



CITY OF GLENDALE, CALIFORNIA REPORT TO THE CITY COUNCIL

AGENDA ITEM

Report: Discussion of Council Districts and Directly Elected Mayor; Discussion of Potential Amendments to City Charter

1. A Resolution of the Council of the City of Glendale, California Declaring Its Intent to Initiate Procedures for a Transition from At-Large to District-Based Council Member Elections Pursuant to Elections Code Section 10010 and Government Code Section 34886 and Proposed Amendments to the City Charter; and Approving a Tentative Timeline for Conducting Public Hearings, Formulating Proposed District Maps, Presenting a Draft Ordinance to Council for Decision, and Presenting Proposed Ballot Language for Charter Amendments to Transition to Districts and Create Position of Directly Elected Mayor
2. A Resolution of the Council of the City of Glendale, California Declaring Its Intent to Initiate Procedures for a Transition from At-Large to District-Based Council Member Elections Pursuant to Elections Code Section 10010 and Proposed Amendments to the City Charter; and Approving a Tentative Timeline for Conducting Public Hearings, Formulating Proposed District Maps, and Presenting Proposed Ballot Language for Charter Amendments to Transition to Districts and Create Position of Directly Elected Mayor
3. A Resolution of the Council of the City of Glendale, California Declaring Its Intent to Initiate Procedures for a Transition from At-Large to District-Based Council Member Elections Pursuant to Elections Code Section 10010 and Government Code Section 34886; and Approving a Tentative Timeline for Conducting Public Hearings, Formulating Proposed District Maps, and Presenting a Draft Ordinance to Council for Decision
4. Motion Directing Staff Regarding Other Proposed Amendments to the City Charter
5. Resolution of Appropriation for \$55,000

COUNCIL ACTION

Item Type: Action Item

Approved for _____ **May 2, 2023** _____ **calendar**

EXECUTIVE SUMMARY

This report provides a discussion of a transition to councilmember districts and a directly

elected mayor. The Council may initiate a transition from the City’s at-large election system for the election of councilmembers to a district-based system, with or without a directly elected mayor. The Council may initiate the transition by way of (i) a charter amendment and district formation process, (ii) a transition from 5 at-large seats to 5 council districts without a directly elected mayor or charter amendment process, utilizing a procedure authorized by the California Government Code, (ii) or some combination of both procedures as explained further in this Report.

COUNCIL PRIORITIES

N/A.

RECOMMENDATION

That the Council consider adoption of one of the proposed resolutions declaring its intent to transition from at-large councilmember elections to district-based councilmember elections, provide direction on preparation of charter amendments for the creation of a directly elected mayor position and modification of the number of Council seats, and other potential charter amendments as may be desired. It is further recommended that if the Council adopts a statement of intent that it also approve the resolution of appropriation for \$55,000 to fund the retention of the City’s demographer, National Demographics Corporation.

BACKGROUND

The City Council requested a report for the Council to discuss a transition to Council districts and a directly elected Mayor.

Council Districts

Under Article IV, Section 1 of Charter of the City of Glendale (“Charter”), Glendale’s councilmembers are elected at large. Elections of councilmembers are staggered in even numbered years to coincide with the date of the statewide primary. The City previously explored transitioning to districts in 2014-15. The City placed a Charter amendment on the ballot in 2015 to permit the City to transition to Council districts, subject to future voter approval of the districts. That Charter amendment – Measure D – did not pass. In addition, the Council received a report in August 2021 but took no action.

Around the same time the City considered Council districts in 2014-15, Glendale Community College (GCC) and Glendale Unified School District (GUSD) transitioned to trustee areas. The GCC Board voted June 16, 2015 to change the at-large method of electing board members to a by-area election and adopted a trustee area map. On May 24, 2016, the GUSD Board of Education moved from an at-large method of electing board members to by-area elections, approving a trustee areas map providing for the district boundaries. Both GCC’s and GUSD’s trustee area elections first became effective during the April 2017 elections.

ANALYSIS

“At Large” v. “District Based” Councilmember Elections

Under California law, a district-based election is a “method of electing members to the governing body of a political subdivision in which the candidate must reside within an election district that is divisible part of the political subdivision and is elected only by the voters residing within that district.” Gov’t Code § 14026(a). By contrast, an at-large method includes:

- One in which the voters of the entire jurisdiction elect members to the governing body (Glendale’s current system).
- One in which the candidates are required to reside within given areas of the jurisdiction and the voters of the entire jurisdiction elect the members to the governing body (sometimes referred to as a “ward” system).
- One that combines at large elections with district-based elections.

Gov’t Code § 14026(a).

In recent years, many cities have transitioned from at-large elections to district-based elections, often as a result of challenges associated with the California Voter Rights Act. A list of the district v. at-large status of California cities of approximately 100,000 residents and larger is attached as Exhibit 1.

Pros and Cons of District Based Elections

There are a variety of pros and cons to transitioning to district-based elections, including:

Pros

- Each geographic area of the city is represented by a councilmember that lives in and can represent the interests of the area. For example, in Glendale, it has been pointed that individuals who live south of the 134 freeway are rarely elected to Council.
- It will likely reduce the cost to run for City Council since citywide campaigning is not required and there are fewer voters to have to contact.
- Each resident will have a specific Council member to contact for assistance.
- Voters’ choice may be simplified with fewer candidates in each race and with only one decision to make, compared to having to select 2 or 3 councilmembers in an election.
- Minority candidates may have a better opportunity to be elected with districts.

Cons

- Councilmembers representing only a single district may be more parochial in

their viewpoints when considering matters before Council and be less concerned with citywide impacts.

- Districts can create more intra-city council conflict as each member tries to maximize resources for his or her particular district.
- Seats in a district will only be up for election every four years, as opposed to every two years in the citywide process due to staggered terms, meaning voters in the current system have the opportunity to vote for council candidates every two years.
- District lines will have to be reviewed and redrawn after each census.

Directly Elected Mayor

The Council also requested that this Report discuss the matter of there being a directly elected mayor in the City of Glendale.

Under the City Charter, the Council chooses one of its members as the Mayor. Article VI, Sec. 5 further provides:

The mayor shall preside over the sessions of the council, shall sign official documents when the signature of the council or mayor is required by law, and he [or she] shall act as the official head of the city on public and ceremonial occasions. He [or she] shall have power to administer oaths and affirmations.

Under the state law applicable to general law cities, a city council may submit to the voters of a city at a general or special election the question of whether to thereafter elect a mayor and four councilmembers. Voters may also decide whether a directly elected mayor serves two-year or four-year terms. Under other provisions of the Government Code, the legislative body may submit to the registered voters an ordinance providing for the election of four, six or eight districts, with an elective mayor.

Under state law and many city charters, a directly elected mayor (as opposed to a mayor in a “strong mayor” form of government) is a member of the city council and has all the powers and duties of a member of the city council. Elective mayors’ duties under state law include the signing of written contracts and conveyances. Other duties often assigned to directly elected mayors may include to be the official spokesperson for the City and the Council, to have certain emergency powers, and other duties that may be designated in a city charter or by ordinance.

Procedural Issues

Method of Implementation: Council Ordinance, Charter Amendment, or Combination of the Two

If the Council desires to pursue a transition to Council districts, it must decide whether

to seek voter approval of an amendment to the Charter, to pursue mechanisms under state law that would permit a transition without amending the Charter or a combination of the two. As noted above, the City's at-large election system is set forth in the Charter. Generally, the Charter controls over conflicting state laws in matters of municipal affairs including local elections and the method of electing councilmembers. However, there is also recent state law that can be interpreted to allow cities, including charter cities, to transition to district-based elections without voter approval. Specifically, effective January 1, 2020, Government Code Section 34886 (hereafter "Section 34886") authorizes transition to districts as follows:

"Notwithstanding [Government Code] Section 34871 [dealing with submission of district transitions to voter approval] or any other law, the legislative body of a city may adopt an ordinance that requires the members of the legislative body to be elected by district or by district with an elective mayor, as described in subdivisions (a) and (c) of Section 34871, without being required to submit the ordinance to the voters for approval."

Although this state law is relatively new, it is the assessment of the City Attorney and the City's outside election law counsel that Section 34886 and Elections Code 10010 – which sets forth the process for transitioning to district-based elections – is properly interpreted to authorize the City to transition to 5 Council districts without an amendment to the City Charter. Many jurisdictions with electoral systems set forth in city or county charters have transitioned utilizing the process authorized under Section 34886.

Three potential options are presented for Council consideration at this time, while other options may be available.

- The Council may adopt a resolution declaring a statement of intent that utilizes the Section 34886 process and charter amendments to transition to districts, modify the number of Council seats, create the office of directly elected mayor (and establish duties thereof), and make other amendments to the Charter necessary to make the charter internally consistent with the new provisions of a directly elected mayor, council districts and a modified number of council seats. The process would establish five council districts through the Section 34886 process which would be superseded by the charter amendments if approved by the voters in March 2024, with the first elections under the new system to take place in June 2026. This would create a default district system in the event voters did not approve the proposed charter amendments.
- The Council may adopt a resolution declaring a statement of intent that utilizes the charter amendment process to transition to districts, modify the number of Council seats, create an office of directly elected mayor (and establish duties thereof), and make other amendments to the Charter necessary to make the charter internally consistent with the new provisions of a directly elected mayor,

council districts and a modified number of council seats. The City would engage in the public hearing and public outreach process required by law, select proposed maps, and place the charter amendments and maps on the ballot for the March 2024 election, with the first elections under the new system to take place in June 2026

- The Council may adopt a resolution declaring a statement of intent that utilizes the Section 34886 process alone to transition to districts. This process would be limited to transitioning to 5 Council districts, with a directly elected Mayor position requiring a separate charter amendment to create such a position as well as modify the Charter to incorporate amendments necessary to make it internally consistent (such as required number of votes on items). Councilmember elections under a Section 34886 transition could take effect as early as March 2024 as they would not require a separate charter amendment.

Process and Timeline

In accordance with Government Code Section 10010, each proposed resolution declaring Council's intent to transition to Council districts includes an estimated timeline for making the transition. The timelines are estimates only and can be revised by action of the Council. The timelines estimate adoption of district plans and/or completion of proposed Charter amendments by August 2023, although the Council will have additional time to complete the process in time to put potential charter amendment measures on the ballot by December 2023 in time for the March 2024 election. The process would include the following components among others:

- Retention of a Demographer/Districting Consultant: If the Council adopts a statement of intent, the City will need to retain an experienced demographer to analyze the City's census data and draft maps that comply with federal and state law. The City Manager and City Attorney intend to retain National Demographics Corporation for this purpose (NDC). NDC is a Glendale-based business with substantial experience helping local governments with districting, redistricting, and voting rights act liability analysis since 1979, and has completed over 450 districting and redistricting projects. NDC did the districting work for over 85% of the cities that have moved to some form of by-district elections since adoption of the California Voting Rights Act in 2002 and, in the 2021/2022 redistricting cycle, NDC assisted 215 counties, cities, school districts and special districts with their redistricting work. Clients include Glendale Unified School District, Glendale Community College District, the City of Burbank, and Burbank Unified School District. The proposed cost of NDC's scope of work is \$55,000 which includes preparation of proposed maps, attendance at the public hearings and workshops, preparation of districting website, and public mapping tool, as well as coordination with the County registrar once the map is approved. Staff is requesting a budget appropriation of \$55,000 to enter into a contract with NDC.
- Public Hearing Process: If transitioning to districts, state law will require that the

City have a minimum of four public hearings. Two public hearings would have to occur prior to the drafting/drawings of proposed district maps, either in conjunction with regular or special meetings of the Council. The purpose of the pre-drawing public hearings is to explain the process and timeline to the public, as well as solicit input and answer questions regarding the criteria that will be used to craft the district maps. Also, the public can use these hearings to provide input on which neighborhoods and “communities of interest” (discussed further below) should be preserved into single districts. The other two hearings would occur after the drafting of the proposed maps and the maps would have to be published at least 7 days prior to the hearings.

Criterion for Districts

Under the Fair and Inclusive Redistricting for Municipalities and Political Subdivisions (FAIR MAPS) Act adopted by the Legislature, effective January 1, 2020, cities and other political subdivisions must follow specified criteria in establishing district-based elections when transitioning to districts or in any redistricting process. These include:

- The districts must comply with the United States and California Constitutions, as well as the federal Voting Rights Act;
- The districts shall be substantially equal in population, as required by the United States Constitution, with population equality determined based on the total population of residents of the City as determined by the most recent federal census (incarcerated persons are not counted towards a city population unless an incarcerated person’s last known place of residence is assigned to a census block in the City); and
- The council districts shall not favor or discriminate against a political party.

In addition, the FAIR MAPS Act (Elec. Code §21621(c)) requires cities to adopt district boundaries using the following criteria in the following order of priority:

- To the extent practicable, council districts must be geographically contiguous and areas that meet only at the points of adjoining corners are not contiguous;
- To the extent practicable, the geographic integrity of any local neighborhood or local community of interest shall be respected in a manner that minimizes its division. A “community of interest” is a population that shares common social or economic interests that should be included within a single district for purposes of its fair and effective representation. Communities of interest do not include political parties, incumbents or candidates;
- Districts should be easily identifiable and understandable by residents. To

the extent practicable, council districts shall be bounded by natural and artificial barriers, by streets, or boundaries of the city; and

- To the extent practicable, and where it does not conflict with the preceding criteria, the districts shall be geographically compact in a manner that nearby areas are not bypassed for more distant populations.

It is important to note that the above “priority” criteria do not apply to charter cities, but only if the charter city has adopted “comprehensive or exclusive” redistricting criteria in its city charter. “Comprehensive or exclusive criteria” means that the charter excludes consideration of criteria other than those identified in the charter or that the charter provides two or more traditional criteria for redistricting other than the requirement that the districts be equal in population. Elec. Code §21621(e). The City does not have districting criteria in the Charter since Glendale is an at-large jurisdiction. Thus, the City would likely have to comply with the above criteria in its first districting process as it would not have the opportunity to amend its charter prior to embarking on a process this year.

Additional Charter Issues Related to District-Based Elections & Directly Elected Mayor; Other Potential Charter Amendments

If the Council proceeds with an option that modifies the number of Council seats, such a transition will likely conflict with other operative provisions of the Charter. For example, Article VI, Section 3 of the Charter provides the 3 members of the Council constitute a quorum of the Council and that certain actions of the Council (approval of budgets, ordinances, appropriations and franchises) require 3 votes. With a larger Council, these provisions would need to be amended or else would be wholly inconsistent with the purpose for which they were enacted – to require a majority of the councilmembers to convene and approve certain matters. Similarly, the provision of the Charter that requires 4/5 vote of the Council to adopt zoning legislation could technically be applied to a larger Council but may be inconsistent with the purpose for which it was enacted. Other provisions invoke the three-councilmember majority rule as well.

Additionally, if Council proceeds with an option to have a directly elected mayor, such changes would be new, important components to the City governance structure. Charter amendments would be need to help define the role of a directly elected mayor for the City’s residents and avoid confusion in the future. Additionally, while state law allows a transition to either 5, 7 or 9 districts (or 4, 6, or 8 with a directly elected mayor), as a charter city, the City can devise a system that best fits its needs if it sets forth the system in the Charter via a charter amendment approved by the voters. For example, pursuant to its charter, Pasadena has seven council districts and a directly elected mayor (8 voting members). Pasadena’s Mayor participates and votes as a councilmember and the Charter provides that 5 affirmative votes of the Council are necessary to take any action. Staff seeks direction on options related to the directly-elected mayor

and number of Council districts. Staff can return with additional research of examples of duties of the directly-elected mayor if Council provides direction to proceed.

Finally, staff seeks input from Council whether it desires any other charter amendments outside the council-mayor governance issues addressed in this Report. If Council is amenable, staff would like to propose charter amendments to streamline the procurement process related to competitive bidding. Staff would provide further information in a subsequent report, but the essence of the amendment would be to authorize flexible types of competitive bidding processes beyond what is expressly authorized in the current Charter.

STAKEHOLDERS/OUTREACH

Not applicable at this time. If the Council adopts a statement of intent, the City will engage in extensive public outreach as part of the district formation process. Elections Code Section 10010 encourages public agencies to “conduct outreach to the public, including to the non-English-speaking communities, to explain the districting process and to encourage public participation.” The City’s demographer will provide software tools to allow residents the ability review the City-drafted proposals, to propose modifications or to draw their own proposed maps for City consideration. In addition to the four required public hearings, most cities have additional public meetings/workshops to allow members of the public and stakeholders to provide input on what districts should look like. Given the amount of work involved in a short amount of time as well as the importance of having a team with significant public outreach and project management experience in the districting process, staff recommends retention of a consultant with such expertise to assist in the process. Most cities engaged in the district transition process utilize an outreach consultant with specific expertise in the district process. Staff is in the process of reviewing proposals from qualified outreach consultants for future selection.

FISCAL IMPACT

The contract with NDC will cost \$55,000, which was not included as a part of the FY 2022-23 budget. Therefore, staff is requesting an appropriation of \$55,000 from the City’s General Fund (fund balance). The appropriation request is outlined below:

Requesting Appropriation			
Amount	From (Account String)	To (Account String)	Funding Source
\$55,000	25300-1010-000	43110-1010-CAD-1000-P0000	General Fund

ENVIRONMENTAL REVIEW (CEQA/NEPA)

This activity involves organizational and administrative activities of the government related to election procedures and eligibility requirements, and such internal procedural and eligibility changes have no potential for resulting in either a direct physical change in the environment, or a reasonably foreseeable indirect physical change in the environment. As such, this action is not a "project" subject to the requirements of the California Environmental Quality Act (CEQA) 14 Cal. Code Regs§ 15378.

CAMPAIGN DISCLOSURE

This item is exempt from campaign disclosure requirements.

ALTERNATIVES

1. The Council may adopt a resolution declaring its intent to transition to council districts utilizing the Section 34886 process (adoption of an ordinance) and a directly elected mayor utilizing a charter amendment process. The Council may adopt a resolution of appropriation for \$55,000 to retain a demographer. The Council may provide additional direction on potential charter amendments.
2. The Council may adopt a resolution declaring its intent to transition to council districts and a directly elected mayor utilizing the charter amendment process alone. The Council may adopt a resolution of appropriation for \$55,000 to retain a demographer. The Council may provide additional direction on potential charter amendments.
3. The Council may adopt a resolution declaring its intent to transition to five council districts using the Section 34886 process (ordinance) alone. The Council may adopt a resolution of appropriation for \$55,000 to retain a demographer. The Council may provide additional direction on potential charter amendments.
4. The Council may select another alternative not identified by staff.

ADMINISTRATIVE ACTION

Prepared by:

Michael J. Garcia, City Attorney

Approved by:

Roubik R. Golanian, P.E., City Manager

EXHIBITS/ATTACHMENTS

1. California Cities – At Large v. Council Districts

RESOLUTION NO. _____

A RESOLUTION OF THE COUNCIL OF THE CITY OF GLENDALE, CALIFORNIA DECLARING ITS INTENT TO INITIATE PROCEDURES FOR A TRANSITION FROM AT-LARGE TO DISTRICT-BASED COUNCIL MEMBER ELECTIONS PURSUANT TO ELECTIONS CODE SECTION 10010, GOVERNMENT CODE SECTION 34886 AND PROPOSED AMENDMENTS TO THE CITY CHARTER; AND APPROVING A TENTATIVE TIMELINE FOR CONDUCTING PUBLIC HEARINGS, FORMULATING PROPOSED DISTRICT MAPS, PRESENTING A DRAFT ORDINANCE TO COUNCIL FOR DECISION, AND PRESENTING PROPOSED BALLOT LANGUAGE FOR CHARTER AMENDMENTS TO COUNCIL FOR CONSIDERATION FOR PLACEMENT ON THE BALLOT

WHEREAS, pursuant to Article IV, Section 1 of the City Charter, the five (5) members of the Council of the City of Glendale are currently elected through at-large elections, that is, each member is elected through a city-wide vote; and

WHEREAS, the California Legislature amended Elections Code Section 10010 and enacted Government Code Section 34886 to provide a method whereby a jurisdiction can expeditiously transition to a district-based election system under circumstance specified therein; and

WHEREAS, prior to the City Council's consideration of an ordinance to establish district boundaries for a district-based electoral system and holding a public hearing on that proposed ordinance, California Elections Code Section 10010 requires all of the following:

1. Prior to drawing a draft map or maps of the proposed boundaries of the districts, the City shall hold at least two (2) public hearings over a period of no more than thirty (30) days, at which the public will be invited to provide input regarding the composition of the districts.

2. After all draft maps are drawn, City shall publish and make available for release at least one draft map and, if members of the City Council will be elected in their districts at different times to provide for staggered terms of office, the potential sequence of the elections shall also be published.

3. The City Council shall also hold at least two (2) additional hearings over a period of no more than forty-five (45) days, at which the public shall be invited to provide input regarding the content of the draft map or maps and the proposed sequence of elections, if applicable.

4. The first version of a draft map shall be published at least seven (7) days before consideration at a hearing. If a draft map is revised at or following a hearing, it shall be published and made available to the public for at least seven (7) days before being adopted; and

WHEREAS, the City will retain an experienced, qualified demographer to assist the City in the development of a proposal for a district-based electoral system; and

WHEREAS, in conjunction with a plan to transition from districts, the Council desires to consider changes to the City's governance structure to include a directly elected mayor and consideration of transitioning from 5 council seats to ____ seats;

WHEREAS, the Council desires to submit proposed amendments to the City Charter to the voters, which amendments would create the position of directly elected mayor, modify the number of Council seats to _____, and make other changes to the Charter necessary to make the Charter internally consistent with a modified governance structure.

NOW, THEREFORE, BE IT RESOLVED that the Council of the City of Glendale, California declares, directs and orders as follows:

1. The Council hereby resolves to consider adoption of an ordinance, as authorized by Government Code Section 34886 and consistent with Elections Code Section 10010, to transition to a district-based election system for use in the City's General Municipal Election for City Council members beginning in March 2026.

2. The Council hereby resolves to consider adoption of ballot measure(s) that would amend the City Charter to modify the governance structure to transition from at-large Council seats to Council districts, create the position of directly elected mayor (including establishment of the duties thereof, modify the number of Council seats from 5 seats to _____ seats and make other amendments to the Charter to make it internally inconsistent with a modified governance structure.

3. Working with the retained demographer and other relevant consultants, staff is directed to publicize and post information regarding the proposed transition to a district-based election system, including options that include a modified number of Council seats, including relevant maps, notices, agendas and other information and to establish a means of communication to receive comments and answer questions from the public.

4. The Council hereby approves the tentative timeline as set forth in Exhibit A, attached to and made a part of this resolution, for conducting public hearings to solicit and receive public input and testimony on proposed district-based electoral maps and for the City Council's evaluation, possible refinement and ultimate adoption of a district-based election system for election of City Council members.

5. The timeline contained in Exhibit A may be adjusted by the Council in future consent calendars as the Council and City Attorney deem necessary or appropriate to enhance the process of receiving public input and Council consideration of districting options, provided that such adjustments shall not prevent the City from complying with the general time frames specified by Elections Code Section 10010 for public hearings, or such other timeframes as may be convenient and appropriate.

Adopted this _____ day of May, 2023.

Mayor

Attest:

City Clerk

STATE OF CALIFORNIA)
COUNTY OF LOS ANGELES)
ss. CITY OF GLENDALE)

I, Suzie Abajajian, Ph.D., City Clerk of the City of Glendale, California do hereby certify that the foregoing Resolution was duly and regularly passed and adopted by a vote of the Council of the City of Glendale at its regular meeting held on the ____ day of May, 2023, by the following vote:

AYES:

NOES:

ABSTAIN:

ABSENT:

City Clerk

EXHIBIT A

TENTATIVE TIMELINE: CONSIDERATION AND IMPLEMENTATION OF "DISTRICT-BASED" ELECTION SYSTEM

TENT. DATE	EVENT	COMMENT
May 2, 2023	Resolution of Intention	
May 2, 2023 – June 27, 2023	Public Outreach & Workshops	Re: Process & Participation No Maps Yet Drawn
June 2023	Two Public Hearings	Re: Composition of Districts No Maps Yet Drawn
July 19, 2023	Publish Draft Maps and Potential Sequence of Elections	At least 7 Days Before Public Hearings re Content of Maps
July - August 2023	Two Public Hearings	Re: Content of Draft Maps and Sequencing of Elections
August 22, 2023	Publish Amended Draft Maps and potential sequence of Elections and Election Sequence	7 Days Before Introduction of Districting Ordinance
August 29, 2023	Hold Public Hearing Select Map Introduce Ordinance Establishing By-district Elections, Including District Boundaries & Sequence	
September 12, 2023	2nd Reading and Adoption of Ordinance Establishing By-District Elections; Adoption of Resolutions Placing Charter Amendments on the Ballot to Modify Governance Structure Including Directly Elected Mayor and Modification of Number of Council Seats	
March 2024	Election on Charter Amendments	

June 2026	Elections in Three New Districts in Accordance With Ordinance if Charter Amendments Not Approved in March 2024	
June 2026	Elections in Majority of New Council Districts and Directly Elected Mayor if Charter Amendments Approved in March 2024	
March 2028	Elections in Three New Districts in Accordance With Ordinance if Charter Amendment Not Approved	
March 2028	Elections in Remainder of New Council Districts if Charter Amendments Approved in March 2024	

RESOLUTION NO. _____

A RESOLUTION OF THE COUNCIL OF THE CITY OF GLENDALE, CALIFORNIA DECLARING ITS INTENT TO INITIATE PROCEDURES FOR A TRANSITION FROM AT-LARGE TO DISTRICT-BASED COUNCIL MEMBER ELECTIONS PURSUANT TO ELECTIONS CODE SECTION 10010 AND GOVERNMENT CODE SECTION 34886; AND APPROVING A TENTATIVE TIMELINE FOR CONDUCTING PUBLIC HEARINGS, FORMULATING PROPOSED DISTRICT MAPS, AND PRESENTING A DRAFT ORDINANCE TO COUNCIL FOR DECISION

WHEREAS, pursuant to Article IV, Section 1 of the City Charter, the five (5) members of the Council of the City of Glendale are currently elected through at-large elections, that is, each member is elected through a city-wide vote; and

WHEREAS, the California Legislature amended Elections Code Section 10010 and enacted Government Code Section 34886 to provide a method whereby a jurisdiction can expeditiously transition to a district-based election system under circumstance specified therein; and

WHEREAS, prior to the City Council's consideration of an ordinance to establish district boundaries for a district-based electoral system and holding a public hearing on that proposed ordinance, California Elections Code Section 10010 requires all of the following:

1. Prior to drawing a draft map or maps of the proposed boundaries of the districts, the City shall hold at least two (2) public hearings over a period of no more than thirty (30) days, at which the public will be invited to provide input regarding the composition of the districts.
2. After all draft maps are drawn, City shall publish and make available for release at least one draft map and, if members of the City Council will be elected in their districts at different times to provide for staggered terms of office, the potential sequence of the elections shall also be published.
3. The City Council shall also hold at least two (2) additional hearings over a period of no more than forty-five (45) days, at which the public shall be invited to provide input regarding the content of the draft map or maps and the proposed sequence of elections, if applicable.
4. The first version of a draft map shall be published at least seven (7) days before consideration at a hearing. If a draft map is revised at or following a hearing, it shall be published and made available to the public for at least seven (7) days before being adopted; and

WHEREAS, the City will retain an experienced, qualified demographer to assist the City in the development of a proposal for a district-based electoral system.

NOW, THEREFORE, BE IT RESOLVED that the Council of the City of Glendale, California declares, directs and orders as follows:

1. The Council hereby resolves to consider adoption of an ordinance, as authorized by Government Code Section 34886 and consistent with Elections Code Section 10010, to transition to a district-based election system for use in the City's General Municipal Election for City Council members beginning in March 2026.

2. Working with the retained demographer and other relevant consultants, staff is directed to publicize and post information regarding the proposed transition to a district-based election system, including relevant maps, notices, agendas and other information and to establish a means of communication to receive comments and answer questions from the public.

3. The Council hereby approves the tentative timeline as set forth in Exhibit A, attached to and made a part of this resolution, for conducting public hearings to solicit and receive public input and testimony on proposed district-based electoral maps and for the City Council's evaluation, possible refinement and ultimate adoption of a district-based election system for election of City Council members.

4. The timeline contained in Exhibit A may be adjusted by the Council in future consent calendars as the Council and City Attorney deem necessary or appropriate to enhance the process of receiving public input and Council consideration of districting options, provided that such adjustments shall not prevent the City from complying with the general time frames specified by Elections Code Section 10010 for public hearings, or such other timeframes as may be convenient and appropriate.

Adopted this _____ day of May, 2023.

Mayor

Attest:

City Clerk

STATE OF CALIFORNIA)
COUNTY OF LOS ANGELES) ss.
CITY OF GLENDALE)

I, Suzie Abajjian, Ph.D., City Clerk of the City of Glendale, California do hereby certify that the foregoing Resolution was duly and regularly passed and adopted by a vote of the Council of the City of Glendale at its regular meeting held on the ____ day of May, 2023, by the following vote:

Ayes:

Noes:

Absent:

Abstain:

City Clerk

EXHIBIT A

TENTATIVE TIMELINE: CONSIDERATION AND IMPLEMENTATION OF "DISTRICT-BASED" ELECTION SYSTEM

TENT. DATE	EVENT	COMMENT
May 2, 2023	Resolution of Intention	
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July 19, 2023	Publish Draft Maps and Potential Sequence of Elections	At least 7 Days Before Public Hearings re Content of Maps
July - August 2023	Two Public Hearings	Re: Content of Draft Maps and Sequencing of Elections
August 22, 2023	Publish Amended Draft Maps and potential sequence of Elections and Election Sequence	7 Days Before Introduction of Districting Ordinance
August 29, 2023	Hold Public Hearing Select Map Introduce Ordinance Establishing By-district Elections, Including District Boundaries & Sequence	
September 12, 2023	2nd Reading and Adoption of Ordinance Establishing By-District Elections	
June 2026	Elections in Three New Districts in Accordance With Ordinance	
March 2028	Elections in Two New Districts in Accordance With Ordinance	

RESOLUTION NO. _____

A RESOLUTION OF THE COUNCIL OF THE CITY OF GLENDALE, CALIFORNIA DECLARING ITS INTENT TO INITIATE PROCEDURES FOR A TRANSITION FROM AT-LARGE TO DISTRICT-BASED COUNCIL MEMBER ELECTIONS PURSUANT TO ELECTIONS CODE SECTION 10010 AND PROPOSED AMENDMENTS TO THE CITY CHARTER; AND APPROVING A TENTATIVE TIMELINE FOR CONDUCTING PUBLIC HEARINGS, FORMULATING PROPOSED DISTRICT MAPS, PRESENTING PROPOSED BALLOT LANGUAGE FOR CHARTER AMENDMENTS TO COUNCIL FOR CONSIDERATION FOR PLACEMENT ON THE BALLOT

WHEREAS, pursuant to Article IV, Section 1 of the City Charter, the five (5) members of the Council of the City of Glendale are currently elected through at-large elections, that is, each member is elected through a city-wide vote; and

WHEREAS, the California Legislature amended Elections Code Section 10010 and enacted Government Code Section 34886 to provide a method whereby a jurisdiction can expeditiously transition to a district-based election system under circumstance specified therein; and

WHEREAS, prior to the City Council's consideration of an ordinance to establish district boundaries for a district-based electoral system and holding a public hearing on that proposed ordinance, California Elections Code Section 10010 requires all of the following:

1. Prior to drawing a draft map or maps of the proposed boundaries of the districts, the City shall hold at least two (2) public hearings over a period of no more than thirty (30) days, at which the public will be invited to provide input regarding the composition of the districts.

2. After all draft maps are drawn, City shall publish and make available for release at least one draft map and, if members of the City Council will be elected in their districts at different times to provide for staggered terms of office, the potential sequence of the elections shall also be published.

3. The City Council shall also hold at least two (2) additional hearings over a period of no more than forty-five (45) days, at which the public shall be invited to provide input regarding the content of the draft map or maps and the proposed sequence of elections, if applicable.

4. The first version of a draft map shall be published at least seven (7) days before consideration at a hearing. If a draft map is revised at or following a hearing, it shall be published and made available to the public for at least seven (7) days before being adopted; and

WHEREAS, the City will retain an experienced, qualified demographer to assist the City in the development of a proposal for a district-based electoral system; and

WHEREAS, in conjunction with a plan to transition from districts, the Council desires to consider changes to the City’s governance structure to include a directly elected mayor and consideration of transitioning from 5 council seats to ____ seats;

WHEREAS, the Council desires to submit proposed amendments to the City Charter to the voters, which amendments would create the position of directly elected mayor, modify the number of Council seats to _____, and make other changes to the Charter necessary to make the Charter internally consistent with a modified governance structure.

NOW, THEREFORE, BE IT RESOLVED that the Council of the City of Glendale, California declares, directs and orders as follows:

1. The Council hereby resolves to consider adoption of ballot measure(s) that would amend the City Charter to modify the governance structure to include transition from at-large Council seats to Council districts, creation of the position of directly elected mayor (including establishment of duties thereof), modify the number of Council seats from 5 seats to _____ seats, and make other amendments to the Charter to make it internally inconsistent with a modified governance structure.

2. Working with the retained demographer and other relevant consultants, staff is directed to publicize and post information regarding the proposed transition to a district-based election system, including options that include a modified number of Council seats, including relevant maps, notices, agendas and other information and to establish a means of communication to receive comments and answer questions from the public.

3. The Council hereby approves the tentative timeline as set forth in Exhibit A, attached to and made a part of this resolution, for conducting public hearings to solicit and receive public input and testimony on proposed district-based electoral maps and for the City Council’s evaluation, possible refinement and ultimate adoption of a district-based election system for election of City Council members.

4. The timeline contained in Exhibit A may be adjusted by the Council in future consent calendars as the Council and City Attorney deem necessary or appropriate to enhance the process of receiving public input and Council consideration of districting options, provided that such adjustments shall not prevent the City from complying with the general time frames specified by Elections Code Section 10010 for public hearings, or such other timeframes as may be convenient and appropriate.

Adopted this _____ day of May, 2023.

Mayor

Attest:

City Clerk

STATE OF CALIFORNIA)
COUNTY OF LOS ANGELES) ss.
CITY OF GLENDALE)

I, Suzie Abajjian, Ph.D., City Clerk of the City of Glendale, California do hereby certify that the foregoing Resolution was duly and regularly passed and adopted by a vote of the Council of the City of Glendale at its regular meeting held on the ____ day of May, 2023, by the following vote:

Ayes:

Noes:

Absent:

Abstain:

City Clerk

EXHIBIT A

TENTATIVE TIMELINE: CONSIDERATION AND IMPLEMENTATION OF "DISTRICT-BASED" ELECTION SYSTEM

TENT. DATE	EVENT	COMMENT
May 2, 2023	Resolution of Intention	
May 2, 2023 – June 27, 2023	Public Outreach & Workshops	Re: Process & Participation No Maps Yet Drawn
June 2023	Two Public Hearings	Re: Composition of Districts No Maps Yet Drawn
July 19, 2023	Publish Draft Maps and Potential Sequence of Elections	At least 7 Days Before Public Hearings re Content of Maps
July – August 2023	Two Public Hearings	Re: Content of Draft Maps and Sequencing of Elections
August 22, 2023	Publish Amended Draft Maps and potential sequence of Elections and Election Sequence	7 Days Before Introduction of Districting Ordinance
August 29, 2023	Hold Public Hearing; Select Map; Adopt Resolutions Placing Charter Amendments on the Ballot to Modify Governance Structure Including Establishment of By-District Elections, Including District Boundaries & Sequence, Directly Elected Mayor and Modification of Number of Council Seats	
March 2024	Election on Charter Amendments and Districts	
June 2026	Elections for Directly Elected Mayor and Majority of New Council Seats	
March 2028	Elections in Remainder of New Council Districts	

M O T I O N

Moved by Council Member _____, seconded by Council Member _____, that regarding the Report to Council dated May 2, 2023, regarding potential amendments to the City Charter, the Council directs as follows:

Vote as follows:

Ayes:

Noes:

Absent:

Abstain:

RESOLUTION NO. _____

RESOLUTION OF THE COUNCIL OF THE CITY OF GLENDALE
MAKING AN APPROPRIATION

BE IT RESOLVED BY THE COUNCIL OF THE CITY OF GLENDALE:

SECTION 1: That the sum of \$55,000 is hereby appropriated and/or transferred from the following accounts to the following accounts:

ACCOUNTS	DESCRIPTION	FROM	TO
25300-1010-000	Undesignated Fund Balance, General Fund	\$55,000	
43110-1010-CAD-1000-P0000	Contractual Services, General Fund, City Attorney Department, Departmental Services		\$55,000

To appropriate \$55,000 in funding to enter into a contract with National Demographics Corporation (NDC).

SECTION 2: The Director of Finance / Information Technology is authorized to make such other revisions, individual appropriation line-items, changes in summaries, fund totals, grand totals, and other portions of the budget document as necessary to reflect and implement the changes specified in this resolution.

SECTION 3: The City Clerk shall certify to the adoption of this Resolution.

Adopted this _____ day of _____, 2023.

ATTEST:

City Clerk



Mayor
CITY OF GLENDALE
DATE 04/13/23
APPROVED AS TO FINANCIAL
PROVISION FOR \$ 55,000

FOR _____
Director of Finance / Information Technology

STATE OF CALIFORNIA)
COUNTY OF LOS ANGELES) SS
CITY OF GLENDALE)

I, Suzie Abajian, City Clerk of the City of Glendale, do hereby certify that the foregoing Resolution No. _____ was adopted by the Council of the City of Glendale, California, at a regular meeting held on the _____ day of _____, 2023, and that the same was adopted by the following vote:

- Ayes:
- Noes:
- Absent:
- Abstain:

City Clerk

Exhibit 1
Cities Larger Than 96,000 Pop.
Council Districts v. At Large
Directly Elected vs. Appointed Mayor

City	Pop.	County	Council Districts or At Large	Elected or Appointed Mayor
Los Angeles	3,966,936	Los Angeles	Council Districts	Elected Mayor
San Diego	1,409,573	San Diego	Council Districts	Elected Mayor
San Jose	1,027,690	Santa Clara	Council Districts	Elected Mayor
San Francisco	874,961	San Francisco	Council Districts	Elected Mayor
Fresno	525,010	Fresno	Council Districts	Elected Mayor
Sacramento	500,930	Sacramento	Council Districts	Elected Mayor
Long Beach	466,776	Los Angeles	Council Districts	Elected Mayor
Oakland	425,097	Alameda	Council Districts	Elected Mayor
Bakersfield	377,917	Kern	Council Districts	Elected Mayor
Anaheim	349,964	Orange	Council Districts	Elected Mayor
Santa Ana	332,794	Orange	Council Wards	Elected Mayor
Riverside	326,414	Riverside	Council Districts	Elected Mayor
Stockton	309,228	San Joaquin	Council Districts	Elected Mayor
Irvine	273,157	Orange	At-Large*	Elected Mayor
Chula Vista	268,920	San Diego	Council Districts	Elected Mayor
Fremont	235,740	Alameda	Council Districts	Elected Mayor
San Bernardino	216,089	San Bernardino	Council Districts	Elected Mayor
Santa Clarita	213,411	Los Angeles	At-Large*	Appointed Mayor
Modesto	212,616	Stanislaus	Council Districts	Elected Mayor
Fontana	210,759	San Bernardino	Council Districts	Elected Mayor
Oxnard	208,154	San Bernardino	Council Districts	Elected Mayor
Moreno Valley	207,289	Riverside	Council Districts	Elected Mayor

*Commenced Process to Transition to Districts by 2024

**Completed Process to Transition to Districts by 2024

Huntington Beach	200,259	Orange	At-Large	Appointed Mayor
Santa Rosa	179,701	Sonoma	Council Districts	Appointed Mayor
Ontario	176,760	San Bernardino	At-Large**	Elected Mayor
Rancho Cucamonga	176,379	San Bernardino	Council Districts	Elected Mayor
Oceanside	175,622	San Diego	Council Districts	Elected Mayor
Garden Grove	173,258	Orange	Council Districts	Elected Mayor
Elk Grove	170,825	Sacramento	Council Districts	Elected Mayor
Corona	166,972	Riverside	Council Districts	Appointed Mayor
Hayward	159,293	Alameda	At-Large	Elected Mayor
Lancaster	159,028	Los Angeles	At-Large	Elected Mayor
Palmdale	156,293	Los Angeles	Council Districts	Elected Mayor
Salinas	156,143	Monterey	Council Districts	Elected Mayor
Sunnyvale	152,770	Santa Clara	Council Districts	Elected Mayor
Pomona	152,209	Los Angeles	Council Districts	Elected Mayor
Escondido	151,300	San Diego	Council Districts	Elected Mayor
Torrance	145,492	Los Angeles	Council Districts	Elected Mayor
Pasadena	141,258	Los Angeles	Council Districts	Elected Mayor
Orange	139,887	Orange	Council Districts	Elected Mayor
Fullerton	139,611	Orange	Council Districts	Appointed Mayor
Roseville	135,637	Placer	Council Districts	Appointed Mayor
Visalia	132,104	Tulare	Council Districts	Appointed Mayor
Concord	129,183	Contra Costa	Council Districts	Appointed Mayor
Thousand Oaks	127,873	Ventura	At-Large*	Appointed Mayor
Santa Clara	127,721	Santa Clara	Council Districts	Elected Mayor
Simi Valley	125,842	Ventura	Council Districts	Elected Mayor
Victorville	121,902	San Bernardino	Council Districts	Appointed Mayor
Berkeley	121,485	Alameda	Council Districts	Elected Mayor

*Commenced Process to Transition to Districts by 2024

**Completed Process to Transition to Districts by 2024

Vallejo	121,267	Solano	Council Districts	Elected Mayor
El Monte	115,517	Los Angeles	Council Districts	Elected Mayor
Fairfield	115,282	Solano	Council Districts	Elected Mayor
Carlsbad	114,253	San Diego	Council Districts	Elected Mayor
Temecula	113,381	Riverside	Council Districts	Appointed Mayor
Costa Mesa	113,159	Orange	Council Districts	Elected Mayor
Murrieta	112,941	Riverside	Council Districts	Appointed Mayor
Downey	112,322	Los Angeles	Council Districts	Appointed Mayor
Antioch	111,200	Contra Costa	Council Districts	Elected Mayor
San Buena Ventura (Ventura)	109,910	Ventura	Council Districts	Appointed Mayor
Richmond	109,884	Contra Costa	Council Districts	Elected Mayor
Inglewood	109,613	Los Angeles	Council Districts	Elected Mayor
Clovis	109,160	Fresno	At-Large	Appointed Mayor
Daly City	106,677	San Mateo	At-Large	Appointed Mayor
West Covina	106,589	Los Angeles	Council Districts	Appointed Mayor
Santa Maria	106,224	Santa Barbara	Council Districts	Elected Mayor
Jurupa Valley	105,653	Riverside	Council Districts	Appointed Mayor
Norwalk	105,304	Los Angeles	At-Large	Appointed Mayor
San Mateo	104,333	San Mateo	Districts	Appointed Mayor
Burbank	103,703	Los Angeles	At-Large*	Appointed Mayor
El Cajon	103,186	San Diego	Council Districts	Elected Mayor
Rialto	103,045	San Bernardino	At-Large	Elected Mayor
Vista	100,686	San Diego	Council Districts	Elected Mayor
Vacaville	98,875	Solano	Council Districts	Elected Mayor
Compton	96,803	Los Angeles	Council Districts	Elected Mayor

*Commenced Process to Transition to Districts by 2024

**Completed Process to Transition to Districts by 2024