

AGENDA

CITY COUNCIL OF THE CITY OF MORENO VALLEY MORENO VALLEY COMMUNITY SERVICES DISTRICT COMMUNITY REDEVELOPMENT AGENCY OF THE CITY OF MORENO VALLEY

September 20, 2011

STUDY SESSION - 6:00 P.M.

City Council Closed Session

First Tuesday of each month – 6:00 p.m.

City Council Study Sessions

Third Tuesday of each month – 6:00 p.m.

City Council Meetings

Second and Fourth Tuesdays – 6:30 p.m.

City Hall Council Chamber - 14177 Frederick Street

Upon request, this agenda will be made available in appropriate alternative formats to persons with disabilities, in compliance with the Americans with Disabilities Act of 1990. Any person with a disability who requires a modification or accommodation in order to participate in a meeting should direct such request to Mel Alonzo, ADA Coordinator at 951.413.3027 at least 48 hours before the meeting. The 48-hour notification will enable the City to make reasonable arrangements to ensure accessibility to this meeting.

Richard A. Stewart, Mayor

Jesse L. Molina, Mayor Pro Tem Robin N. Hastings, Council Member

Marcelo Co, Council Member William H. Batey II, Council Member

AGENDA

CITY COUNCIL OF THE CITY OF MORENO VALLEY MORENO VALLEY COMMUNITY SERVICES DISTRICT COMMUNITY REDEVELOPMENT AGENCY OF THE CITY OF MORENO VALLEY

STUDY SESSION - 6:00 PM SEPTEMBER 20, 2011

CALL TO ORDER

PLEDGE OF ALLEGIANCE

INVOCATION

ROLL CALL

INTRODUCTIONS

PUBLIC COMMENTS ON MATTERS UNDER THE JURISDICTION OF THE CITY COUNCIL

There is a three-minute time limit per person. Please complete and submit a BLUE speaker slip to the City Clerk. All remarks and questions shall be addressed to the presiding officer or to the City Council and not to any individual Council Member, staff member or other person.

SPECIAL ORDER OF BUSINESS

- 1. SURVEILLANCE CAMERAS (POWERPOINT TO BE PROVIDED UNDER SEPARATE COVER) (BATEY/CO/10 MIN.)
- 2. REQUEST FOR CITY COUNCIL DIRECTION IN PROCEEDING WITH AN ELECTION ON THE QUESTION OF DIRECTLY ELECTED MAYOR (CA/15 MIN.)
- CITY COUNCIL REQUESTS AND COMMUNICATIONS

(Times shown are only estimates for staff presentation. Items may be deferred by Council if time does not permit full review.)

Oral Presentation only – No written material provided

*Materials related to an item on this Agenda submitted to the City Council/Community Services District/Community Redevelopment Agency after distribution of the agenda packet are available for public inspection in the City Clerk's office at 14177 Frederick Street during normal business hours.

CLOSED SESSION

A Closed Session of the City Council, Community Services District and Community Redevelopment Agency of the City of Moreno Valley will be held in the City Manager's Conference Room, Second Floor, City Hall. The City Council will meet in Closed Session to confer with its legal counsel regarding the following matter(s) and any additional matter(s) publicly and orally announced by the City Attorney in the Council Chamber at the time of convening the Closed Session.

• PUBLIC COMMENTS ON MATTERS ON THE CLOSED SESSION AGENDA UNDER THE JURISDICTION OF THE CITY COUNCIL

There is a three-minute time limit per person. Please complete and submit a BLUE speaker slip to the City Clerk. All remarks and questions shall be addressed to the presiding officer or to the City Council and not to any individual Council member, staff member or other person.

The Closed Session will be held pursuant to Government Code:

- 1 SECTION 54956.9(a) CONFERENCE WITH LEGAL COUNSEL EXISTING LITIGATION
 - a Case: Sipple et al v. City of Alameda et al

Court: Superior Court of the State of California, County of Los

Angeles

Case No: BC 462270

2 SECTION 54956.9(b)(1) - CONFERENCE WITH LEGAL COUNSEL - SIGNIFICANT EXPOSURE TO LITIGATION

Number of Cases: 5

3 SECTION 54956.9(c) - CONFERENCE WITH LEGAL COUNSEL - INITIATION OF LITIGATION

Number of Cases: 5

REPORT OF ACTION FROM CLOSED SESSION, IF ANY, BY CITY ATTORNEY
ADJOURNMENT



MEMORANDUM

To:

Mayor and City Council

From:

Jane Halstead, City Clerk

Date:

September 20, 2011

Subject: Correction to Study Session Staff Report – Item No. 2

Please be advised of the highlighted changes made to Page 7, paragraph 2 of the Staff Report "Request for City Council Direction in Proceeding with an Election on the Question of Directly Elected Mayor" (Item No. 2). The costs previously submitted throughout the "Election Costs" paragraph have been changed.

JH:kg

Attachment

Robert L. Hansen, City Attorney C: Henry Garcia, City Manager

Council districts, then the City Council can direct the City Clerk to solicit a proposal in that regard from the contractor.

Attached hereto as Attachment 1, is the written proposal from the contractor for redistricting services to develop either a four or six district plan. The cost for the basic elements is \$12,500.00. Optional elements are itemized in the report. If the same level of service is requested as is being provided in the current redistricting effort, it would cost at least an additional \$12,000.00 to \$15,000.00, for a total of \$24,500.00 to \$27,500.00. This estimate includes two to three public meetings, three days to meet with staff and Council Members, the on-line redistricting materials, and a public participation kit.

2. Election Costs:

The Registrar of Voters has informed the City Clerk that the basic costs of the 2012 municipal general election for the three City Council districts is \$65,000.00. Each ballot measure added to that election will cost approximately \$10,000.00. Each question submitted to the voters is a separate ballot measure. Therefore, it appears that the four ballot measures will add an additional \$40,000.00 to the election costs for 2012. The total election costs for the 2012 municipal general election with three City Council districts and four ballot measures will be approximately \$105,000.00. If the City Council directs staff to prepare the ballot measures and ordinance for submission to the voters at a municipal special election, then the City Council can also direct the City Clerk to inquire as to the costs of such an election from the Registrar of Voters.

3. New Council District[s] and Elected Mayor Costs:

Attached hereto as Attachments 2 and 3 are a memo and table of proposed costs for the above prepared by former Deputy City Manager Rick Hartmann in early 2010. It is recommended that this analysis be updated to provide the City Council and public with up to date and accurate estimates. This table is merely being provided to give the City Council some general idea as to the ongoing costs of the office of Elected Mayor and a proposed increase of City Council districts.

As is shown in Attachments 2 and 3, total estimated costs of an elected Mayor and adding one City Council district are between \$862,087.00 and \$882,087.00. Of that amount, one time facilities costs for council chamber and office conversions and equipment are estimated to be \$150,500.00 to \$170,500.00. Ongoing budgetary operational expenses are estimated to be \$710,987.00.

4. Preparation of Election Materials, Staff Reports, Resolutions and Ordinance:

The costs in preparing all election materials including ballot measures, ballot titles, ballot summaries, impartial analyses, staff reports, resolutions and ordinance will be absorbed by the City Attorney's Office in its current and future budgets.



APPROVALS	
BUDGET OFFICER	
CITY ATTORNEY	
CITY MANAGER	

Report to City Council

TO: Mayor and City Council

FROM: Robert L. Hansen, City Attorney

AGENDA DATE: September 20, 2011

TITLE: Request for City Council Direction in Proceeding with an Election

on the Question of Directly Elected Mayor

RECOMMENDED ACTION

Staff recommends that the City Council review and consider the following summary of laws and timeline regarding the calling for an election on the question of directly elected Mayor and give direction to staff on how to proceed on this matter.

ADVISORY BOARD/COMMISSION RECOMMENDATION

N/A

BACKGROUND

On July 10, 1984, The Riverside County Board of Supervisors adopted Resolution No. 84-285, providing for the Moreno Valley Reorganization that was submitted to the voters as Measure F on November 6, 1984. That reorganization provided for the incorporation of the City of Moreno Valley with a five member City Council elected at large, and the formation of the Moreno Valley Community Services District. Also on the ballot at that election was Measure G, which asked the voters to decide whether future members of the City Council would be elected by or from districts. Election "by districts" means that Council Members must reside in that district and are elected by voters who only reside within that district. Election "from districts" means that Council Members must reside in that district, but they are elected by all voters in the City, regardless of the district within which they live.

Measure F passed with a majority vote establishing the City of Moreno Valley and the Moreno Valley Community Services District effective December 3, 1984. Five Council Members were elected at large and became the first City Council of the City of Moreno

Valley. Measure G passed with a majority of voters deciding that all future City Council Members would be elected by districts.

Pursuant to Cal. Govt. Code §36801, the first City Council, and all Moreno Valley City Councils since incorporation, have selected the Mayor from among themselves.

At the November 2, 2010, general election, the City Council placed two advisory ballot measures before the voters. The first advisory ballot measure asked "Do you support changing to an elected Mayor rather than one appointed by the City Council?" The second advisory ballot measure asked "Whether or not you support changing to an elected Mayor, should the City Council call a binding election for voters to decide the issue?" Both measures received a majority "yes" vote.

Staff is now seeking direction from the City Council as to what, if any, follow-up action is to be taken on the issue of a directly elected Mayor and when that action is to be taken.

DISCUSSION

Currently, the Mayor of the City of Moreno Valley is selected by a majority of the City Council from among currently serving Council Members. This is the standard method among general law cities. Cal. Govt. Code §36801: "The City Council shall . . . choose one of its number as Mayor, and one of its number as Mayor pro tempore." However, a general law city is permitted to have a Mayor that is directly elected by the voters, if certain procedures are followed. Cal. Govt. Code §34900.

Procedure for Changing to Elected Mayor:

To change from the current method of the City Council selecting a Mayor, to election of the Mayor by the voters, the law requires that certain ballot questions and an ordinance be submitted to the voters for their approval. Cal. Govt. Code §34871 *et seq.*; §34900 *et seq.* At a general or special municipal election, the electors of the City may determine whether to have a directly elected Mayor and may also determine the length of the term of office of such elected Mayor. Cal. Govt. Code §34900. The ballot measures for the election on the issue must be in substantially the following form:

Shall the electors elect a Mayor and _____ City Council Members? Yes or No Shall the term of office of Mayor be two years? Yes or No Shall the term of office of Mayor be four years? Yes or No

At the same election, the City Council must also submit an ordinance to the voters for approval. That ordinance "shall state the number of legislative districts, describe the boundaries of each, number them, and state whether members of the legislative body shall be elected ... by or from districts except for an elective mayor", who shall be elected at large. Cal. Govt. Code §§34871-34872. Pursuant to Cal. Govt. Code §34877, the ballot measure for the ordinance must be in substantially the following form:

Shall members of the legislative body of the City of Moreno Valley be elected by (or from) districts described in Ordinance No. _____, and the Mayor of the City of Moreno Valley be elected on a citywide basis by the voters of the entire city? Yes or No

Because any proposed ordinance amends the action taken by the voters at the November 6, 1984, election where County Resolution 84-285 was approved, and prior to being submitted to the voters for approval, the proposed ordinance must first be submitted to the Planning Commission to make the following findings by resolution within 90 days of submission of the proposed ordinance to the City Clerk:

- (1) the boundaries of each proposed district close,
- (2) no legislative district is eliminated prior to the termination of office of the sitting Council Member from that district, and
- (3) the effect of the proposed redistricting does not result in a greater number of Council Members serving concurrently than authorized by the proposed ordinance [Cal. Govt. Code §§34875 34876].

Following the action by the Planning Commission, the proposed ordinance will be brought to the City Council, along with proposed ballot measures, for direction to submit the measures to the Riverside County Registrar of Voters to be included in the next municipal general election, or special election held for that purpose. The City Council must take this action no later than 88 days prior to the date of the election [Cal. Govt. Code §34871; §34901].

Upon voting on the issue of whether to have an elected Mayor, "[i]f a majority of the votes cast on the proposition is for it, the office of Mayor shall thereafter be an elective office." Cal. Govt. Code § 34902 (a). If the ballot measure for the ordinance passes by a majority vote, at the expiration of the terms of office of the currently serving Council Members, or as otherwise provided in the ordinance, newly elected Council Members and the Mayor will be elected as provided for in the ordinance. Cal. Govt. Code §34878.

Powers and Duties of an Elected Mayor:

What powers and duties will an elected Mayor have? In California, cities are incorporated either as general law or charter cities. The City of Moreno Valley is a general law city. A general law city is one organized under the general laws of the State of California. Cities organized under the general laws of the state are subject to all constraints imposed by those laws. This means that general law cities only have that power and authority expressly conferred by the state Constitution or state legislature, together with such powers as are "necessarily incident to those expressly granted or essential to the declared object and purposes of the municipal corporation."

The other form of cities in California is the charter city. While general law cities derive their powers from the state Constitution and general laws, a charter city derives its

powers directly from the state Constitution subject only to the limitations in their respective charters and state laws on matters of statewide concern. A charter has the force and effect of state law. The state Constitution also grants supremacy to charter cities over municipal affairs, including the office of Mayor. Only charter cities can grant powers to the office of Mayor that exceed those expressly provided in state law.

The office of Mayor in a general law city has only those powers granted and conferred by state law. The powers of the office of Mayor in a general law city are set forth in Cal. Govt. Code §§40601 et seq. These powers are limited to signing official documents, administering oaths, ceremonial functions, presiding over meetings of the agency, and appointments of members of boards and commissions. "[W]ith the approval of the City Council, [a Mayor] shall make appointments to boards, commissions and committees unless otherwise specifically provided by statute." Cal. Gov't Code §40605. means that an elected Mayor has the authority to appoint, subject to the City Council's "right to reject Mayoral appointments." 81 Op. Atty. Gen. Cal. 75 (1998). These appointments include "regional boards, commissions, and committees" and all "appointments to City Council subcommittees." Id. The City Council may withhold approval of an appointment submitted to it by the Mayor, but may not dictate to the Mayor who the appointee must be. An elected Mayor's power also extends to the appointment of members of the City's Planning Commission, subject to the approval of the City Council. 89 Op. Atty. Gen. Cal. 178 (2006). In addition, the office of Mayor has all other powers and duties of a Member of the City Council.

Charter cities, on the other hand, can expand or contract the powers and duties of the office of Mayor. Most charter cities have chosen not to expand the powers and duties of the office of Mayor, such as the cities of Riverside and Santa Ana. However, a few large cities, such as Los Angeles and San Francisco, have expanded the powers and duties of the office of Mayor. That expansion is commonly referred to as a "strong mayor." That form of government is referred to as the Mayor-Council form of government. Only charter cities can adopt the Mayor-Council form of government and expand the powers and duties of the office of Mayor.

Therefore, generally speaking, "[t]he Mayor is a member of the City Council and has all of the powers and duties of a Member of the City Council." Cal. Govt. Code §34903. In addition, a Mayor has that authority specifically conferred by Cal. Govt. Code §40601 *et seq.* An elected Mayor has the same powers as an appointed Mayor. Cal. Govt. Code §§40601- 40604.

Compensation:

What compensation shall an elected Mayor receive? An elected Mayor is a Member of the City Council and, as such, receives the same compensation as any other Member of the City Council. An elected Mayor may, but is not required to, receive compensation in addition to the compensation established for City Council Members. Cal. Govt. Code §36516.1. Such additional compensation may be provided by an ordinance adopted by the City Council or by a majority vote of the electors voting on the proposition at a

municipal election. Additional compensation established by ordinance of the City Council may be increased or decreased by ordinance of the City Council. Additional compensation established by a vote of the electors can only be changed by a vote of the electors.

If the City Council desires to have additional compensation for an elected Mayor established by a vote of the people, then staff seeks direction as to the type and amounts of such additional compensation in order to prepare a proposed ballot measure. If the City Council desires to establish such additional compensation by ordinance, then staff seeks direction as to the type and amounts of additional compensation in order to prepare a proposed ordinance for adoption by the City Council after the election. If the City Council does not desire to have additional compensation for an elected Mayor, then no further direction is needed.

Council Districts and Mayor and Council Member Elections:

In order to prepare a proposed ordinance for submission to the voters, staff seeks direction from the City Council as to how many City Council districts the City should have if the voters approve changing to an elected Mayor. The boundaries of proposed districts are to be included in the ordinance and ballot measures.

As stated above, general law cities proposing to have an elected Mayor are to have four, six or eight City Council districts. Cal. Govt. Code §34871. The City of Moreno Valley currently has five City Council districts. If the City Council gives direction to submit four City Council districts to the voters for approval at the next municipal general election, and the office of elected Mayor is created by a majority vote, then at the next succeeding municipal general election (2014), one of the current City Council seats to be filled at that election must be designated by the City Council as the office of Mayor to be filled at that election. Cal. Govt. Code §34902(a). The person elected as Mayor shall hold office from the Tuesday following the certification of the election results and until a successor is elected and qualified. *Id.*

Since current City Council districts 2 and 4 will be filled at the 2014 municipal general election, one of those two seats must be declared by the City Council to be the office of Mayor to be filled at that election.

If the City Council gives direction to submit six City Council districts to the voters for approval at the 2012 municipal general election, then the new City Council seat will be added at the next succeeding municipal general election (2014), along with the office of elected Mayor and current City Council districts 2 and 4.

If the City Council gives direction to submit eight City Council districts to the voters for approval at the 2012 municipal general election, then there would be three new City Council districts added at the next succeeding municipal general election (2014), along with the office of elected Mayor and current City Council districts 2 and 4.

The number of Council Members up for election at each municipal general election must be equalized pursuant to Cal. Govt. Code §34906. If a City has an elected Mayor and the election of the remaining Council Members for four-year terms are not evenly staggered, the City Council may, on a one time basis only and prior to the first day for circulating nomination papers for the municipal general election, designate one of the Council Member seats appearing on the municipal general election, other than the office of Mayor, to serve a two-year term until the next municipal general election. At all subsequent elections, that Council Member seat shall serve a four-year term. Therefore, if the City Council directs that the City should have eight City Council districts, then one of the City Council districts (probably a newly created City Council district) will have to be designated as a two-year term by the City Council prior to the first day for the circulation of nomination papers for the 2014 municipal general election for that City Council district. At the next succeeding municipal general election (2016) and thereafter, the Council Member from the City Council district so designated shall serve a four-year term.

The Mayor will be elected every two years at a municipal general election if the voters determine a two-year term, or every four years at a municipal general election if the voters determine a four-year term.

Timing:

If the City Council directs staff to prepare ballot measures and an ordinance for submission to the voters at the 2012 municipal general election, as outlined in this report, then staff can begin the redistricting process and prepare an ordinance for submission to the Planning Commission. Staff will submit the proposed ordinance to the Planning Commission to make the findings required by law within 90 days of submission of the proposed ordinance to the City Clerk. Following the Planning Commission action, staff will prepare all necessary documents for the City Council to call an election on these matters. The City Council must adopt a resolution calling an election at least 130 days prior to the date of the next municipal general election. Elections Code §§330; 10002; 10403.5; 13307. Thereafter, the proposed ballot measures and ordinance must be submitted to the Riverside County Registrar of Voters at least 88 days prior to the election. Elections Code §§9222 – 9223; 13247.

FISCAL IMPACT

Costs:

1. Redistricting Costs:

At the last City Council meeting, Council Member Batey inquired whether it would be more economical to have proposed districts drawn now since the City is redistricting based on the 2010 Census? The City Clerk has asked the contractor to provide estimates for redistricting now to accommodate four or six City Council districts, depending on the direction from the City Council. If the direction is to have eight City

Council districts, then the City Council can direct the City Clerk to solicit a proposal in that regard from the contractor.

Attached hereto as Attachment 1, is the written proposal from the contractor for redistricting services to develop either a four or six district plan. The cost for the basic elements is \$12,500.00. Optional elements are itemized in the report. If the same level of service is requested as is being provided in the current redistricting effort, it would cost at least an additional \$12,000.00 to \$15,000.00, for a total of \$24,500.00 to \$27,500.00. This estimate includes two to three public meetings, three days to meet with staff and Council Members, the on-line redistricting materials, and a public participation kit.

2. Election Costs:

The Registrar of Voters has informed the City Clerk that the basic costs of the 2012 municipal general election for the three City Council districts is \$65,000.00. Each ballot measure added to that election will cost approximately \$10,000.00. Each question submitted to the voters is a separate ballot measure. Therefore, it appears that the four ballot measures will add an additional \$40,000.00 to the election costs for 2012. The total election costs for the 2012 municipal general election with three City Council districts and four ballot measures will be approximately \$105,000.00. If the City Council directs staff to prepare the ballot measures and ordinance for submission to the voters at a municipal special election, then the City Council can also direct the City Clerk to inquire as to the costs of such an election from the Registrar of Voters.

3. New Council District[s] and Elected Mayor Costs:

Attached hereto as Attachments 2 and 3 are a memo and table of proposed costs for the above prepared by former Deputy City Manager Rick Hartmann in early 2010. It is recommended that this analysis be updated to provide the City Council and public with up to date and accurate estimates. This table is merely being provided to give the City Council some general idea as to the ongoing costs of the office of Elected Mayor and a proposed increase of City Council districts.

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4. Preparation of Election Materials, Staff Reports, Resolutions and Ordinance:

The costs in preparing all election materials including ballot measures, ballot titles, ballot summaries, impartial analyses, staff reports, resolutions and ordinance will be absorbed by the City Attorney's Office in its current and future budgets.

ALTERNATIVES

- 1. City Council can direct staff to begin redistricting for four, six or eight City Council districts and preparation of a proposed ordinance to submit to the Planning Commission to make necessary findings.
- 2. City Council can further direct staff to prepare all necessary ballot measures and other election materials to present to the City Council for consideration in calling a municipal general election on the question of an elected Mayor and new City Council districts for submission to the voters at the November 6, 2012, municipal general election, or special election at a different time.
- 3. City Council can further direct staff as to the issue of additional compensation for a directly elected Mayor.
- 4. Alternatively, the City Council can direct staff to take no further action on this issue.

ATTACHMENTS/EXHIBITS

Attachment 1 – National Demographics Corporation Proposal for Redistricting

Attachment 2 – March 16, 2010, Memo Re Fixed and Operational Costs

Attachment 3 – Tables of Estimated Fixed and Operational Expenses

Prepared By:
Name Robert L. Hansen
Title City Attorney

Department Head Approval:

Name Robert L. Hansen
Title City Attorney

Concurred By: Name Title

Council Action	
Approved as requested:	Referred to:
Approved as amended:	For:
Denied:	Continued until:
Other:	Hearing set for:



APPROVALS	
BUDGET OFFICER	caf
CITY ATTORNEY	Rest
CITY MANAGER	- MAD

Report to City Council

TO: Mayor and City Council

FROM: Robert L. Hansen, City Attorney

AGENDA DATE: September 20, 2011

TITLE: Request for City Council Direction in Proceeding with an Election

on the Question of Directly Elected Mayor

RECOMMENDED ACTION

Staff recommends that the City Council review and consider the following summary of laws and timeline regarding the calling for an election on the question of directly elected Mayor and give direction to staff on how to proceed on this matter.

ADVISORY BOARD/COMMISSION RECOMMENDATION

N/A

BACKGROUND

On July 10, 1984, The Riverside County Board of Supervisors adopted Resolution No. 84-285, providing for the Moreno Valley Reorganization that was submitted to the voters as Measure F on November 6, 1984. That reorganization provided for the incorporation of the City of Moreno Valley with a five member City Council elected at large, and the formation of the Moreno Valley Community Services District. Also on the ballot at that election was Measure G, which asked the voters to decide whether future members of the City Council would be elected by or from districts. Election "by districts" means that Council Members must reside in that district and are elected by voters who only reside within that district. Election "from districts" means that Council Members must reside in that district, but they are elected by all voters in the City, regardless of the district within which they live.

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Valley. Measure G passed with a majority of voters deciding that all future City Council Members would be elected by districts.

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Staff is now seeking direction from the City Council as to what, if any, follow-up action is to be taken on the issue of a directly elected Mayor and when that action is to be taken.

DISCUSSION

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Procedure for Changing to Elected Mayor:

To change from the current method of the City Council selecting a Mayor, to election of the Mayor by the voters, the law requires that certain ballot questions and an ordinance be submitted to the voters for their approval. Cal. Govt. Code §34871 *et seq.*; §34900 *et seq.* At a general or special municipal election, the electors of the City may determine whether to have a directly elected Mayor and may also determine the length of the term of office of such elected Mayor. Cal. Govt. Code §34900. The ballot measures for the election on the issue must be in substantially the following form:

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At the same election, the City Council must also submit an ordinance to the voters for approval. That ordinance "shall state the number of legislative districts, describe the boundaries of each, number them, and state whether members of the legislative body shall be elected ... by or from districts except for an elective mayor", who shall be elected at large. Cal. Govt. Code §§34871-34872. Pursuant to Cal. Govt. Code §34877, the ballot measure for the ordinance must be in substantially the following form:

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- (1) the boundaries of each proposed district close,
- (2) no legislative district is eliminated prior to the termination of office of the sitting Council Member from that district, and
- (3) the effect of the proposed redistricting does not result in a greater number of Council Members serving concurrently than authorized by the proposed ordinance [Cal. Govt. Code §§34875 34876].

Following the action by the Planning Commission, the proposed ordinance will be brought to the City Council, along with proposed ballot measures, for direction to submit the measures to the Riverside County Registrar of Voters to be included in the next municipal general election, or special election held for that purpose. The City Council must take this action no later than 88 days prior to the date of the election [Cal. Govt. Code §34871; §34901].

Upon voting on the issue of whether to have an elected Mayor, "[i]f a majority of the votes cast on the proposition is for it, the office of Mayor shall thereafter be an elective office." Cal. Govt. Code § 34902 (a). If the ballot measure for the ordinance passes by a majority vote, at the expiration of the terms of office of the currently serving Council Members, or as otherwise provided in the ordinance, newly elected Council Members and the Mayor will be elected as provided for in the ordinance. Cal. Govt. Code §34878.

Powers and Duties of an Elected Mayor:

What powers and duties will an elected Mayor have? In California, cities are incorporated either as general law or charter cities. The City of Moreno Valley is a general law city. A general law city is one organized under the general laws of the State of California. Cities organized under the general laws of the state are subject to all constraints imposed by those laws. This means that general law cities only have that power and authority expressly conferred by the state Constitution or state legislature, together with such powers as are "necessarily incident to those expressly granted or essential to the declared object and purposes of the municipal corporation."

The other form of cities in California is the charter city. While general law cities derive their powers from the state Constitution and general laws, a charter city derives its

powers directly from the state Constitution subject only to the limitations in their respective charters and state laws on matters of statewide concern. A charter has the force and effect of state law. The state Constitution also grants supremacy to charter cities over municipal affairs, including the office of Mayor. Only charter cities can grant powers to the office of Mayor that exceed those expressly provided in state law.

The office of Mayor in a general law city has only those powers granted and conferred by state law. The powers of the office of Mayor in a general law city are set forth in Cal. Govt. Code §§40601 et seq. These powers are limited to signing official documents, administering oaths, ceremonial functions, presiding over meetings of the agency, and appointments of members of boards and commissions. "[W]ith the approval of the City Council, [a Mayor] shall make appointments to boards, commissions and committees unless otherwise specifically provided by statute." Cal. Gov't Code §40605. means that an elected Mayor has the authority to appoint, subject to the City Council's "right to reject Mayoral appointments." 81 Op. Atty. Gen. Cal. 75 (1998). These appointments include "regional boards, commissions, and committees" and all "appointments to City Council subcommittees." Id. The City Council may withhold approval of an appointment submitted to it by the Mayor, but may not dictate to the Mayor who the appointee must be. An elected Mayor's power also extends to the appointment of members of the City's Planning Commission, subject to the approval of the City Council. 89 Op. Atty. Gen. Cal. 178 (2006). In addition, the office of Mayor has all other powers and duties of a Member of the City Council.

Charter cities, on the other hand, can expand or contract the powers and duties of the office of Mayor. Most charter cities have chosen not to expand the powers and duties of the office of Mayor, such as the cities of Riverside and Santa Ana. However, a few large cities, such as Los Angeles and San Francisco, have expanded the powers and duties of the office of Mayor. That expansion is commonly referred to as a "strong mayor." That form of government is referred to as the Mayor-Council form of government. Only charter cities can adopt the Mayor-Council form of government and expand the powers and duties of the office of Mayor.

Therefore, generally speaking, "[t]he Mayor is a member of the City Council and has all of the powers and duties of a Member of the City Council." Cal. Govt. Code §34903. In addition, a Mayor has that authority specifically conferred by Cal. Govt. Code §40601 *et seq.* An elected Mayor has the same powers as an appointed Mayor. Cal. Govt. Code §§40601- 40604.

Compensation:

What compensation shall an elected Mayor receive? An elected Mayor is a Member of the City Council and, as such, receives the same compensation as any other Member of the City Council. An elected Mayor may, but is not required to, receive compensation in addition to the compensation established for City Council Members. Cal. Govt. Code §36516.1. Such additional compensation may be provided by an ordinance adopted by the City Council or by a majority vote of the electors voting on the proposition at a

municipal election. Additional compensation established by ordinance of the City Council may be increased or decreased by ordinance of the City Council. Additional compensation established by a vote of the electors can only be changed by a vote of the electors.

If the City Council desires to have additional compensation for an elected Mayor established by a vote of the people, then staff seeks direction as to the type and amounts of such additional compensation in order to prepare a proposed ballot measure. If the City Council desires to establish such additional compensation by ordinance, then staff seeks direction as to the type and amounts of additional compensation in order to prepare a proposed ordinance for adoption by the City Council after the election. If the City Council does not desire to have additional compensation for an elected Mayor, then no further direction is needed.

Council Districts and Mayor and Council Member Elections:

In order to prepare a proposed ordinance for submission to the voters, staff seeks direction from the City Council as to how many City Council districts the City should have if the voters approve changing to an elected Mayor. The boundaries of proposed districts are to be included in the ordinance and ballot measures.

As stated above, general law cities proposing to have an elected Mayor are to have four, six or eight City Council districts. Cal. Govt. Code §34871. The City of Moreno Valley currently has five City Council districts. If the City Council gives direction to submit four City Council districts to the voters for approval at the next municipal general election, and the office of elected Mayor is created by a majority vote, then at the next succeeding municipal general election (2014), one of the current City Council seats to be filled at that election must be designated by the City Council as the office of Mayor to be filled at that election. Cal. Govt. Code §34902(a). The person elected as Mayor shall hold office from the Tuesday following the certification of the election results and until a successor is elected and qualified. *Id.*

Since current City Council districts 2 and 4 will be filled at the 2014 municipal general election, one of those two seats must be declared by the City Council to be the office of Mayor to be filled at that election.

If the City Council gives direction to submit six City Council districts to the voters for approval at the 2012 municipal general election, then the new City Council seat will be added at the next succeeding municipal general election (2014), along with the office of elected Mayor and current City Council districts 2 and 4.

If the City Council gives direction to submit eight City Council districts to the voters for approval at the 2012 municipal general election, then there would be three new City Council districts added at the next succeeding municipal general election (2014), along with the office of elected Mayor and current City Council districts 2 and 4.

The number of Council Members up for election at each municipal general election must be equalized pursuant to Cal. Govt. Code §34906. If a City has an elected Mayor and the election of the remaining Council Members for four-year terms are not evenly staggered, the City Council may, on a one time basis only and prior to the first day for circulating nomination papers for the municipal general election, designate one of the Council Member seats appearing on the municipal general election, other than the office of Mayor, to serve a two-year term until the next municipal general election. At all subsequent elections, that Council Member seat shall serve a four-year term. Therefore, if the City Council directs that the City should have eight City Council districts, then one of the City Council districts (probably a newly created City Council district) will have to be designated as a two-year term by the City Council prior to the first day for the circulation of nomination papers for the 2014 municipal general election for that City Council district. At the next succeeding municipal general election (2016) and thereafter, the Council Member from the City Council district so designated shall serve a four-year term.

The Mayor will be elected every two years at a municipal general election if the voters determine a two-year term, or every four years at a municipal general election if the voters determine a four-year term.

Timing:

If the City Council directs staff to prepare ballot measures and an ordinance for submission to the voters at the 2012 municipal general election, as outlined in this report, then staff can begin the redistricting process and prepare an ordinance for submission to the Planning Commission. Staff will submit the proposed ordinance to the Planning Commission to make the findings required by law within 90 days of submission of the proposed ordinance to the City Clerk. Following the Planning Commission action, staff will prepare all necessary documents for the City Council to call an election on these matters. The City Council must adopt a resolution calling an election at least 130 days prior to the date of the next municipal general election. Elections Code §§330; 10002; 10403.5; 13307. Thereafter, the proposed ballot measures and ordinance must be submitted to the Riverside County Registrar of Voters at least 88 days prior to the election. Elections Code §§9222 – 9223; 13247.

FISCAL IMPACT

Costs:

1. Redistricting Costs:

At the last City Council meeting, Council Member Batey inquired whether it would be more economical to have proposed districts drawn now since the City is redistricting based on the 2010 Census? The City Clerk has asked the contractor to provide estimates for redistricting now to accommodate four or six City Council districts, depending on the direction from the City Council. If the direction is to have eight City

Council districts, then the City Council can direct the City Clerk to solicit a proposal in that regard from the contractor.

Attached hereto as Attachment 1, is the written proposal from the contractor for redistricting services to develop either a four or six district plan. The cost for the basic elements is \$12,500.00. Optional elements are itemized in the report. If the same level of service is requested as is being provided in the current redistricting effort, it would cost at least an additional \$12,000.00 to \$15,000.00, for a total of \$24,500.00 to \$27,500.00. This estimate includes two to three public meetings, three days to meet with staff and Council Members, the on-line redistricting materials, and a public participation kit.

2. Election Costs:

The Registrar of Voters has informed the City Clerk that the basic costs of the 2012 municipal general election for the three City Council districts is \$105,000.00 Each ballot measure added to that election will cost \$40,000.00 Each question that is required by law to be submitted to the voters is a separate ballot measure. Therefore, it appears that the four ballot measures will add an additional \$160,000.00 to the election costs for 2012. The total election costs for the 2012 municipal general election with three City Council districts and four ballot measures will be approximately \$265,000.00. If the City Council directs staff to prepare the ballot measures and ordinance for submission to the voters at a municipal special election, then the City Council can also direct the City Clerk to seek inquire as to the costs of such an election from the Registrar of Voters.

3. New Council District[s] and Elected Mayor Costs:

Attached hereto as Attachments 2 and 3 are a memo and table of proposed costs for the above prepared by former Deputy City Manager Rick Hartmann in early 2010. It is recommended that this analysis be updated to provide the City Council and public with up to date and accurate estimates. This table is merely being provided to give the City Council some general idea as to the ongoing costs of the office of Elected Mayor and a proposed increase of City Council districts.

As is shown in Attachments 2 and 3, total estimated costs of an elected Mayor and adding one City Council district are between \$862,087.00 and \$882,087.00. Of that amount, one time facilities costs for council chamber and office conversions and equipment are estimated to be \$150,500.00 to \$170,500.00. Ongoing budgetary operational expenses are estimated to be \$710,987.00.

4. Preparation of Election Materials, Staff Reports, Resolutions and Ordinance:

The costs in preparing all election materials including ballot measures, ballot titles, ballot summaries, impartial analyses, staff reports, resolutions and ordinance will be absorbed by the City Attorney's Office in its current and future budgets.

ALTERNATIVES

- 1. City Council can direct staff to begin redistricting for four, six or eight City Council districts and preparation of a proposed ordinance to submit to the Planning Commission to make necessary findings.
- 2. City Council can further direct staff to prepare all necessary ballot measures and other election materials to present to the City Council for consideration in calling a municipal general election on the question of an elected Mayor and new City Council districts for submission to the voters at the November 6, 2012, municipal general election, or special election at a different time.
- 3. City Council can further direct staff as to the issue of additional compensation for a directly elected Mayor.
- 4. Alternatively, the City Council can direct staff to take no further action on this issue.

ATTACHMENTS/EXHIBITS

Attachment 1 – National Demographics Corporation Proposal for Redistricting

Attachment 2 – March 16, 2010, Memo Re Fixed and Operational Costs

Attachment 3 – Tables of Estimated Fixed and Operational Expenses

Prepared By:
Name Robert L. Hansen
Title City Attorney

Department Head Approval:

Name Robert L. Hansen
Title City Attorney

Concurred By: Name Title

Council Action	
Approved as requested:	Referred to:
Approved as amended:	For:
Denied:	Continued until:
Other:	Hearing set for:

Proposal for Redistricting Services for Moreno Valley to develop either a 4-district or 6-district plan

(Assumes previous completion of post-decennial redistricting of existing 5 district plan)

Basic Elements \$12,500

- Re-use redistricting database from initial redistricting, including Census and California Statewide Database data, incumbent locations, and any Geographic Information System (GIS) data that the City wishes to include and provides (often including school locations; school attendance areas; important local landmarks; or local neighborhood boundaries);
- Development of 2 or 3 "Consultant Plans" for Council consideration;
- Presentation of draft plans at one Council meeting (by conference call -- in-person meeting would involve optional per-meeting cost indicated below);
- Analysis and preparation for Council consideration of all whole or partial plans submitted by the public;
- Presentation of final Plans at one Council meeting (by conference call -- in-person meeting would involve optional per-meeting cost indicated below)
- Any conference calls to discussion the project's progress or answer any Council or Staff questions that may arise;
- Any relatively minor emendations requested to a Council-preferred Draft plan;
- Work with the County Registrar of Voters to implement the final adopted plan.

Optional Elements

•	In-person Council and/or public meetings, per meeting day	\$2,000
•	Development of each new plan, from scratch or nearly from scratch,	
	beyond the 2 or 3 "Consultant Plans" in the basic package	\$1,750
•	Create, maintain, and update a project website	\$4,500
•	Repurpose original "Public Participation Kit" in paper/Acrobat PDF-only and paper-plus-Excel formats, including all necessary instructions and	
	processing of all submitted plans	\$1,500
•	Repurpose and support original online redistricting application for the public to design and submit redistricting plans for NDC review and Council considerable.	
	(currently under development)	\$4,500
•	Translation of any project materials in Spanish (per page)	\$125 per page

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M E M O R A N D U M

To: Robert Herrick, Special Legal Counsel

From: Rick C. Hartmann, Interim Assistant City Manager

Date: March 16, 2010

Subject: FIXED AND OPERATION COST ESTIMATES FOR THE PROPOSED

DIRECTLY ELECTED MAYOR BALLOT MEASURE

BACKGROUND

As requested by the City Attorney's Office, I have worked with Staff to estimate the fixed and operation costs associated with the three directly elected Mayor scenarios to be considered by the City Council at its April 20 Study Session meeting. The three scenarios are as follows:

Scenario One: Directly elected Mayor and four City Council Members for a total of

five elected seats.

Scenario Two: Directly elected Mayor and six City Council Members for a total of

seven elected seats.

Scenario Three: Directly elected Mayor and eight City Council Members for a total

of nine elected seats.

ANALYSIS

Office Space: Each scenario was analyzed as to the impacts that may occur on fixed costs and operation expenses. Regarding fixed costs, Staff first assessed the need for office space. Scenario One was the simplest. The only suggested change to the existing City Council office configuration was the accommodation of a separate conference room with table and chairs for the Mayor and the conversion of the Assistant City Clerk's office (presently vacant) to the fourth City Council office. The cost to accommodate Scenario One is estimated to be \$18,000.

Scenario Two would require the relocation of the Deputy City Clerk and work area to construct two new City Council offices. The relocation of the Deputy City Clerk and work area should be close to the City Clerk and department records. The logical space would be to convert the existing Training Conference Room to needed offices and work area. This would reduce the number of large conference/meeting rooms in City Hall to the City Manager's Conference Room on the second floor, the

Memo DEM Fixed & Operational Cost Estimates March 16, 2010 Page 2

Aquarium Conference Room on the first floor, and the Council Chambers. There will still be three small conference/meeting rooms that can accommodate up to ten people. However both the City Manager's Conference Room and the Training Conference Room are frequently used given the need for a larger room to accommodate more than ten people. The cost to accommodate Scenario Two is estimated to be between \$150,500 and \$170,500. Included in the estimate is office furniture and related equipment for the new City Council offices and staff.

The third scenario, Scenario Three, created a number of challenges. In essence, both the City Manager's Office and the City Attorney's Office would have to be relocated to other parts of City Hall or moved off-site. If the two Offices are relocated in other areas of City Hall, other departments and staff may be displace and relocated. The cost to accommodate Scenario Three is estimated to be between \$283,000 and \$323,000. Included in the estimate is office furniture and related equipment for the new City Council offices and staff.

<u>Council Chambers and Other Facilities</u>: Staff also considered the need for additional space in the Council Chambers and other facilities. As would be expected, Scenario One did not impact the Chambers or cause an impact on other facilities. There would be a minor expense of \$400 for new parking signs and maybe pavement markings.

Scenario Two may not impact the existing configuration of the Council Chambers, specifically the dais, if the City Council is comfortable with the current dais seating configuration for seven, with each space having a 33 inch work area. If the City Council would like to have a larger (42 inch) seating area/work space, the dais would have to be reconstructed and possibly relocated to the Chambers' easterly wall. If this were to occur, there would be additional expense to rewire the sound equipment and other equipment as well as lighting, staff seating area, video monitors, and the speaker's podium. If relocating the dais to the easterly wall does not work, relocating the Council Chambers off-site may have to be considered which would significantly add to the cost estimate for this scenario. There would be a minor expense of \$600 for new parking signs and pavement markings if the existing dais for seven is acceptable.

Scenario Three would require the relocation of the Council Chambers off-site (i.e., use of one of the city's building in the complex to the south) or the reconstruction of the easterly wall out for more space. A new dais would have to purchased and associated furniture, sound equipment, video monitoring equipment, etc., to accommodate nine seating areas/working spaces. If a permanent Chambers cannot be accommodated elsewhere, a portable dais would have to be considered and available at the Conference and Recreation Center. Staff has estimated the cost of Scenario Three to be between \$22,800 and \$1.5 million.

Memo DEM Fixed & Operational Cost Estimates March 16, 2010 Page 3

Operation Expenses: In addition to the fixed charges described above, Staff has estimated the fiscal impacts of a directly elected Mayor on the City's budget using the same three scenarios. Scenario One is a "base budget" with the addition of a Management Analyst. The new position would assist the Mayor in a number of legislative and political matters. Scenarios Two and Three increased the base budget by the number of elected seat being increase to seven and nine, respectively and adding an Administrative Assistant for Scenario Two and two Assistants for Scenario Three. The cost estimates between the three scenarios range between \$530,530 and \$891,444.

Attached to this Memorandum are three tables. Each table describes in more detail the various items and related cost estimates described above.

SUMMARY

In summary, the cost estimate for each scenario varies significantly and the table below has been prepared to demonstrate this fact. Please note Staff has quickly, for the purpose of discussion only, prepared this Memorandum and cost estimates. If the City Council wants to visit one or more the scenarios above in more detail, Staff stands ready to assist if requested.

DIRECTLY ELECTED MAYOR COST ESTIMATE SUMMARY TABLE

Cost Estimates	Scenario One	Scenario Two	Scenario Three
Table 1 Mayor and City Council Offices	\$18,000	\$150,500 to \$170,500	\$283,000 to \$323,000
Table 2 Council Chambers and Other Costs	\$400	\$600	\$1,172,800 to \$2,172,800
Table 3 Annual Operation Expenses* TOTAL	\$530,530 \$548,930	\$710,987 \$862,087 to \$882,087	\$891,444 \$2,347,244 to \$3,387,244

^{*} A "Base Budget" amount of \$433,584 was used.

If you have any questions, please feel free to contact me.

/rch

Attachments (3)

c: Robert Hansen, City Attorney (w/ attachments)
Bill Bopf, Interim City Manager (w/ attachments)
Jane Halstead, City Clerk (w/ attachments)

Memo.DEM Items Needing Clarification.10.0316

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	Directly I	TABLE 1 Directly Elected Mayor Cost Estimates: Mayor and Council Offices	mates:	
o N	Mayor and City Council Offices Improvements Necessary to accommodate Scenarios (In today's dollars)	Scenario One: Directly Elected Mayor + 4 Council Members	Scenario Two: Directly Elected Mayor + 6 Council Members	Scenario Three: Directly Elected Mayor + 8 Council Members
~	Convert two existing council offices into one for the Mayor (to accommodate conference table/chairs). Relocate fourth council office into vacant Assistant City Clerk's office.	\$10,000	\$10,000	Not Applicable
7	New conference table and chairs (6).	\$8,000	\$8,000	\$8,000
ო	Relocate staff to Training Conference Room and build two new offices with new furniture.	Not Applicable	\$75,000	Not Applicable
4	Construct 2-new council offices or conference rooms where existing Deputy City Clerk presently works and the Office's work area.	Not Applicable	\$25,000	Not Applicable
ιO	Relocate City Attorney's Office and staff to other offices. Purchase furniture as necessary. May require the relocation of other staff to other locations.	Not Applicable	Not Applicable	\$100,000*

	Directly Ma	TABLE 1 Directly Elected Mayor Cost Estimates: Mayor and Council Offices	imates:	
o N	Mayor and City Council Offices Improvements Necessary to accommodate Scenarios (In today's dollars)	Scenario One: Directly Elected Mayor + 4 Council Members	Scenario Two: Directly Elected Mayor + 6 Council Members	Scenario Three: Directly Elected Mayor + 8 Council Members
Θ	Relocate City Manager Office and staff to other offices. Purchase furniture as necessary. May require the relocation of other staff to other locations.	Not Applicable	Not Applicable	*000,00\$
	Miscellaneous office equipment per new office: Computer, phone, "hold-up" button, etc., (estimated at \$5,000/office).	Not Applicable	\$30,000 to \$50,000	\$80,000 to \$120,000
∞	Space-planning consultant fee.	Not Applicable	\$2,500	\$5,000
	SUBTOTAL	\$18,000	\$150,500 to \$170,500	\$283,000 to \$323,000

* No estimate has been provided to relocate other offices if the CMO and/or CAO displace existing staff/departments in City Hall.

	Directly Council	TABLE 2 Directly Elected Mayor Cost Estimates: Council Chambers and Other Facilities	mates: cilities	
No.	Council Chambers and Other Facilities improvements to Accommodate Scenarios (In today's dollars)	Scenario One: Directly Elected Mayor + 4 Council Members	Scenario Two: Directly Elected Mayor + 6 Council Members	Scenario Three: Directly Elected Mayor + 8 Council Members
←	Option A Enlarge Council Chambers to the east (feasibility study required – cost unknown) to relocate dais. Purchase new 'made-to- fit' dais with 42" work-area/seating area. Purchase new furniture as necessary.	Not Applicable	Not Applicable	\$126,000
N	Option B Purchase new dais with 30" work- area/seating area. Install in the present location. Purchase new furniture as necessary.	Not Applicable	Not Applicable	\$9,000
က	Option C Utilize the existing dais and add two 33" work-areas/seating areas to match and modify dais platform.	Not Applicable	Not Applicable	\$35,000
4	Option D Relocate Council Chambers and staff offsite to Annex No. 1 building. Renovate building. Include annual maintenance/facilities charges to the new off-site Council Chambers.	Not Applicable	Not Applicable	\$1,000,000 to \$2,000,000

	Directly	TABLE 2 Directly Elected Mayor Cost Estimates: Council Chambers and Other Facilities	imates: icilities	
o O N	Council Chambers and Other Facilities improvements to Accommodate Scenarios (In today's dollars)	Scenario One: Directly Elected Mayor + 4 Council Members	Scenario Two: Directly Elected Mayor + 6 Council Members	Scenario Three: Directly Elected Mayor + 8 Council Members
ω	Option E Relocate Council Chambers to CRC will require additional discussion regarding the size of the dais, portability of dais, orientation, media support, etc.	Not Applicable	Not Applicable	Unknown
ဖ	Purchase new chairs (if necessary).	Not Applicable	Not Applicable	\$2,000
	Rework or install cabling, wiring, video cameras, microphones, Mayor's control panel, etc.	Not Applicable	Unknown	Unknown
∞	Add new parking spaces and/or signs.	\$400	\$600	\$800
	SUBTOTAL	\$400	\$600	\$1,172,800 to \$2,172,800

	Directly	TABLE 3 Directly Elected Mayor Cost Estimates: Operation Expenses	mates:	
o Z	Mayor and City Council Offices Operation Expenses (In today's dollars)	Scenario One: Directly Elected Mayor + 4 Council Members	Scenario Two: Directly Elected Mayor + 6 Council Members	Scenario Three: Directly Elected Mayor + 8 Council Members
~	Mayor and City Council Salaries (including benefits): \$46,711 per position	\$233,555	\$326,977	\$420,399
7	Attendance at RDA and CSD meetings (48 per year each): \$6,240 per position	\$31,200	\$43,680	\$56,160
ო	City Council discretionary funds: \$3,000 per position	\$15,000	\$21,000	\$27,000
4	Administrative Assistant(s): \$68,555 per position with benefits*	\$68,555	\$137,110	\$205,665
ro.	Executive Assistant: \$85,274 per position with benefits	\$85,274	\$85,274	\$85,274
9	Management Analyst: \$96,946 per position with benefits	\$96,946	\$96,946	\$96,946
	SUBTOTAL	\$530,530	\$710,987	\$891,444

* The number of Administrative Assistants: Mayor with six Council Members – 2 Assistants; Mayor and eight Council Members – 3 Assistants.

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