Forest View Special Road District Response

February 24, 2025

Dave Doyle Deschutes County Legal Counsel 1300 NW Wall St., Suite 205 Bend, OR 97703

E: <u>David.Doyle@deschutes.org</u>

RE: Formal Response to Formal Complaint issued by Mr. Daniel Jones

The Forest View Special Road District ("District") hereby issues its formal written response to the grievances filed by Mr. Daniel Jones on or about January 27, 2025. The District responds to each of Mr. Jones's allegations below.

I. Term Limits and Violation of Bylaws and Election Laws

a. Election Laws

The Deschutes Board of County Commissioners has the authority to approve recommendations to the District's board and appoint said recommendations to the District's board. ORS 255.005(4); ORS 255.055; ORS 371.330; ORS 371.338.

The District was formed following the review of a Petition for Formation of a Special Road District, dated October 15, 1993 ("Petition"). A copy of the Petition is attached hereto as Exhibit 1.

The Petition was approved by The Deschutes County Board of County Commissioners via Order No. 94 - 003 ("Order"). A copy of the Order is attached hereto as Exhibit 2.

While the Order does not state whether the District was to appoint or elect its board members, pursuant to ORS 371.318, it is clear that the intention of the Deschutes County Commission at the time it issued the Order was to have District board members be appointed rather than elected. This is because the Order approved the Petition which expressly stated that the board of commissioners of the District were to be appointed and comprised of three (3) commissioners. For ease of reference, please see Page 4 of 18, ¶4 of Exhibit 1.

Importantly, the Petition includes approval from Deschutes County Legal Counsel stating that the only issue that required correcting in the Petition was the legal description, which needed to be internally consistent. Deschutes County Legal Counsel required that the internal legal

description be amended at the time of hearing on the Petition. There is no mention in the Order or Petition of the District electing its board members.

The District does not have an elected board of commissioners under ORS 371.347. This is evidenced by, among other things, the Petition and Order, the three-year term limit that is outlined in statute (ORS 371.338) for appointed district board members, and the District's own Bylaws. Furthermore, the District's Bylaws state that terms end on December 31, which is also provided for ORS 371.338. If it was an elected district board, the term limits would be for four years and the terms would end on June 30, pursuant to ORS 371.349.

b. Bylaws

Mr. Jones asserts that the District is in violation of its own Bylaws because it is not complying with Article III(1)(a) of the Bylaws. However, in giving meaning to the entirety of Article III's provisions, Article III(1)(a) of the Bylaws presumably refers to the process for approving and appointing the first board members of the District at the time of the District's formation. In other words, the members of the District would get to approve a candidate who would then be appointed by the Deschutes County Commissioners. After that process, the District board is free to make recommendations to the Deschutes County Commissioners to fill positions without holding an election. That said, to the extent this provision contradicts with ORS Chapters 371 and 255, it should obviously not be given legal effect.

The remaining provisions of Article III clearly state that the Deschutes County Commissioners make appointments to fill vacancies (either before or after the expiration of a given term of service) upon receiving recommendations from the District board.

Thus, the District is not ignoring its Bylaws, it is actually abiding by them. Furthermore, as discussed above, a special road district either elects or appoints its board members. As evidenced by the Petition and Order, the majority of provisions from Article III of the District's Bylaws, and other supporting evidence, the District board should be considered an appointed board.

Mr. Jones's position that the District must hold elections is not supported by the foundational documents of the District, Oregon law, nor any other evidence. Mr. Jones, however, has revealed that the District's Bylaws (specifically Article III(1)(a)) could cause confusion among the District's members as to how the District board members are selected and appointed. Thus, the District board is considering its options to amend its Bylaws to reduce confusion and ensure greater clarity on this issue.

Furthermore, while a term of service is three (3) years pursuant to Oregon law and the Bylaws, there is nothing stating that there are term *limits*. If a volunteer board member serves their three years and wishes to volunteer for another three, the other District board members need only make a recommendation to the Deschutes County Commission for consideration and potential appointment.

In conclusion, Mr. Jones's position that the District is violating Oregon election laws and its own Bylaws is not supported by Oregon statute, the foundational documents of the District, or any other compelling evidence.

II. Not Holding Meetings as Required by Bylaws and State Law

The District admits that it has not held monthly meetings, as the volunteer board determined that there was not sufficient business to discuss on a monthly basis. However, after requesting the advice of counsel, the District has realized that the Bylaws and relevant Oregon statute do require the District board to meet on a monthly basis.

The District plans to begin complying with the Bylaws and relevant Oregon law as soon as possible. The District will need to ensure it is able to find a meeting location every month that can accommodate members of the public, as they are entitled to attend regular, special, and emergency District meetings.

III. Public Records Request

The District is comprised of three volunteer board members who all have separate jobs outside of their volunteer duties to the District. In attempting to streamline the response process, the District requested that Mr. Jones use the Public Records Request Form that is located on the District's website. The District later became aware that, under their Public Records Request Policy, Mr. Jones was not required to use the form, however it maintains that it would have streamlined the process and potentially decreased response time.

Oregon's Public Record laws require a public body to respond to a public records request as soon as practicable. ORS 192.329(1). As explained above, the District board is entirely made up of volunteers who have professional obligations of their own. Thus, the District board engaged the services of counsel to review the District's Public Records Request Policy and ensure the District was responding appropriately and providing non-exempt public records to Mr. Jones. Following review and compilation of the requested records, a formal response was sent to Mr. Jones along with the non-exempt requested records via certified mail on February 10, 2025. Delivery of the response and records was attempted yet unsuccessful on February 11, 2025. Mr. Jones picked the response and requested records up from the post office on February 14, 2025.

The District responded as quickly as it could and, given the District's desire to ensure it was doing its due diligence and complying with Oregon law, the response was completed "as soon as practicable."

At the time of this grievance response, Mr. Jones has received a formal response to his records request with the non-exempt public records (that were in existence) that he requested. As such, this complaint should be considered moot. Mr. Jones offers no other evidence of his assertion that the District board has a history of not providing documentation to members when requested.

IV. Violation of Public Meeting Laws

Mr. Jones bases his allegation that the District was violating public meeting on his assertion that he noticed District board member cars were parked at the home of another District board member and that enough were there to constitute a "quorum." However, the District board members are not disallowed from being in each other's presence when they are not engaging in the public's business and on behalf of the District. In fact, a "meeting" for the purposes of Oregon's public meetings law is defined as the, "the convening of a governing body of a public body for which a quorum is required in order to make a decision or to deliberate toward a decision on any matter." ORS 192.610(7)(a) (emphasis added).

The District board members were not engaged in any discussion relating to any public matter that concerned the District. Mr. Jones simply believes this is the case because the District board members were all present in one location. Mr. Jones has no other evidence to support this allegation, which is meritless and should be treated as such.

V. Additional Assertions

Finally, Mr. Jones states that, "other district members . . . have conveyed interest and concern in this matter as well[,]" in reference to his meritless complaints about non-existent violations of election law. The District board has never heard from any District members about these complaints (other than Mr. Jones) and believes there is no truth to this assertion.

The District does not believe a hearing is warranted on these issues. That said, should Deschutes County have recommendations for or require any action of the District, the District will do its very best to implement those recommendations and/or comply with those requirements.

Respectfully,

The Forest View Special Road District Board

Larry La Rue, Chair

Tim Whitehall, Secretary

Craig McCue, Treasurer

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DESCHUTES COUNTY LEGAL COUNSEL

BRUCE W. WHITE
Assistant Legal Counsel

e Ex 6593

November 15, 1993

TO: Susie Penhollow

Joan Rotsolk (w/copy of petition)

RE: Forest View Subdivision

File No.

I have reviewed the attached petition for formation of the Forest View Subdivision Special Road District and have determined that as to form and content it should be accepted for filing if there are sufficient valid signatures. Please verify the signatures of voters on the petition.

I note that the legal description is internally inconsistent and will have to be amended at the time of hearing on the petition. The economic feasibility statement is skimpy, but that issue can be debated at the hearing and by the voters at the election.

Please provide me with a copy of your certification of signatories so I will know whether to schedule a hearing before the Board of County Commissioners.



Office of the County Clerk

Administration Bldg. / 1130 N.W. Harriman / Bend, Oregon 97701 (503) 388-6544

VENHOLLOW Published

Mary Sue "Susie" Penhollow, County Clerk

Nov. 17, 1993

I, MARY SUE PENHOLLOW, Deschutes County Clerk, do hereby certify that the signatures on the attached 8 petitions were verified and I find that there are 32 valid signatures which represents 15% of the registered voters within the area proposed to be formed into the Forest View Subdivision Special Road District.

Dated this 17th day of November, 1993.

Exhibit 1 Page 2 of 18 October 15, 1993

Bruce White Deschutes County Counsel's Office Administration Building Bend, Or. 97701

Re: Forest View Sub-Division

On their behalf, please find enclosed for filing Petition for Formation of Special Road District, Economic Feasibilty Statement, and Formation Bond. I have also enclosed Forest View's check in the sum of \$100.00 representing the bond payment.

Pursuant to ORS 198.748, I am forwarding a copy of this letter and enclosures to the Deschutes County Clerk.

If you have any questions or need additional information, please do not hesitate to call our Vice President, Lee VanSickle at 503-536-1227.

G. R. Cooke

President Forest View Sub-Division 52851 Wayside Loop

La Pine, Or. 97739

Enclosures

cc: Deschutes County Clerk Forest View Sub-Division

PETITION FOR FORMATION OF SPECIAL ROAD DISTRICT (Forest View Sub Division)

To the Board of County, Commissioners Deschutes County, Oregon

The undersigned petitioners hereby propose formation of a special road district and in furtherance thereof do hereby join in this petition:

- 1. This petition is filed pursuant to ORS 198.705 to 198.955. The principal Act for Special Road Districts is ORS 371.305, et seq.
- 2. Said formation affects only Deschutes County, Oregon, and it affects the following districts and the principal act of each is:

School District No. 1 - ORS 330.005 et seq
La Pine R.F.P.D. ORS 478.001 et seq
911 ORS 401.015 et seq
ESD ORS 334.005 et seq
COCC ORS 341.003 et seq
County Ext. - 4 H Dist.

- The territory subject to this petition is inhabited.
- 4. The board of commissioners (directors) is to be appointed by the County Court and will be comprised of 3 commissioners.
- 5. A proposed tax base sufficient to support the services and functions described in the economic feasibility statement is the amount of \$13,000.00. The rate of taxation necessary to raise an amount of revenue equal to said proposed tax base is \$1.75 per thousand dollars of assessed value.
- 6. The description of the boundaries of the territory proposed to be included in the district is:

Forest View Sub Division, La Pine - Deschutes County, Oregon Plot #11
Southeast one-quarter of section 29 and the Notheast one-quarter of section 32 Township 21 south, range 10 East of Willamette Meridian, Deschutes County, Oregon and the initial point is a 2 1/2" x 36" galvanized iron pipe with a 3" aluminum cap set 6" below the surface of the ground and bears \$89°20'24"W 355.33' from the one-quarter corner on the East line of said section 32 Maps 21-10-32D/21-10-32A/21-10-29D

7. The chief petitioners circulating this petition are:

Name:

Don Gray

Mailing Address:

52870 Wayside Loop La Pine, Oregon 97739

Name:

Teresa Allen

Mailing Address:

52730 Rainbow Drive La Pine, Oregon 97739

Name:

Annette Minix

Mailing Address:

52520 Primrose Lane La Pine, Oregon 97739

- 8. Petitioners request that proceedings be taken for the formation of a special road district proposed to be named Forest View Sub Division Special Road District.

DATED This 15 day of October . 1993

Signatures of Petitioners:

Don Grav

Gray

Exhibit 1 Page 5 of 18

Landowners or Owners of Land ORS 198.705 (11)

"Landowner" or "owner of land" means any person shown as the owner of land on the last assessment roll; however, where such person no longer holds the title to the property, then the terms mean any person entitled to be shown as owner of land on the next assessment roll; or, where land is subject to a written agreement of sale, the terms mean any person shown in the agreement as purchaser to the exclusion of the seller; and the terms include any public agency owing land."

Economic Feasibility Statement Forest View Special Road District

- A. The function of the Forest View Special Road District is being formed because:
 - 1- The number of permanent residences and the more frequent visitation and increased traffic flow has placed a financial burden on the owners and the progressive deterioration of the roads.
 - a) Not all owners contribut to the sub-division for maintenance of the roads resulting in inadequate funds for maintenance.
 - b) The road district will be able to predict income so a budget for maintenance and upgrading can be accomplished.
 - 2- The road district will oversee:
 - a) Financial budget
 - b) Maintenance of roads
 - c) Upgrading the roads
 - d) Snow plowing
- B. No outside agency participates in any way with the services required/listed above. (A-2 a,b,c,d)

Forest View Special Road District Budget for First and Third Year

First Year:

1.	Gravel	\$6,000.00
2.	Snow Plowing	4,000.00
3.	Legal Advice	500.00
4.	Liability Insurance	1,000.00
5.	Operations	
	Phone, Stationery, Mail, Signs	500.00
6.	Reserves	1,000.00
		\$13,000.00

Third Year:

1.	Gravel	\$6,000.00
2.	Snow Plowing	4,000.00
3.	Legal Advice	500.00
4.	Liability Insurance	1,000.00
5.	Operations	500.00
6.	Reserves	1,000.00
		\$13,000.00

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1. NAME (PRINT)	Don Gray		
Address	52870 Wayside Loop	820 W	
City, state, zip e	code La Pine, Oregon 977	739	
Amount of cont	tribution \$50.00	Value-of secured deposit	
2. NAME (PRINT)	Theresa Allen		
	52730 Rainbow Drive		
City, state, zip o	code La Pine, Oregon 9773	39	
Amount of cont	\$25.00	Value of secured deposit	
3. NAME (PRINT)	Annette Minix		
Address	52520 Primrose Lane		
City, state, zip o	La Pine, Oregon 977	39	
Amount of cont	ribution \$25.00	Value of secured deposit	
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Telephone numb	per <u>536-5014</u> Da	te 10/15/93	
3. CHIEF PETITIO	NER Chriettin	renix	
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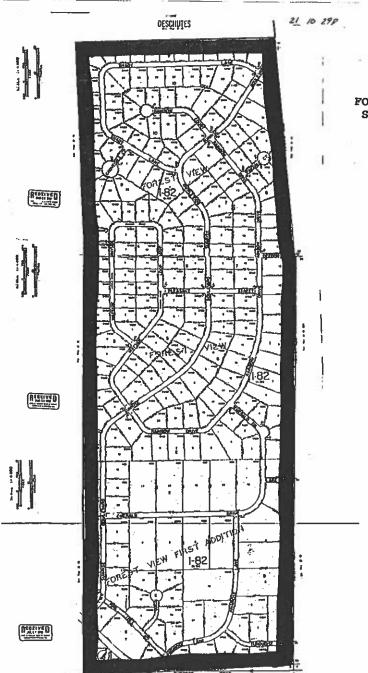
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PROPOSED BOUNDARIES
FOREST VIEW SUBDIVISION
SPECIAL ROAD DISTRICT

#### 94~04924

REVIEWED

LEGAL COUNSEL

BEFORE THE BOARD OF COUNTY COMMISSIONERS OF DESCHUTES COUNTY, OREGON

94 FEB -3 MM 10: 26

An Order Approving the Formation * of Forest View Subdivision Special * Road District, and Ordering an * Election on the Question *

COUNTY CLERK

0128-1505

ORDER NO. 94-003

WHEREAS, a petition proposing the formation of Forest View Subdivision Special Road District and an initial tax base was duly filed with the Board of County Commissioners of Deschutes County, Oregon; and

WHEREAS, a public hearing was held on the petition on January 19, 1994, and continued to February 2, 1994, to hear the petition and any objections thereto, and to determine whether, in accordance with the Comprehensive Plan, applicable Land Conservation and Development Goals and the criteria prescribed by ORS 199.462 and 198.805, the affected area would be benefitted by the formation of a Special Road District; and

WHEREAS, after consideration of economic, demographic and sociological trends and projections pertinent to the proposal, past and prospective physical developments of the land that would directly or indirectly be affected by the proposal, and all other matters considered to be relevant to the petition, the Board is of the opinion that the area would be benefitted by the formation of a Special Road District; now, therefore,

THE BOARD OF COUNTY COMMISSIONERS OF DESCHUTES COUNTY, OREGON, ORDERS as follows:

Section 1. That the petition for formation of Forest View Subdivision Special Road District be approved.

Section 2. That the boundaries of the territory to be included in the district are as set forth in Exhibit 1, attached hereto and by this reference incorporated herein.

Section 3. That the applicable land use criteria pertinent to the proposed district, the facts found by the Board and the reasons why the Board believes those facts to bring the proposal within the requirements of the applicable land use criteria are described in Exhibit 2, attached hereto and by this reference incorporated herein.

1 - ORDER NO. 94-003 (2-2-94)

FEB 0 9 1994

FEB 4 1994

## 0128-1506

Section 4. That the question of special district formation and initial tax base be put on the ballot for a vote by the electors of the proposed district at the next election on which the matter can be voted on.

DATED this 2nd day of February, 1994.

BOARD OF COUNTY COMMISSIONERS OF DESCHUTES COUNTY, OREGON

ANCY POPE SCHLANGEN, Chair

( John Moor

TOM THROOP

Commissioner

ATTEST:

Recording Secretary

BARRY H. SLAUGHTER, Commissioner

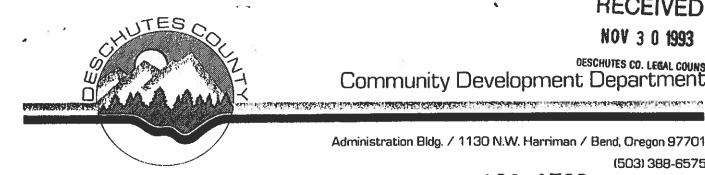
0128-1507	Exhibit 1
123	Page 1

Legal Description of Forest View Subdivision Special Road District

A land area in Township 21 S., Range 10 E.W.M., Deschutes County, Oregon, more particularly described as follows:

All of the southeast quarter of Section 29, the northeast quarter of Section 32 and the southeast quarter of Section 32 of Township 21 S., Range 10 E.W.M., which area coincides with the boundaries of the land area platted as Forest View Subdivision and Forest View Subdivision First Addition as recorded in the Deschutes County Records in Plat Cabinet A, Page 364 and Plat Cabinet A, Page 567, respectively.

# RECEIVED NOV 3 0 1993



### DESCHUTES CO. LEGAL COUNSEL Community Development Department

Administration Bldg. / 1130 N.W. Harriman / Bend, Oregon 97701

(503) 388-6575

MEMORANDUM

0128-1509

Planning Division Building Safety Division **Environmental Health Division** 

DATE: November 30, 1993

Beverly Wilson, Legal Assistant, County Counsel TO:

Paul Blikstad, Associate Planner (PB) FROM:

Petition for formation of Forest View Subdivision PE:

Special Road District, file no. 16-480

The County Comprehensive Plan, which is acknowledged to be in compliance with the Statewide Planning Goals, encourages the formation of special service districts to serve rural needs.

Public Facilities section of the the Comprehensive Plan, on page 97, General Policies is the following:

Deschutes County shall encourage the formation 5. special service districts to serve rural needs rather than becoming involved with serving those needs. County will foster coordination and mutual planning between the County, special districts, utility companies and service corporations. This shall include trenching where appropriate.

It is clear from the Comprehensive Plan that these service districts, such as special road districts, are necessary and appropriate.

Exhibit	2	
Page .		