## CLACKAMAS COUNTY BOARD OF COUNTY COMMISSIONERS Sitting/Acting as (if applicable) Study Session Worksheet

Presentation Date: March 13 Approx. Start Time: 10:30 am Approx. Length: 30 Minutes

Presentation Title: School District Boundary Changes

Department: County Counsel

Presenters: Stephen L. Madkour, County Counsel

## **Other Invitees:**

WHAT ACTION ARE YOU REQUESTING FROM THE BOARD? Informational policy session on the process involving school district boundary mergers and changes. Please see attached initiating petition from Holt Homes.

#### EXECUTIVE SUMMARY:

The County has received a petition to change the school district boundary line for the Centennial and North Clackamas School Districts. Please see attached staff report providing additional details. The matter was initially scheduled for a public hearing on February 15, where testimony was taken but the matter continued until March 22, 2018 to allow for additional input from the affected districts and others. The policy session was scheduled to answer any questions that the board may have with respect to this request and the statutory process.

FINANCIAL IMPLICATIONS (current year and ongoing): No direct financial impact on Clackamas County.

LEGAL/POLICY REQUIREMENTS: The legal process to approve school district boundary changes is set forth in ORS Chapter 330. The statute is not a model of clarity. The Board of County Commissions shall constitute as the district boundary board. In the present case, approval is required by both Clackamas and Multnomah Counties.

Clackamas is the more populous school district, and as such, votes first, then Multnomah, and then the matter if referred back to Clackamas for issuance of the final order. The County Board decisions are administrative with very little discretion afforded the district boundary boards.

Any remonstrance would take place after the final order is approved by Clackamas County. The remonstrance period is 20 days and requires a petition signed by at least five percent or at least 500, whichever is less, of electors of a school district affected by the proposed change. At this point, the statute seems to contemplate that a petition filed by one district requires an affirmative vote by both affected districts. A majority of votes cast in an affected district to oppose the change shall defeat the change. If both districts support the change, then the change is effective without further elections.

A failure to act by either jurisdiction could result in the State Board of Education making the determination.

## PUBLIC/GOVERNMENTAL PARTICIPATION: N/A

**OPTIONS:** 

- 1. Provide preliminary approval and refer the matter to Multnomah County; or
- 2. Take no action. Under ORS 330.090(6), if the district boundary board fails to follow the time schedules prescribed in ORS 330.107 or to approve a request or petition under subsection (3) of this section, the district school boards of the affected school districts or the petitioners may appeal to the State Board of Education to order the proposed boundary change or merger. The state board shall order the change or merger and shall direct the district boundary board to perform the duties described in ORS 330.101 in the same manner as if the district boundary board had ordered the boundary change or merger.

## **RECOMMENDATION:**

Proceed to March 22, 2018 public hearing and grant preliminary approval of boundary change and refer the matter to Multnomah County. Multnomah would have 60 days to make a decision.

ATTACHMENTS: November 7, 2017 petition from Holt Homes; and February 15, 2018 staff report prepared by County Counsel.

SUBMITTED BY: Division Director/Head Approval \_\_\_\_\_ Department Director/Head Approval \_\_\_\_\_ County Administrator Approval \_\_\_\_\_

> For information on this issue or copies of attachments, please contact Stephen L. Madkour, County Counsel at 503-655-8362 or SMadkour@Clackamas.us.



1120 NW Couch Street 10th Floor Portland, OR 97209-4128

+1.503.727.2000
 +1.503.727.2222
 PerkinsCoie.com

Boundar Changi Misc

November 7, 2017

Michael C Robinson MRobinson@perkinscole.com Clack@JJ9E503.727.2264 NOV 1 3 2017

County Counsel

## VIA UPS OVERNIGHT

Board of County Commissioners of Clackamas County Attn: Clerk of the Board 2051 Kaen Road Oregon City, OR 97045

## Re: ORS 330 Petition to Change Boundaries of Centennial and North Clackamas School Districts

Dear Clerk of the Board:

This firm represents Holt Homes, Inc. ("Holt"). In accordance with ORS Chapter 330, Holt hereby submits this petition to the District Boundary Board of Clackamas County (the Clackamas County Board of Commissioners - hereinafter the "Board") to change the boundaries of Centennial School District and North Clackamas School District in accordance with the legal description that is included as Exhibit A to this petition. The chief petitioner for this petition is Kelli Warner, as indicated on Exhibit B to this petition.

ORS 330.090 provides that a district boundary board must "change the boundaries of common or union high school districts" on the "petition of five percent or 500 electors of each affected district, whichever is less[.]" As required by ORS 330.095(1), this petition includes the names and numbers of districts affected by the change, a concise statement of the type of change requested (a change of the boundaries of Centennial School District and North Clackamas School District), a legal description of the area to be changed, and the signatures and mailing addresses of the petitioners and the names of the school districts in which they reside (Exhibit B). ORS 330.095(3) provides that the district boundary board of the county in which lies the "most populous" of the school districts that the boundary change will affect, North Clackamas School District is the most populous. Accordingly, Holt first submits this petition to the Board.

The following is a general overview, as Holt understands it, of the process the Board must use, pursuant to ORS Chapter 330, to review this petition. After receiving the petition, ORS 330.101 requires the Board to give notice to the public of the "proposed [boundary] change ... and the session of the board at which it will be ordered." ORS 330.101(1) obligates the Board to order the boundary change unless opponents of the change submit a remonstrance petition in accordance with ORS 330.101(2). ORS 330.107 requires the Board to "complete all action" on this petition "within 100 days" of the date on which the Board receives it, provided that the

Board of County Commissioners of Clackamas County November 7, 2017 Page 2

Board may utilize an additional 60 days for the Multnomah County Board of Commissioners to also act on the petition because Centennial School District lies within Multnomah County.

If the Board disagrees that this letter sets forth (in general terms) the applicable process for review of this petition, Holt requests that the Board notify of it the nature of the disagreement. Furthermore, Holt requests that the Board notify it when it has received all the materials that ORS 330 requires for the boundary change and has selected a session to consider the boundary change.

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Very truly yours,

Michael C. Robinson

MCR:rsr Enclosures

cc: Client (via email) (w/encls.)
 Ms. Katherine Thomas (via email and mail) (w/encls.)
 Mr. Chris Storey (via email and mail) (w/encls.)

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137330102.2 Perkins Cole LLP



## OFFICE OF COUNTY COUNSEL

PUBLIC SERVICES BUILDING 2051 KAEN ROAD OREGON CITY, OR 97045

February 15, 2018

Stephen L. Madkour County Counsel

Board of County Commissioners Clackamas County

Members of the Board:

Boundary Change Petition to Transfer Property from Centennial School District to North Clackamas School District Kathleen Rastetter Chris Storey Scott C. Ciecko Alexander Gordon Amanda Keller Nathan K. Boderman Christina Thacker Shawn Lillegren Jeffrey D. Munns Assistants

Purpose/Outcomes	Conduct Public Hearing/Approve Order
<b>Dollar Amount and</b>	None
Fiscal Impact	
Funding Source	Not Applicable
Duration	Permanent
Previous Board	None
Action	
Strategic Plan	Build Public Trust Through Good Government, hold transparent and clear
Alignment	public processes regarding jurisdictional boundaries
Contact Person	Chris Storey, Assistant County Counsel
	Amanda Keller, Assistant County Counsel
Contract No.	Not Applicable

#### **BACKGROUND:**

The County Board is charged with making boundary change decisions for many types of special districts within the County. Oregon Revised Statutes ("ORS") Chapter 330 gives the responsibility to the Board to process petitions to change school district boundaries.

Clackamas County received a petition to shift an area (the "Petition Area") that is currently within Centennial School District 28J ("Centennial") to North Clackamas School District 12 ("NCSD"). The petition was originally submitted on November 13<sup>th</sup>, 2017 and rejected for lack of sufficiently valid signatures. It was resubmitted and deemed complete and timely on December 18<sup>th</sup>, 2017. A copy of the original submittal letter, legal and map of the proposed transfer area, and a sample petition signature page is attached.

This petition has been submitted pursuant to Oregon Revised Statutes ("ORS") Chapter 330.090(3). This statutory provision allows for the modification of school district boundaries upon petition of at least five hundred voters in the affected districts. That threshold was reviewed and deemed met by the Clackamas County Clerk in December – the Clerk's certification is also attached. This boundary change was not proposed or vetted by either school district.

ORS 330.090 states in relevant part:

**330.090 Mergers.** (3) Subject to the provisions of ORS 330.092 to 330.101, the district boundary board on the request of the district school boards of the affected districts or on petition of five percent or 500 electors of each affected district, whichever is less, <u>shall merge</u> smaller districts into larger districts or <u>change the boundaries</u> of common or union high school districts. <u>[emphasis added]</u>

As the Board will note from the statute, there does not appear to be any discretion in the question of whether or not to allow the boundary change to go forward. The process is purely administrative from the perspective of the Board and County administration of the issue.

With respect to the manner of the boundary hearing, it is set forth in ORS 330.107, which states in relevant part:

**330.107** Time for boundary board action; extension. The district boundary board shall complete all action on a request or petition for boundary change or a merger required under ORS 330.101 within 100 days of the date of receipt of the request or petition if the boundary change or merger requested or petitioned lies totally within the jurisdiction of that board. If the boundary change or change or merger requested or petitioned requires ratification of an adjacent boundary board as in ORS 330.095 (3), an additional 60 days may be utilized for action of the second boundary board...

The Board has until March 27<sup>th</sup>, 2018 to take action with respect to the petition, and Multhomah County will have an additional 60 days from then to also act on the petition since Centennial is partially in Multhomah County. The Board has received a request from Centennial to defer taking action on the petition to allow additional time to consider the matter.

There is no appeal of the order once made final. However, the initial action is not the final action needed to implement the statute. As set forth in ORS 330.101, a final action on the boundary change petition cannot be taken until all boundary boards (County Board of Commissioners, in this case) have had an opportunity to consider. The statute states in relevant part:

**330.101 Notice; order; remonstrance; election.** (1).... If no remonstrance petition on the change or merger is submitted requiring an election as provided in subsection (2) of this section, the board shall issue an order that the change or merger shall become effective as provided in ORS 330.103. The remonstrance petition is subject to ORS 332.118. However, the boundary board shall not issue an order until all affected boundary boards have had opportunity to consider the proposed change or merger. *[emphasis added]* 

(2) If a remonstrance petition on a proposed change or merger signed by at least five percent or at least 500, whichever is less, of the electors of a school district affected by the proposed change or merger is filed with the district boundary board within 20 days after the date of the order to effect the proposed change or merger, and when all district boundary boards have acted on the change or merger as provided in ORS 330.095 (3), the board shall submit the question of the proposed change or merger to the electors of each affected school district from which a remonstrance petition was filed, with the district boundary board acting as the district elections authority on behalf of the school districts. Separate elections shall be held in sequence in the districts from which remonstrance petitions have been filed, commencing with the least populous district and progressing in order of population to the most populous district. If the majority of votes in each election favor the change or merger, an election shall be held in the next most populous district... Therefore, the process would be for the Board to consider the matter at a hearing as required by statute, adopt a preliminary order (see attached draft) effecting the change conditional on action by Multhomah County, and refer the matter to the Multhomah County Board of County Commissioners for additional consideration. Once Multhomah County has acted to enter a final order, Clackamas County would then enter a final order as required, which would be the date from which remonstrances must be received by would be calculated.

#### **RECOMMENDATION:**

Based on the attached petition and statute, staff recommends adoption of a preliminary order changing the boundary of Centennial and North Clackamas school districts and referring the matter to Multhomah County for additional consideration.

Respectfully submitted,

Chris Storey 1

Assistant County Counsel

# BEFORE THE BOARD OF COUNTY COMMISSIONERS OF CLACKAMAS COUNTY, STATE OF OREGON

In the Matter of Preliminarily Approving Boundary Change Petition with Respect to Centennial School District 28J And North Clackamas School District 12

ORDER NO. 2018-\_\_\_

WHEREAS, this matter coming before the Board at this time, and it appearing that pursuant to ORS 330.090(3) that petitions to change the boundaries of school districts are submitted to the Board for process and public hearing; and

WHEREAS, it further appearing that this Board is charged with implementing this petition for a boundary change pursuant to ORS Chapters 330; and

WHEREAS, it further appearing that that the petition has been deemed sufficient by the County Clerk as set forth in <u>Exhibit A</u>; and

WHEREAS, it further appearing that the area to shift from the Centennial School District 28J ("Centennial") to North Clackamas School District 12 ("NCSD") is described by petitioners with the legal description attached hereto as <u>Exhibit B</u> and the map attached hereto as <u>Exhibit C</u> (the "Petition Area"); and

WHEREAS, it further appearing that this matter came before the Board for public hearing on February 15, 2018 as required by statute; and

WHEREAS, it further appearing that the Board of County Commissioners of Multhomah County is required to hold a second hearing as required by ORS 330 with respect to the petition;

**NOW THEREFORE, IT IS HEREBY ORDERED** that that the Boundary Change Petition to shift the Petition Area from Centennial to NCSD (as described in <u>Exhibit B</u> and depicted on <u>Exhibit C</u>) is preliminarily approved as required by statute, that the petition is referred to Multnomah County for additional consideration, and staff is directed to schedule a hearing after consideration by Multnomah County for entry of a final order effectuating the boundary changes contemplated by the petition.

ADOPTED this 15th day of February, 2018.

BOARD OF COUNTY COMMISSIONERS

Chair

**Recording Secretary** 

## EXHIBIT A



CLACKAMAS

# Office of the County Clerk

SHERRY HALL OLERK 1710 Red Solis CI, Sis 100 OREGON CITY, OR 97045



I, SHERRY HALL, Clerk of the County of Clackamas, hereby certify that I have compared the signatures of the petition referenced; with the signatures of said electors as they appear on the registration eards in my office, and from such information as I have been able to obtain, I believe that the signatures numbering 23 are genuine for qualified electors residing in North Clackamas School District and the signatures numbering 75 for qualified electors residing in Centennial School District.

There were 509 signatures for qualified electors residing in North Clackamas School District and 523 signatures for qualified electors residing in Centennial School District from the combined two submittals.



BOARD OF PROPERTY TAX APPEALS 1710 Red Solle CI OREGON CITY, OR 87045 Dated: December 18, 2017

SHERRY HALL COUNTY CLERK

Signed:

Andrew Jones, Elections Manager

ELECTIONS DIVISION 1710 Red Solis Cl DREGON CITY, OR \$7045 RECORDING DIVISION 1710 Red Bolls CI OREGON OITY, OR 97045

RECORDS MANAGEMENT DIVISION 1720 Rod Sols Cl OREGON CITY, OR 97045 EXHIBIT A

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			Not in Sample	м

CERTIFIED LOPY OF THE ORIGINAL BY:

Oregon Centralized Voter Registration

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Page: 3

Original signatures and mailing addresses of the petitioners and the names of the school districts in which they reside.

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EXHIBIT A Petition for Proposed Change (ors 330.095) ore than one time. Signers of this page must be active registered voter culators for this petition are being paid.	mah Counties:	Centennial School District 28J and North C rse of this sheet to North Clackamas Schoo a petition sheet for this measure.	<ol> <li>Initial any changes the circulator makes to your printed name, residence address, or date you signed the petition.</li> </ol>	Printed Name	Wande Milner	BONNIEWSED	Tom Marz	Att Provide		Emily Sirkin			2	Kusture Searts	<b>Circulator Certification</b> This certification must be completed by the circulator and additional signatures should not be collected on this s I hereby certify that I witnessed the signing of the signature sheet by each individual whose signature appears on the signature sheet, and I be (ORS 255, 135). I also hereby certify that compensation I received, if any, was not based on the number of signatures obtained for this petition.	08/31/17	Date Signed inn/titly 234 S.E. S.e. Ino., S.I. Portlan Eliculator's Address street, city, 210 code
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EXH Signature Sheet   Local Petition for Proposed Chan Of it is against the law to sign a petition more than one time. Signers of this page must be act B SOME circulators $\Box$ NO circulators for this petition are being paid.	To the District Boundary Boards of Clackemas and Multnomah Counties:	We, the undersigned voters, request that the boundaries of within Centennial School District 28J <u>described on the reve</u> made available for review and I have not previously signed	<ol> <li>Initial any changes the circulator</li> </ol>	Signature	1. 11 mill. mitre	2. Bonne () ell	3. Throw Of Mitto	4. Coce Entit	1 1 1 1	6. 12	" (JA CF)"	My at	0. 11) 0 1	10. 1623	Circulator Certification This certifica I hereby certify that I witnessed the signii (ORS 255,135). I also hereby certify that c	St 1 M A	Circulator Signature Stedran Howierdan Printed Name of Circulator

## EXHIBIT B

Page 1 of 4

AKS ENGINEERING & FORESTRY, LLC ENGINEERING & FORESTRY OFFICES IN: TUALATIN, OR - VANCOUVER, WA - SALEM-KEIZER, OR

12965 SW Herman Road, Sulte 100, Tualatin, OR 97062 P: (503) 563-6151 F: (503) 563-6152

AKS Job #6183

A tract of land, and portions of right-of-way, located in the Southeast One-Quarter of Section 25, Township I South, Range 2 East, and the Southeast One-Quarter and Southwest One-Quarter of Section 30, Township 1 South, Range 3 East, Willamette Meridian, City of Happy Valley and Clackamas County, Oregon, and being more particularly described as follows:

Beginning at the northwesterly corner of the plat "Pioneer Highlands", Plat No. 4426, Clackamas County Plat Records; thence along the northerly line of said plat, Easterly 1341 feet, more or less, to the westerly right-of-way line of SE Vradenburg Road; thence along said westerly rightof-way line and east line of the northeast one-quarter of the southeast one-quarter of said Section 25, Southerly 993 feet, more or less, to the southerly line of Partition Plat No. 1990-096; thence along said southerly line. Easterly 1286 feet, more or less, to the south one-sixteenth corner common to Section 25 and Section 30; thence along north line of the southwest one-quarter of the southwest one-quarter of said Section 30, Easterly 1480 feet, more or less, to the westerly line of the plat "Grand View Meadows", Plat No. 4492, Clackamas County Plat Records: thence along said westerly line, Northerly 323 feet, more or less, to the northerly line of said plat; thence along said northerly line. Easterly 1346 feet, more or less, to the westerly right-of-way line of SE 172nd Avenue; thence Northeasterly 110 feet, more or less, to the easterly right-of-way line of SE 172nd Avenue; thence along northerly line of Document Number 2006-119589 and the northerly line of Document Number 2011-069023, Easterly 1295 feet, more or less, to the easterly line of said Document Number 2011-069023; thence along said easterly line. Southerly 19 feet, more or less, to the northerly line of Document Number 2010-016038; thence along said northerly line and the northerly line of Document Number 2010-063872, Easterly 1087 feet, more or less, to the westerly right-of-way line of SE Foster Road; thence along said westerly right-of-way line. Southeasterly 1738 feet, more or less, to the south line of said Section 30; thence along said south line, Westerly 75 feet, more or less, to the North Clackamas School District (NCSD) line; thence continuing along said south line and said NCSD line, Westerly 5484 feet, more or less, to the south line of said Section 25; thence along said south line, Westerly 2604 feet, more or less, to the north-south one-quarter section line of said Section 25; thence along said north-south line, Northerly 2293 feet, more or less, to the Point of Beginning,

The above described tract of land contains 305.26 acres, more or less.



EXHIBIT C



OWG: 6183 20170728 NCSD | EXAZ

EXHIBIT C



OWG: 6183 20170728 NCSD | EXA3

EXHIBIT C



DWG: 6163 20170728 NCSD | EXAM