

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

**Application for Extension of Time**

In the Matter of the Application for an Extension of Time	)	
for Permit G-12806 (modified by Permit Amendment T-8083),	)	PROPOSED
Water Right Application G-14238,	)	FINAL ORDER
in the name of Bandon Dunes Limited Partnership	)	

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Permit Information

Application:	G-14238
Permit:	G-12806 (modified by Permit Amendment T-8083)
Basin:	17 – South Coast / Watermaster District 19
Date of Priority:	January 18, 1996
Source of Water:	Sump well #2 and one well in Coquille River Basin
Purpose of Use:	Cranberry operations on 40.0 acres
Maximum Rate:	0.9 cubic foot per second (cfs), being 0.4 cfs from one well and 0.5 cfs from Sump well #2

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

*In Summary, the Department proposes to:*

- Grant an extension of time to complete construction of the water system from October 1, 2014 to October 1, 2022.
- Grant an extension of time to apply water to full beneficial use from October 1, 2014 to October 1, 2022<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 537.630 and 539.010(5), and Oregon Administrative Rule Chapter 690, Division 315.

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<sup>1</sup>Pursuant to ORS 537.630(4), upon the completion of beneficial use of water allowed under the permit, the permittee shall hire a certified water rights examiner to survey the appropriation. Within one year after the complete application of water to a beneficial use (or by the date allowed for the complete application of water to a beneficial use), the permittee shall submit a map of the survey and a new or revised claim of beneficial use as deemed appropriate by the Department.

## **ACRONYM QUICK REFERENCE**

Department – Oregon Department of Water Resources

PFO – Proposed Final Order

cfs – cubic feet per second

gpm – gallons per minute

## **AUTHORITY**

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

**ORS 537.630(1)** provides in pertinent part that the Oregon Water Resources Department may, for good cause shown, order an extension of time within which: irrigation or other works shall be completed; the well or other means of developing and securing ground water 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 G-12806 was issued by the Department on September 30, 1996. The permit authorizes the use of up to 0.9 cfs of water from two sump wells in Coquille River Basin for cranberry operations on 40.0 acres, being 0.4 cfs from Sump #1 and 0.5 cfs from Sump #2. The permit specified actual construction of the well was to begin by September 30, 1997, construction of the water system was to be completed by October 1, 1998, and complete application of water was to be made on or before October 1,

1999.

2. On November 19, 1998, the Department approved Permit Amendment T-8083 (Special Order Volume 52, Page 1019) authorizing a change in the point of appropriation under Permit G-12806 (modified by Permit Amendment T-8083) from Sump #1 to existing Well (COOS 52393). Permit G-12806 (modified by Permit Amendment T-8083) hereafter is referred to simply as Permit G-12806.
3. Three prior permit extensions have been granted for Permit G-12806. The most recent extension request resulted in the completion date for construction being extended from October 1, 2006 to October 1, 2014 and full application of water being extended from October 1, 2007 to October 1, 2014.
4. On May 23, 2002, an assignment by proof from Daniel Fugate to Ronald S. Yockim, Trustee was recorded in the records of the Department.
5. On October 23, 2009, an assignment from Ronald Yockim, Trustee, to Bandon Dunes Limited Partnership was recorded in the records of the Department.
6. The permit holder, Donald J. Stastny, owner's representative for Bandon Dunes Limited Partnership, submitted an "Application for Extension of Time" to the Department on December 28, 2015, requesting the time in which to accomplish beneficial use of water to the full extend under the terms of Permit G-12806 be extended from October 1, 2014 to October 1, 2022. The extension application form clearly suggests that construction is not complete. The Department, therefore, determined that the permit holder's intent was to also request the time in which to complete construction of the water systems under Permit G-12806 to be extended from October 1, 2014 to October 1, 2022.
7. Notification of the Application for Extension of Time for Permit G-12806 was published in the Department's Public Notice dated January 12, 2016. 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>, 537.630<sup>4</sup> and/or 539.010(5)<sup>5</sup>.*

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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 537.630 applies to ground water permits only.

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

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

8. On December 28, 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)]**

9. Actual construction of the well began within one year from permit issuance specified in the permit, being September 30, 1997. The permit holder states, construction of a sump well began prior to October 1, 1997.

According to the Notice of Beginning of Construction (A-Form) received by the Department on October 1, 1997, construction began September 24, 1997. The Department has determined that the prosecution of the construction of the sump well began prior to September 30, 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.*

10. As of December 28, 2015, the permit holder states the remaining work to be completed consists of installing power, a pump, and a flow meter on Well (COOS 52393); installing irrigation piping, hoses, and sprinklers to cover the remaining 25.0 acres; completing construction of the water system; and applying water to full beneficial use.

Given the amount of development left to occur, the Department has determined that the permit holder's request to have until October 1, 2022, to complete construction of the water system and to accomplish the application of water to beneficial use under the terms and conditions of Permit G-12806 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)]**

11. The application states, work was accomplished within the time allowed in the permit or previous extension as follows:

- a. Actual construction of the well and water system began prior to the September 30, 1997 deadline specified in the permit. Construction of a sump well began September 24, 1997.
- b. Work was completed during the original development time frame under Permit G-12806. Construction of a sump well was completed, construction of a second sump well began, and a holding pond was constructed.
- c. Since October 1, 1999 the previous permit holder had constructed Well (COOS 52393). The current permit holder acquired the property and converted land use to growing nursery stock, trees, and turf.

The Department has determined that work has been accomplished within the time allowed in the permit, which provides evidence of good cause and reasonable diligence towards the complete application of water to a beneficial use.

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

12. The application states a maximum rate of 0.19 cfs of water has been appropriated from Sump well #2 for irrigation of 15.0 acres.
13. Beneficial use of water has not yet been demonstrated under this permit because not all permit conditions were satisfied by October 1, 2014.
14. According to the permit holder, delay of full beneficial use of water under Permit G-12806 was due, in part, to the current permit holder converting 40.0 acres of cranberry bogs for use as a nursery and turf farm, and irrigation of nursery stock. Since the last extension the resort facility expansion has not progressed as originally planned and the need for nursery stock and turf has not been as great as originally expected. Bandon Dunes still expects to complete their plans to construct new golf and resort infrastructure. However, the demand is not expected to increase until at least 2016. Clearing the remaining former bogs and establishing these crops will require some time and investment. The permit holder needs more time in which to obtain the full quantity of water allowed under the permit.

The Department has determined that this extension will allow the installation of a meter after October 1, 2014, to satisfy compliance of the condition of installation of a meter or other suitable measuring device, in an effort to make proof of beneficial use of the water as required by Permit G-12806.

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

15. 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 on Well (COOS 52393) as conditioned in Permit Amendment T-8083.

Therefore, the Department has determined the permit holder did not comply with conditions of the permit, by not installing a meter or other suitable measuring device, as required by Permit G-12806. 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.

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)]***

16. The application states the permit holder has invested about \$375,000, which is approximately 85.2 percent of the total projected cost for complete development of this project. The permit holder anticipates an additional \$65,000 investment is needed for the completion of this project.

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

17. The Department has found good faith of the appropriator under Permit G-12806.

***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:*

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)].

18. The amount of water available to satisfy other affected water rights and scenic waterway flows was determined at the time of issuance of Permit G-12806; 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 points of appropriation for Permit G-12806, located within the Cut Creek Basin, are not located within a limited or critical ground water area. Cut Creek

is not located within or above any state or federal scenic waterway, however, it is located within an area ranked "low" for stream flow restoration needs as determined by the Department in consultation with the Oregon Department of Fish and Wildlife, and is located within a Sensitive, Threatened or Endangered Fish Species Area as identified by the Department in consultation with Oregon Department of Fish and Wildlife. The points of appropriation are not in an area listed by the Department of Environmental Quality as a water quality limited stream.

***Other economic interests dependent on completion of the project [OAR 690-315-0040(4)(e)].***

19. None have been identified.

***Other factors relevant to the determination of the market and present demand for water and power [OAR 690-315-0040(4)(f)].***

20. None have been identified.

21. 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)]***

22. 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)]***

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

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

24. None have been identified.

## **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 537.630(1).
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 537.630 as required by OAR 690-315-0040(1)(b) and OAR 690-315-0040(5).

4. Based on Finding of Facts 9 through 17, completion of construction and full application of water to beneficial use can be accomplished by October 1, 2022, 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 21 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 G-12806.

**Continued on the following page**



## 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 G-12806 from October 1, 2014 to October 1, 2022.

Extend the time to apply water to beneficial use under Permit G-12806 from October 1, 2014 to October 1, 2022.

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, 2021**. ***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: February 16, 2016

  
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 **April 1, 2016**, 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>



**Mailing List for Extension PFO Copies**

PFO Date: February 16, 2016

**Copies Mailed**

Application: G-14238

By: \_\_\_\_\_

Permit: G-12806

On: \_\_\_\_\_

**Original mailed to Applicant:**

Bandon Dunes Limited Partnership  
c/o Donald J. Stastny  
2309 SW 1st Avenue, Ste 1145  
Portland, OR 97205

**Copies sent to:**

1. WRD - App. File G-14238/ Permit G-12806
2. Golder Associates, Inc.  
1430 W Broadway Road, Suite 108  
Tempe, AZ 85282

**Fee paid as specified under ORS 536.050 to receive copy:**

3. None

**Receiving via e-mail (10 AM Tuesday of signature date)**  
**(DONE BY EXTENSION SPECIALIST)**

4. WRD - Watermaster District 19, Greg Wacker

CASEWORKER: CAC