3. One prior permit extension has been granted for Permit R-11956. The most recent extension resulted in the completion dates for construction being extended to October 1, 2004 and full application of water being extended to October 1, 2004.
4. On April 29, 2015, an assignment from Wendell R. Peters to Peters Cranberries, Inc. was recorded in the records of the Department.
5. Notification of the Application for Extension of Time for Permit R-11956 was published in the Department’s Public Notice dated May 5, 2015. No public comments were received regarding the extension application.

Review Criteria [OAR 690-315-0040]

*The time limits to complete construction and/or apply water to full beneficial use may be extended if the Department finds that the permit holder has met the requirements set forth under OAR 690-315-0040. This determination shall consider the applicable requirements of ORS 537.230<sup>2</sup>, 537.248<sup>3</sup> and/or 539.010(5)<sup>4</sup>.*

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

6. On April 23, 2015, the Department received a completed Application for Extension of Time 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)]

7. Actual construction of the water system began prior to the August 20, 1997 deadline specified in the permit. According to the permit holder, the date for beginning construction is unknown. However, according to the Application for Extension of Time submitted to the Department on September 24, 1999, the agent representing the permit holder states construction of the lower reservoir/dam was completed prior to August 20, 1997.

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.*

8. As of April 23, 2015, the permit holder states the remaining work to be completed is unknown. The Department identifies the remaining work to be completed consists of

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<sup>2</sup>ORS 537.230 applies to surface water permits only.

<sup>3</sup>ORS 537.248 applies to reservoir permits only.

<sup>4</sup>ORS 539.010(5) applies to surface water and ground water permits.

installing a meter; completing construction of the water system; and applying water to full beneficial use, by storing 10.04 AF of water authorized by Permit R-11956.

9. Given the amount of development left to occur, the Department has determined that the permit holder's request to have until October 30, 2020, to complete construction of the water system and to accomplish the application of water to beneficial use under the terms and conditions of Permit R-11956 is both reasonable and necessary.

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

*The Department's determination of good cause shall consider the requirements set forth under OAR 690-315-0040(2).*

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

*The Department's determination of reasonable diligence shall consider the requirements set forth under OAR 690-315-0040(3)(a-d). In accordance with OAR 690-315-0040(3), the Department shall consider, but is not limited to, the following factors when determining whether the applicant has demonstrated reasonable diligence in previous performance under the permit:*

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

10. The permit holder states work was not accomplished within the time allowed in the permit or previous extension as follows:
  - a. Actual construction of the water system began prior to the August 20, 1997 deadline specified in the permit. According to the permit holder, the date for beginning construction is unknown. However, according to the Application for Extension of Time submitted to the Department on September 24, 1999, the agent representing the permit holder states construction of the lower reservoir/dam and installation of an outlet culvert/gate valve was completed prior to August 20, 1997.
  - b. Work was not completed during the original development time frame under Permit R-11956.

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

11. According to the water user no water has been appropriated for storage in the reservoirs. According to the Application for Extension of Time submitted to the Department on September 24, 1999, the agent representing the permit holder states approximately 6.0 AF has been stored in the reservoirs. The authorized amount of water to be stored is 16.04 cfs.
12. Beneficial use of water has not yet been demonstrated under this permit because not all permit conditions were satisfied by October 1, 2004.
13. According to the permit holder delay of full beneficial use of water under Permit G-11956 was due, in part; to the passing of the original permit holder, and the poor

performance of the cranberry market. The permit holder needs more time in which to obtain the full quantity of water allowed under the permit.

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

14. The water right permit holder's conformance with the permit or previous extension conditions.
- a. The Department has considered the permit holder's compliance with conditions, and has identified the following concern: (1) the record does not show that a meter or other suitable measuring device has been installed. The Department recognizes that it is the intent of the permit holder to comply with all permit conditions at the time the conditions become applicable.
  - b. Beneficial use of water under this permit, therefore, has not yet been demonstrated. In order to legally perfect the use of water under this permit, the permit holder must demonstrate that all conditions of the permit have been satisfied.

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

15. As of April 23, 2015, the permit holder states the amount invested is unknown. According to the Application for Extension of Time submitted to the Department on September 24, 1999, the agent representing the permit holder states the permit holder has invested approximately \$15,000, which is about 56 percent of the total projected cost for complete development of this project. The agent representing the original permit holder anticipated an additional \$12,000 investment was needed for the completion of this project.

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

16. The Department has found good faith of the appropriator under Permit R-11956.

The Market and Present Demands for Water [OAR 690-315-0040(2)(d-e)]

*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:*

17. The amount of water available to satisfy other affected water rights and scenic waterway flows; 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); or the habitat needs of sensitive, threatened or endangered species, in consultation with the Oregon Department of Fish and Wildlife [OAR 690-315-0040(4)(a-c)].

- a. The amount of water available to satisfy other affected water rights and scenic waterway flows was determined at the time of issuance of Permit R-11956; 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. The point of diversion is located on an unnamed stream, a tributary of Summers Creek, and is not located within a Withdrawn Area. The unnamed stream, a tributary of Summers Creek is not located within or above a state or federal scenic waterway, however, it is located within an area ranked "Highest" 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. The point of diversion is not in a location listed by the Department of Environmental Quality as a water quality limited stream.
18. Other economic interests dependent on completion of the project [OAR 690-315-0040(4)(e)].
    - a. None have been identified.
  19. Other factors relevant to the determination of the market and present demand for water and power [OAR 690-315-0040(4)(f)].
    - a. None have been identified.
  20. OAR 690-315-0050(6) requires the Department to place a checkpoint condition on this extension of time in order to ensure diligence is exercised in the development and perfection of the water use permit. A "Checkpoint Condition" is specified under Item 1 of the "Conditions" section of this PFO to meet this condition.

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

21. 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)]

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

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

23. According to the permit holder, unforeseen events extended the length of time needed to fully develop and perfect Permit R-11956, in that the permit holder was faced with the death of the original permit holder and a poor cranberry market, which restricted their ability to complete development of the project in a timely manner.

## **CONCLUSIONS OF LAW**

1. The applicant is entitled to apply for an extension of time to complete construction and/or completely apply water to the full beneficial use pursuant to ORS 537.230(3).
2. 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).
3. The applicant complied with begin actual construction timeline requirements pursuant to ORS 537.230 as required by OAR 690-315-0040(1)(b) and OAR 690-315-0040(5).
4. Completion of construction and full application of water to beneficial use can be accomplished by October 30, 2020<sup>5</sup>, as required by OAR 690-315-0040(1)(c).
5. 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 complete construction and apply water to full beneficial use pursuant to OAR 690-315-0040(1)(d).
6. As required by OAR 690-315-0050(6) and as described in Finding 19, above, the Department has established, as specified in the "Conditions" section of this PFO (Item 1), progress checkpoints in order to ensure future diligence is exercised in the development and perfection of Permit R-11956.

**Continued on the following page**

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<sup>5</sup>Pursuant to ORS 537.230(3), 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.

## 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 complete construction of the water system under Permit R-11956 from October 1, 2004 to October 30, 2020.

Extend the time to apply water to beneficial use under Permit R-11956 from October 1, 2004 to October 30, 2020.

Subject to the following conditions:

### CONDITIONS

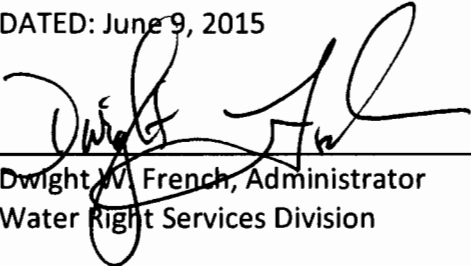
**1. Checkpoint Condition**

The permit holder must submit a completed Progress Report Form to the Department by **October 1, 2019**. ***A form will be enclosed with your Final Order.***

(a) At each checkpoint, the permit holder shall submit and the Department shall review evidence of the permit holder's diligence towards completion of the project and compliance with terms and conditions of the permit and extension. If, after this review, the Department determines the permit holder has not been diligent in developing and perfecting the water use permit, or complied with all terms and conditions, the Department shall modify or further condition the permit or extension to ensure future compliance, or begin cancellation proceedings on the undeveloped portion of the permit pursuant to ORS 537.260 or 537.410, or require submission of a final proof survey pursuant to ORS 537.250;

(b) The Department shall provide notice of receipt of progress reports in its weekly notice and shall allow a 30 day comment period for each report. The Department shall provide notice of its determination to anyone who submitted comments.

DATED: June 9, 2015

  
Dwight W. 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.*



### Proposed Final Order Hearing Rights

1. Under the provisions of OAR 690-315-0100(1) and 690-315-0060, 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. The written protest must be received by the Water Resources Department no later than **July 24, 2015**, being 45 days from the date of publication of the proposed final order in the Department's weekly notice.
2. A written protest shall include:
  - a. The name, address and telephone number of the petitioner;
  - b. A description of the petitioner'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;
  - c. A detailed description of how the action proposed in the proposed final order would adversely affect or aggrieve the petitioner's interest;
  - d. A detailed description of how the proposed final order is in error or deficient and how to correct the alleged error or deficiency;
  - e. Any citation of legal authority supporting the petitioner, if known;
  - f. Proof of service of the protest upon the water right permit holder, if petitioner is other than the water right permit holder; and
  - g. The applicant or non-applicant protest fee required under ORS 536.050.
3. Within 60 days after the close of the period for requesting a contested case hearing, the Director shall:
  - a. Issue a final order on the extension request; or
  - b. Schedule a contested case hearing if a protest has been submitted, and:
    - 1) Upon review of the issues, the Director finds there are significant disputes related to the proposed agency action; or
    - 2) The applicant submits a written request for a contested case hearing within 30 days after the close of the period for submitting protests.

**NOTICE TO ACTIVE DUTY SERVICEMEMBERS:** Active Duty servicemembers have a right to stay these proceedings under federal Servicemembers Civil Relief Act. For more information contact the Oregon State Bar at 800-452-8260, the Oregon Military Department at 800-452-7500 or the nearest United States Armed Forces Legal Assistance Office through <http://legalassistance.law.of.mil>

