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ELECTIONS
SECRETARY OF STATE

BEFORE THE SECRETARY OF STATE, STATE OF COLORADO

APPLICATION FOR DETERMINATION OF ABANDONMENT OF TOWNS

STATEMENT OF APPLICANT, DOUGLAS COUNTY, COLORADO

On June 18, 2007, The County Attorney of Douglas County, Colorado, filed an application with the Secretary of State of Colorado, pursuant to section 31-3-201, C.R.S., seeking a determination of abandonment of twelve towns, as set forth in the application, which is attached hereto as Exhibit A ("Application"). Since that time, the County Attorney has requested that the town of Wheatland be stricken from the Application as it appears to be in Jefferson County, and the County Attorney requested that the Secretary delay any hearing with respect to the town of Sedalia.

In response to the Application, the Secretary has set a hearing on the matter and has posted and published a Notice of Hearing on the Application for Determination of Abandonment of Towns in Douglas County, Colorado. The hearing is set for 9:00 a.m. on October 23, 2007, in the hearing room of the Board of County Commissioners at 100 Third Street, Castle Rock, Colorado. The towns for which abandonment is sought are Acequia, Deckers, Douglas, Frankstown, Greenland, Huntsville, Lehigh, Louviers, Russelville, and Westcreek (West Creek) ("Towns").

The criteria set forth by statute, and as set out in the Secretary's Notice of Hearing dated September 20, 2007, attached hereto as Exhibit B ("Notice of Hearing") are whether a town has held elections and maintained a town government for a period of five years preceding the Application (June 18, 2007). Thus, the Secretary will look back to the Application date of June 18, 2002, to determine whether elections or town governmental activities occurred in any of the named Towns during the five year period between June 18, 2002 and June 18, 2007.

The undersigned asserts that neither elections, nor town governmental activities, have occurred in any of the named Towns during the five year period in question. The County intends to call the Douglas County Clerk and Recorder, Mr. Jack Arrowsmith, to testify as to whether any of the named Towns have held elections or engaged in town governmental activities during the period in question.

As the Secretary is aware, the town of Frankstown has attempted to use section 31-2-301, *et seq.*, C.R.S., to reorganize as a town. On July 6, 2007, the District Court for Douglas County found that Frankstown had never incorporated and could not, therefore, reorganize. The opinion has been attached as Exhibit C. The County expects a representative of Frankstown to attempt to make similar arguments at the hearing and hereby asserts that reorganization and abandonment are completely separate issues. It is quite apparent that an incorporated or reorganized town can

still be deemed abandoned if there have been no elections or town governmental activities in the five years preceding the application for abandonment. With regards to Frankstown, however, the Secretary has the additional weight of the District Court's finding that "there was no persuasive evidence that Frankstown ever had a board of town officers exercising the duties of their offices." The Court also found, at page 7 of its Order, that Frankstown could not meet the requirement for a petition based on a mayoral election because it had never held such an election.

There has been no request for reorganization or any other municipal activity from any of the other listed Towns.

Dated this 17th day of October, 2007.

Respectfully submitted,

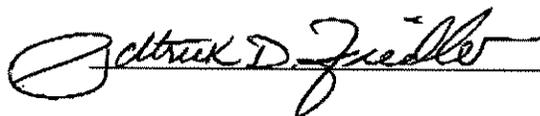
/s/ Myron A. Clark

Myron A. Clark
Senior Assistant County Attorney

CERTIFICATE OF SERVICE

I hereby certify that on this 17th day of October, 2007, a true and correct copy of the foregoing STATEMENT OF APPLICANT, DOUGLAS COUNTY, COLORADO, was duly served on the following person(s) by depositing copies of same in the U.S. Mail with sufficient first-class postage affixed, and addressed as follows:

John M. Evans, Esq.
The Law Firm of John Evans
19751 East Mainstreet, Suite 360
Parker, CO 80138



05/15/2007 20:21 3036886596

JOHN EVANS

PAGE 02



June 18, 2007

The Honorable Mika Coffman
Secretary of State
Colorado Department of State
1700 Broadway
Denver, CO 80290

Dear Secretary Coffman:

Douglas County had determined that there are a number of cities and towns still existing in the historical records in Douglas County that have not previously been determined abandoned and that have failed, for a period of five years or longer immediately prior to the filing of this application to hold a regular election, or to elect officers or maintain any town government. Pursuant to C.R.S. § 31-3-201(1)(a), in the event the County seeks a determination of abandonment, application must be made to the Secretary of State. Please consider this letter a request for determination of abandonment of the following cities or towns that once existed in Douglas County:

Town of Acequia - Est. 1874, Inc. 1885
Frankstown - Est. 1861, Inc. 1885
Greenland - Est. 1875, Inc. 1885
Douglas - Est. 1871, Inc. 1885
West Creek (Westcreek) - Est. 1896
Deckers - Est. 1885
Louviers - Est. 1906
Sedalia - Previously Round Corral, Plum, Plum Station. Round Corral est. 1865, 1870 changed to Plum, Plum Station and 1882 Sedalia Platted.
Huntsville - Est. 1960, Kansas Territory - Post office from 1860-1871, then PO moved to Larkspur
Russellville - Est. 1858, Kansas Territory
Town of Lehigh - RR Station/town 1892-1916
Wheatland - Est. 1922, Douglas/Jefferson County

Exhibit A

100 Third Street, Castle Rock, Colorado 80104 • (303) 660-7414 • FAX (303) 688-6596

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JOHN EVANS

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The Honorable Mike Coffman
Secretary of State
June 18, 2007
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The dates above are from historical records and whether correct or not, we believe the town names were previously but not currently existing towns in Douglas County. In the event this letter is insufficient to begin the process, please advise me of what forms or additional information you require so that I may immediately submit them. Please also let me know how I can be of assistance in the process.

Sincerely,



Lance J. Ingalls
County Attorney

LJI:tm

cc: Board of County Commissioners
County Administrator

STATE OF COLORADO
Department of State
1700 Broadway
Suite 250
Denver, CO 80290



Mike Coffman
Secretary of State

William A. Hobbs
Deputy Secretary of State

NOTICE
OF
HEARING

APPLICATION FOR DETERMINATION OF ABANDONMENT
OF TOWNS
IN DOUGLAS COUNTY, COLORADO

PLEASE TAKE NOTICE that, pursuant to C.R.S. 31-3-201, the county attorney of the County of Douglas, State of Colorado, has made application to the Secretary of State for a determination that the following Douglas County towns are abandoned. The application alleges as its grounds that the towns failed, for a period of longer than five years immediately prior to the filing of the application, to hold any regular or special election, elect officers, or to maintain the functions of any town government.

Acequia
Frankstown
Lehigh
West Creek (Westcreek)

Deckers
Greenland
Louviers

Douglas
Huntsville
Russelville

You are hereby notified that a hearing on the above-described application will be held on October 23, 2007, beginning at 9:00 A.M., in the Board of County Commissioners Hearing Room, Phillip S. Miller Building, 100 Third Street, Castle Rock, Colorado. At the hearing, evidence and testimony relating to this matter will be taken from any interested person. The public is invited to attend.

In accordance with part 2 of article 3 of title 31, Colorado Revised Statutes, after hearing the application and receiving evidence and testimony, the Secretary of State will determine whether or not the towns are abandoned.

Dated this 20th day of September, 2007.

Mike Coffman
Secretary of State

Exhibit B

Main Number (303) 894-2200
Administration (303) 860-6900
Fax (303) 869-4860

TDD (303) 869-4867
Web Site www.sos.state.co.us
E-mail administration@sos.state.co.us

TOTAL P.004

DISTRICT COURT, DOUGLAS COUNTY, COLORADO 4000 Justice Way Castle Rock, Colorado 80109	FILED Document CO Douglas County District Court 18th ID Filing Date: Jul 6 2007 5:44 PM MDT Filing ID: 15488419 Review Clerk: N/A
RESIDENTS AND REGISTERED ELECTORS OF THE TOWN OF FRANKSTOWN, COLORADO: ARDELL ARFSTEN, et al. v. THE BOARD OF TRUSTEES OF THE TOWN OF FRANKSTOWN, COLORADO and THE TOWN OF FRANKSTOWN, COLORADO	Case Number: 07CV1342 Division: 6
ORDER	

The Court has reviewed the Petition for an Order in the Form of Mandamus Pursuant to C.R.C.P. 106(a)(2) to Compel the Board of Trustees of the Town of Frankstown to Set a Date for an Election on the Question of the Municipal Reorganization of Frankstown, Colorado, and for the Appointment of Persons to Call and Oversee said Election pursuant to C.R.C.P. 70 and/or 57(h), the Motion to Intervene filed by Douglas County, the Petitioners' Response to the Motion to Intervene, the Reply to Petitioner's Response to the Motion to Intervene, the Petitioners' Response to the County's Reply, the Petitioners' Brief in Support of the Sufficiency of the Residents' Petition, the Petitioners' Motion for Temporary Restraining Order and Preliminary Injunction, the Second Amended Petition, and the Response to Amended Petition.

A hearing was held on June 18, 2007, at which the Petitioners were represented by John Evans, of John M. Evans, P.C. and Charles Free of Free & Carr, L.L.C. The County was represented by Myron A. Clark and Lance J. Ingalls of the Office of the Douglas County Attorney. While not conceding the County's status as an intervener under the Rules of Civil Procedure, the Petitioners agreed that the County should have the opportunity to be heard in this proceeding. The matter was rescheduled for further hearing on June 22, 2007, at which time counsel argued their positions and presented evidence on the issues presented by the Petition and on the request for a temporary restraining order against the County and the Colorado Secretary of State related to the request for abandonment the County filed with the Secretary of State in the interim between the two hearings. For reasons stated on the record, the Court found the action had already been taken by the County, thus leaving no action to be restrained, and that the Court would not issue an *ex parte* order to an elected official to refrain from exercising a statutory duty without the opportunity to be heard.

Exhibit C

The Court considered the Exhibits attached to the parties' filings and those submitted at the hearing, and heard the arguments of counsel in entering these Findings of Fact, Conclusions of Law and Order. Many of the documents relied upon were photocopies of historic statutes, historic documents such as Commissioner's meeting minutes, and portions of a pamphlet outlining the history of Frankstown. There were no objections to the authenticity of these photocopies or to the Court considering them as evidence in this proceeding.

FINDINGS OF FACT

In approximately November 1859 James Frank Gardner moved to the Douglas County. He moved into a residence on Bayou Gulch (Pet. Exh. 6). At that time, the area was in the Kansas Territory. Territorial law set out processes and powers for the creation and governance of townships within the territory, including a provision that each organized township was a "body corporate." The township was to have a township clerk and to hold regular township meetings, including a mandatory meeting 30 days after organization of the township, at which elections would be held. Under Kansas Territorial township law, the "supervisors" of each town were to act as the Board of Inspectors for township elections. (Pet. Exh. 4). There is no evidence that Frankstown organized as a township under Kansas Territorial law or elected any officers while under Kansas Territory jurisdiction.

The United States Congress created the Territory of Colorado in February 1861. Governance of the territory was to be provided by a governor and legislative assembly. The parameters of a judicial system were established as well. The Act in evidence is silent about the effect of the new territory on the legal status of towns or townships previously established under Kansas territorial law.

In 1861, the Colorado Territorial legislature described an area by metes and bounds that constituted Douglas County and named "the town of Frankstown" as its temporary county seat (Pet. Exh. 1). It was not a legal requirement that county seats be incorporated towns or cities in 1861. Other county seats were described as the "town of" in the same legislation without any evidence that they were incorporated at that time.¹ Frankstown was not described by physical location in 1861, but may have consisted simply of James F. Gardner's home on Bayou Gulch. The historical pamphlet, *A Short History of Frankstown, Colorado* by James C. Bull, noted that the word "town" was loosely used in 1861 and called Frankstown the first "portable county seat," because County Clerk James F. Gardner moved the records and himself to another location in the County, California Ranch, in 1863.

Douglas County had County Commissioners and other officers. In January 1864, then County Clerk James F. Gardner reported to the Douglas County Commissioners

¹ San Miguel, seat of Costilla County; Autubas, seat of Huerfano County; St. Vrain, seat of Weld County; Laporte, seat of Larimer County; Parkville, seat of Summit County. Note also: Boulder, seat of Boulder County, was incorporated in 1871, 10 years after its designation as the "town of Boulder;" "the town of Pueblo" was incorporated in 1885, 14 years after its designation.

that all the County documents and records had been destroyed in a December 1863 fire (Petitioners' Response Exh. 6). In approximately April 1865, the Douglas County Commissioners divided the County into five townships, one of which was described as "Frankstown Township," being "all that tract of land commencing at the north line of Douglas County and lying between the divides of Plum and Running creeks and extending to the south line of Douglas County." The Commissioners appointed a justice of the peace of Frankstown Township.

In 1866 there was an act to incorporate the Frankstown & Gile Station Wagon Road Company to build and operate a toll road starting at or near the California Ranch in Douglas County (no town of Frankstown was mentioned). Persons who damaged the road were to appear before the justice of the peace of the County and the company was to report to the County Commissioners. (Pet. Exh. 9).

In 1868, the territorial legislature enacted a process for the incorporation of towns and villages by petition of taxable electors to the county commissioners together with a metes and bounds legal description of the location. (Pet. Exh. 2) The county commissioners would then declare the town incorporated by order and it would thereafter be known as "the town of _____" unless disincorporated. Previously incorporated towns could petition the county commissioners to be disincorporated by commissioner order then incorporate under the 1868 law. Frankstown did not engage in this process. The 1868 statutes provided that the governance of towns was to include a board of trustees initially appointed by the board of county commissioners and thereafter by election, and town officers, including a town clerk, town constable and supervisor. There is no evidence that officers were appointed for Frankstown.

By a private act in February 1870, the territorial legislature amended the descriptions of county boundaries and the location of county seats in the Colorado Territory. The county seat of the County of Douglas was temporarily located in the "town of Frankstown," described as the west ½ of the NW quarter of Section 2 and the east ½ of the northeast quarter of Section 3 in township 8, South of Range 66 west (Pet. Exh. 3). This is the area Petitioners now designate as the Town of Frankstown (See, Archer map; aerial photograph).

There was evidence of a Frankstown post office in Douglas County in 1870, but no legal significance to that fact has been established. (Sufficiency Exh. 3). Other Douglas County post offices of the time were in unincorporated towns, such as Running Creek and Gomers Mill. A history of the area notes that land was donated for a Frankstown cemetery in 1870. However, that land was deeded to the school board because it was the only "legally organized body qualified to represent an unincorporated community in business transactions." (Pet. Exh. 10).

In 1874, Castle Rock became the county seat of Douglas County by election. (Pet. Exh. 13). Castle Rock was not an incorporated town until 1881, thus evidencing that a county seat designation alone did not establish that a town was incorporated.

In 1876, the State of Colorado General Assembly addressed the manner of incorporation and governance of incorporated cities and towns. Inhabitants in an unincorporated part of a county could petition the court together with providing a map or plat describing the territory and proof of the number of inhabitants, followed by an election. (Sufficiency Exh. 2). Frankstown did not engage in this process. The law provided that the corporate authority of incorporated towns "shall be vested" in an elected board of trustees, consisting of a mayor, a recorder and four other trustees. The trustees could appoint a town marshal with powers co-extensive with county law enforcement. There is no statutory provision in evidence that exempts any category of incorporated town, including previously incorporated towns, from this requirement.

The evidence contains copies of deeds and releases of deeds of trust from the era from November 1871 through March 1914, some of them transfers from James F. Gardner. All describe property by metes and bounds. Most of the proffered documents mention "Frankstown," but only one refers to the "town of" Frankstown (January 1874-deed from Gardner to Wilcox). In the October 1874 release of that property's deed of trust, however, the description does not include Frankstown at all; it merely indicates Douglas County, Territory of Colorado (Pet. Exh. 8).

In 1877, State law provided that a town that had been formed, organized or incorporated prior to the act and "shall have in office a board of officers exercising the duties of their offices, and the legality of the formation or organization shall not have been or shall not be legally denied or questioned within one year from the date of its formation or organization, shall be deemed to be a legally incorporated city or town." (Response Exh. 8). There was no persuasive evidence that Frankstown ever had a board of town officers exercising the duties of their offices.

There was no persuasive evidence that Frankstown ever had any appointed or elected trustees or mayor; enacted any local ordinance; imposed or collected any taxes; owned any property in the Frankstown name; or otherwise demonstrated any indicia of governance over any territory.

The State Archives and the Office of the Secretary of State maintain records pertinent to incorporated towns, both active and inactive. Some of the records are published on government web sites. As of May 17, 2007, the Colorado Department of Local Affairs web site maintained a list of inactive municipalities with no census data, which included Frankstown with an incorporation date of 1885 (Response Exh. 1). The State Archives listed Frankstown with an incorporation date of November 15, 1885 as of 2001 (Response Exh. 2). Apparently an unofficial website concerning historical matters picked up on the incorrect incorporation date of 1885 and reported it as well as noting Frankstown was "established" in approximately 1861. (Response Exh. 4). On December 1, 2004, the State Archives list was modified to be an accurate list of incorporated cities and towns. Frankstown is no longer included as an incorporated municipality with any incorporation date (Response Exh. 3).

Based upon the evidence, no town of Frankstown was ever properly formed and incorporated. The only persuasive evidence on the issue was that the Douglas County Commissioners created a township of Frankstown. The fact that the current commissioners filed for abandonment with the Secretary of State can not be seen as an admission that Petitioners are entitled to the relief sought. Despite territorial and state laws that allowed for the incorporation of towns, none was officially organized in the historic area of Frankstown.

DISCUSSION AND CONCLUSIONS OF LAW

This case arises under the current Colorado law concerning reorganization of towns and cities, C.R.S. 31-2-301, which provides:

"[a]ny city or town incorporated prior to July 3, 1877, which has not previously reorganized pursuant to this part 3 may abandon its organization and organize itself under the provisions of this title with the same territorial limits, by pursuing the course prescribed in this part 3.

Petitioners seek to reorganize the town of Frankstown and seek a court order under C.R.C.P. 106 requiring that an election be held pursuant to the statute and a declaratory judgment under C.R.C.P. 57 that the town is incorporated and has a right to proceed as requested. Based upon the evidence presented, there has been no persuasive law or fact presented that Kansas territorial law provided for the incorporation of towns and that Frankstown was incorporated under Kansas territorial law prior to the creation of the Colorado Territory in 1861. Frankstown did not avail itself of any of the methods of incorporation provided under Colorado territorial or state law. Petitioners presented some circumstantial evidence of incorporation either under Kansas territorial law or under Colorado territorial law, but that evidence did not establish incorporation, but only showed a town, village, or area without any town governance established at any time. The Petitioners' argument that reference to Frankstown as "the town of" was evidence that it was incorporated based upon the 1868 law is not persuasive, given that other references to "the town of" by the territorial legislature in concurrent legislation in 1861 referred to towns that were not incorporated.

Petitioners provided the Court with territorial and state law applicable over the years, which provided for and required town officers of various titles to be appointed and elected. None were. Further, there are no current officers of any kind to whom the court can issue an order of mandamus. The only officers referred to in the record were county officials and a township justice of the peace. Petitioners have not established that the township and the town of Frankstown are interchangeable in fact or in legal effect.

The physical description petitioners use for the town boundaries of Frankstown apparently originated in the law of 1870 which designated it the temporary county seat of Douglas County. If at all, that is the earliest date at which Frankstown is actually set forth as a physical location other than at the home of Mr. Gardner, the County Clerk.

This does not rise to the level of persuasive evidence that the town was incorporated, either in 1870, 1861 or previously.

Petitioners argue that once Frankstown was incorporated, the incorporation can not be challenged after a period of a year (currently six months). This presupposes that Frankstown was ever incorporated. Under 1877 law, recognition was only accorded to previously incorporated towns with officers who exercised their duties. Likewise, the current law provides the presumption of corporate legality for municipalities which have a governing body exercising its duties. Frankstown is entitled to no such presumption, both because there is insufficient proof it was ever incorporated under any legislative scheme and because it has not had a governing body which exercised its duties. C.R.S. 31-2-106; see also Response Exh. 8.

Petitioners further argue that towns that incorporated prior to July 3, 1877 which have retained such organization because they have not been disincorporated and which choose to retain their pre-1877 organization, may enforce the powers and exercise the duties that were conferred by the law under which it incorporated. C.R.S. 31-1-201; C.R.S. 31-1-202. Petitioners argue that the applicable law for the incorporation of Frankstown was Kansas Territory law. The Court has found that the law provided for its consideration does not establish that Frankstown became incorporated while under Kansas Territorial jurisdiction. Frankstown admittedly did not choose to organize under the 1868 or later procedures for municipal incorporation.

Even were the Court to find that Frankstown became incorporated prior to 1877, which it does not, towns are subject to laws enacted in 1877 and later that relate to the election of municipal officers. *City of Central v. Axton*, 410 P.2d 173 (Colo. 1966). The Petitioners' argument that governance was not formal and that elections were not common in the area in the mid to late 1800's is belied by the fact that Douglas County had officers, law enforcement, and courts, and that the township had an appointed justice of the peace.

C.R.C.P. 106 permits the Court to compel a governmental body, board or officer to perform an act or duty required by law. C.R.C.P. 106(1)(a)(2). In order to prevail, the Court must find that the Petitioners have a clear right to the relief sought, the Respondent has a clear duty to perform the act requested, and there is no available remedy. *Graminger v. Crowley*, 660 P.2d 1279 (Colo. 1983). The Petitioners have named the Board of Trustees of the Town of Frankstown as a Respondent in this case. In this case there is not, nor has there ever been, a governmental body, board of trustees or other officer of Frankstown for the Court to compel to hold a reorganization election.

C.R.S. 31-2-302 provides that the number of petitioners must comprise at least 10% of the votes cast in the last election for mayor. Petitioners suggest the Court should ignore that statutory requirement as a mere arbitrary measure that there is sufficient interest in the community to support the election for reorganization. Petitioners

assert that they are more than a majority of the registered electors living in the geographical area.

If courts can give effect to the ordinary meaning of words used by the legislature, then the statute should be construed as written, being mindful that the courts must presume the legislative body meant what it clearly said. *City of Colorado Springs v. Securecare Self Storage, Inc.*, 10 P.3d 1244, 1249 (Colo.2000); *Catholic Archdiocese of Denver v. City and County of Denver*, 741 P.2d 333, 337 (Colo.1987). The Court will not set aside the requirement by making a presumption of the legislative intent not supported by the record.

The legislature did not always choose the same measure when setting requirements under the municipalities statutes. For instance, the legislature set the number at 25% of the registered electors of the town for a petition to discontinue. C.R.S. 31-2-303 provides that if there is no mayor, the presiding officer of the governing body is to call for the reorganization election. C.R.S. 31-2-309 provides that all the ordinances that had been adopted and were in force before the reorganization would continue after the reorganization. Reading the statutes together, it is equally possible that the requirement that 10% of the voters in the last mayoral election sign the petition is to ensure that the reorganization is of a functioning town that indeed has held an election. Applying the requirement as written in the statute, Frankstown is not able to meet the requirement.

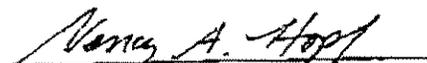
The Court declines to exercise its discretion to compel a non-existent Board of Trustees to hold a reorganization election based upon a Petition signed by registered electors in an area that Petitioners have not been established by the evidence to be a town incorporated prior to 1877 that has a clear right to hold such an election.

Having considered the evidence under C.R.C.P. 57, the Court finds and concludes that Frankstown is not an incorporated town under Colorado law and that the area legally described in the petition is located within unincorporated Douglas County.

THE AMENDED PETITION IS DENIED.

DATED: July 7, 2007

BY THE COURT:



Nancy A. Hoff
District Court Judge

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OCT 17 2007
ELECTIONS
SECRETARY OF STATE

DOUGLAS COUNTY ATTORNEY
100 Third Street
Castle Rock, Colorado 80104
Telephone (303) 660-7414
Fax (303) 688-6596

TO: The Honorable Mike Coffman, Secretary of State
COMPANY/FIRM: Colorado Secretary of State's Office
FROM: Myron A. Clark, Senior Assistant County Attorney
Lance J. Ingalls, County Attorney
FAX NO. 303-869-4861
PAGES (including cover sheet): 14
DATE: Wednesday, October 17, 2007

Attached please find the Statement of Applicant, Douglas County, Colorado, in connection with the hearing on Douglas County's Application for Determination of Town Abandonment, scheduled for Tuesday, October 23, 2007 at 9:00 a.m.

If you do not receive all of the pages in this transmission, please call 303/660-7414 immediately. Thank you.

Confidentiality Notice

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