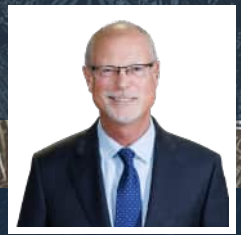
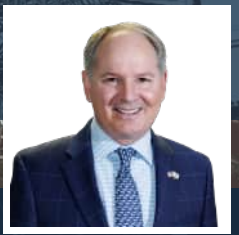
Fiscal Years 2025-2030
Revised Citywide Strategic Plan

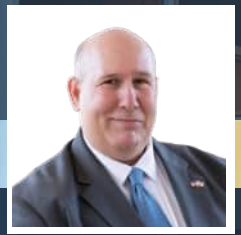


Dan Slater
Mayor

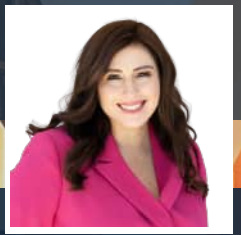


Denis Bilodeau
Mayor pro tem
District 4

Arianna Barrios
Councilmember
District 1



Jon Dumitru
Councilmember
District 2



Kathy Tavoularis
Councilmember
District 3

Ana Gutierrez
Councilmember
District 5

John Gyllenhammer
Councilmember
District 6

CITY OF ORANGE
INCORPORATED
APRIL 6, 1888
ORANGE COUNTY CALIFORNIA

Table of Contents

01 City District Map

02 City Manager Message

03 Executive Summary

04 Mission, Vision, Values

05 Goal Action Plan

07 Goal 1: Maintain Strong Emergency and Public Safety Services

8 Goal 2: Enhance Economic Development and Achieve Fiscal Stability

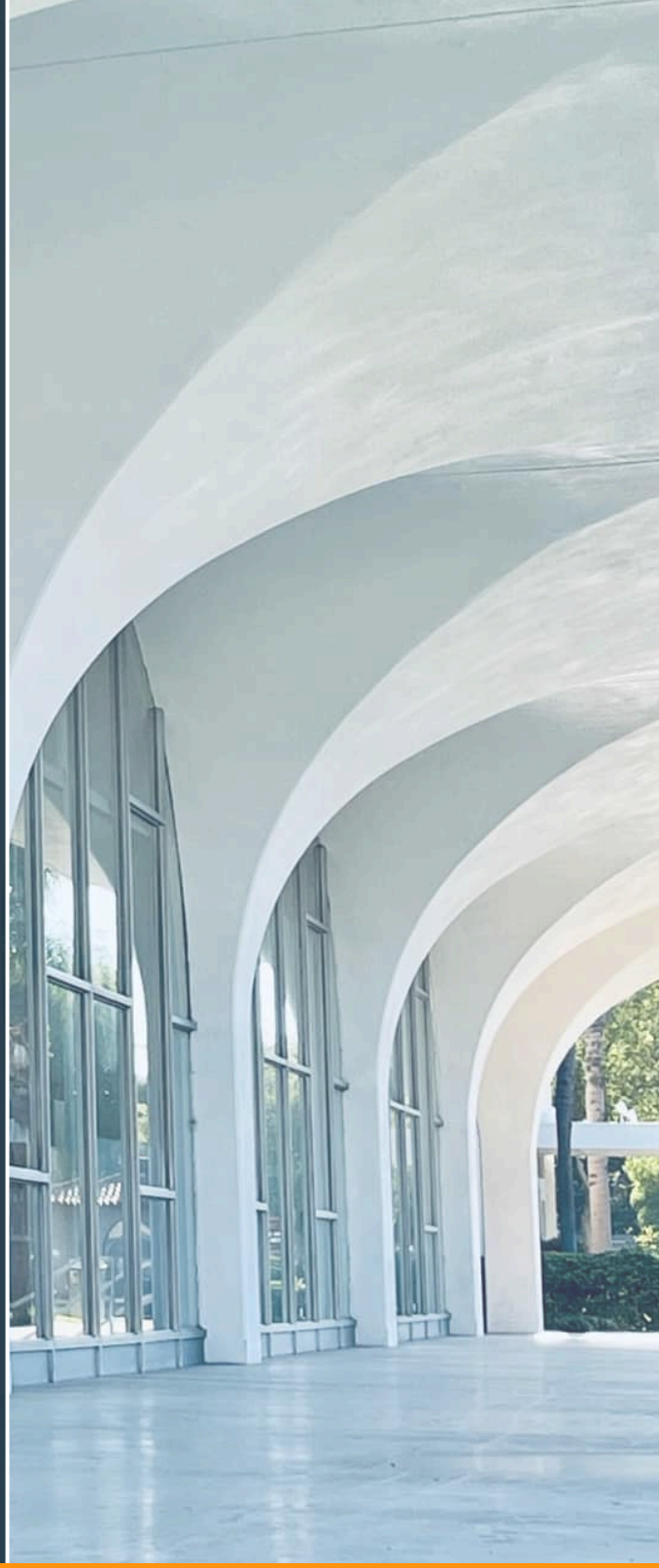
10 Goal 3: Enhance Quality of Life Through City Services

11 Goal 4: Improve Employee Retention and Recruitment

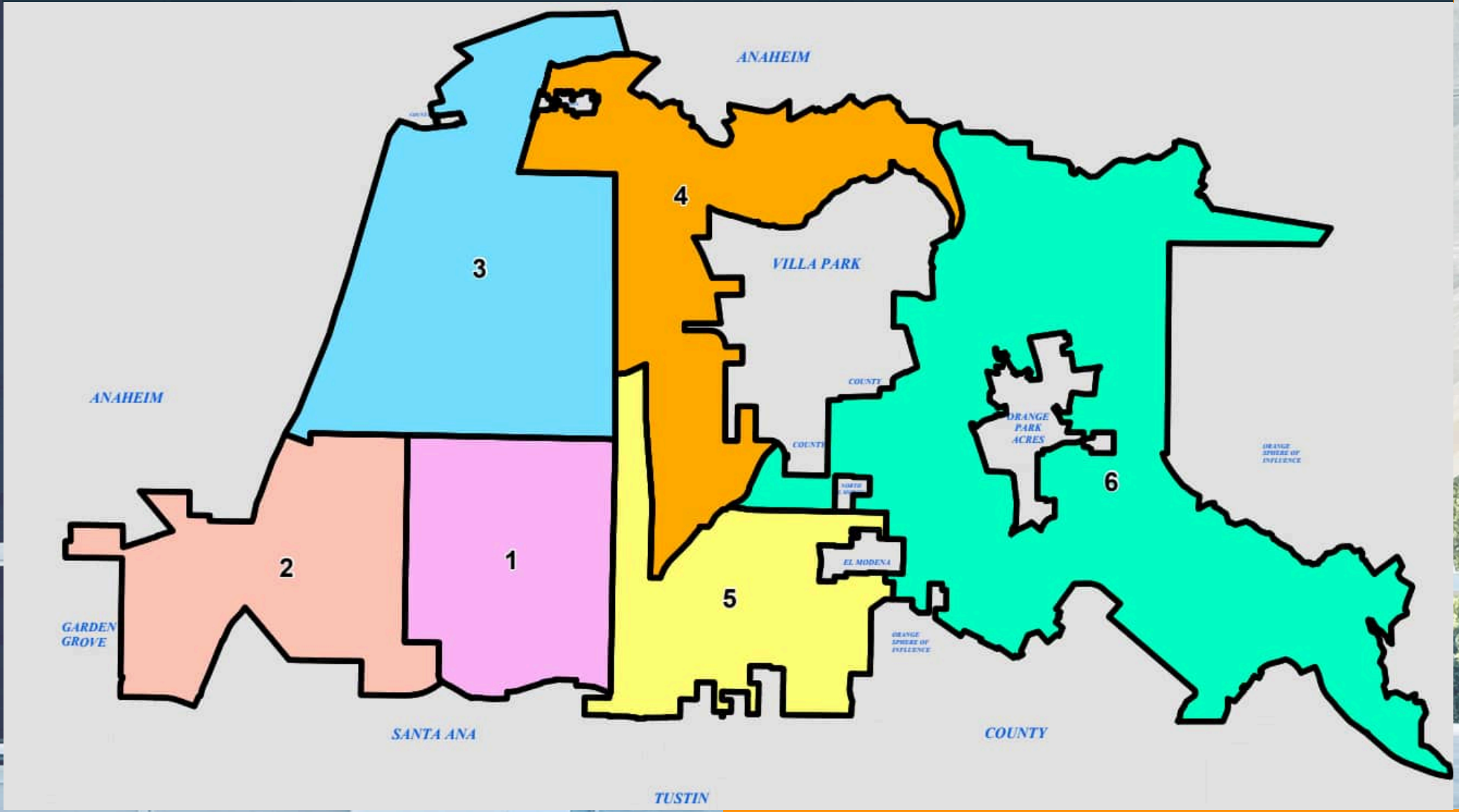
12 Goal 5: Improve Infrastructure, Mobility, and Technology

13 Goal 6: Ensure the Preservation of Historic Resources

14 Addendum: Strategic Planning Session Report



The Orange City Council represents six districts with the Mayor serving at-large. As the City of Orange's elected body, the City Council represents the needs of individual districts while pursuing the betterment of the City of Orange as a whole.



A Message from the City Manager

To the Orange Community:

On behalf of the City of Orange, I am pleased to present the revised Fiscal Years 2025-2030 Citywide Strategic Plan (Plan). Initially adopted on November 26, 2024, the Plan included six Citywide community goals and a series of strategic objectives detailed in the Goal Action Plan, helping our community achieve these goals over the next several years.

The Plan is a "living document," adaptable to a changing environment and community needs. To that end, the City Council held a strategic planning session on February 5, 2026, at the Orange Main Branch Library and History Center. The strategic planning session gave our community the opportunity to reevaluate the Plan to ensure its goals, objectives, and priorities are relevant to our City's needs. After a productive dialogue with City staff and our community, the City Council voted to modify the Citywide goals and narrow down the specific objectives detailed in the Goal Action Plan. The revised Citywide goals include the following six, with the revised objectives detailed in the Goal Action Plan:

1. Maintain Strong Emergency and Public Safety Services.
2. Enhance Economic Development and Achieve Fiscal Stability.
3. Enhance Quality of Life Through City Services.
4. Improve Employee Retention and Recruitment.
5. Improve Infrastructure, Mobility, and Technology.
6. Ensure the Historic Preservation of Resources.

I would like to thank the Orange City Council, City staff, and our community for taking part in revising the Fiscal Years 2025-2030 Citywide Strategic Plan. Personally, I am fortunate enough to have grown up in Orange, and to come back as the Orange City Manager and take part in helping our community achieve these critical goals is a distinct honor and privilege. Together, we will accomplish these goals and secure a better and more prosperous future for Orange.

Respectfully,

Jarad Hildenbrand
City Manager

Executive Summary

Strategic plans are often the culmination of different, and at times, competing factors. On the one hand, effective strategic plans should identify clear goals and objectives that an agency intends to accomplish over a defined period. On the other hand, strategic plans should be flexible, avoiding a sole focus on the City's immediate needs. This suggests that effective strategic plans are holistically constructed, reflecting a considered understanding of short- and long-term needs, as well as the changing conditions that often drive the City's focus and circumstances. To that end, on February 5, 2026, the Orange City Council held a strategic planning session. The purpose of the strategic planning session was to review the Plan and ensure the goals and objectives were still relevant and germane to the Orange community's needs.

At the conclusion of the strategic planning session (a summary report of the strategic planning session is attached to this Plan as an addendum), the City Council revised the Citywide goals, narrowed the specific objectives detailed in the Goal Action Plan, and modified portions of the Mission/Vision/Value statements. Collectively, these amendments capture the Orange community's evolving needs and recognize the external conditions that may change the City's initial course of action. The revised Plan also lessens the number of objectives listed in the Goal Action Plan. By making this strategic decision, the City Council is removing those items that are more routine in nature. This recognizes that although important, they do not depict the larger-scale and longer-term projects that significantly advance the City's efforts to achieve the goals identified in the Plan.

In its most basic form, the Plan now focuses on key objectives (i.e., those that received a priority dot) that will help our City achieve its six overarching Community Goals and ultimately ensure the City is a leader in providing the highest level of service in Orange County. Quarterly Plan updates will continue to be provided to the City Council to ensure transparency and accountability. Furthermore, by adopting this revised Plan in June, the forthcoming quarterly updates will run parallel with the City's fiscal year, acknowledging that the City's annual budget is interrelated with the goals and objectives set out in this Plan.

Mission

The City of Orange is committed to excellent service for our residents, businesses, and visitors.

Vision

Orange is a city that celebrates its heritage, strives for high-quality service, and prepares for a vibrant future.

Values

Teamwork
Working together to achieve common goals.

Excellence
Demanding the best from ourselves and others in service to our community.

Accountability
We are accountable to the residents and taxpayers of the City of Orange and are committed to holding ourselves and each other to the highest moral and ethical standards of conduct and performance excellence.

Transparency
We operate with openness and integrity to ensure our actions, processes, and the use of public resources are visible to the community we serve.

The City's mission, vision, and values set the foundation of the Goal Action Plan.

Goal Action Plan

- Mission
- Vision
- Values

Goal Action Plan

The Goal Action Plan (GAP) is intended to guide the City Council and staff so the City of Orange may achieve the revised goals identified in the Revised Fiscal Years 2025-2030 Citywide Strategic Plan. The GAP identifies objectives and implementation strategies to advance projects over the next several years. While not an exhaustive list, the GAP represents significant and long-term projects that will benefit the Orange community and help our City accomplish its goals.

The objectives detailed in the GAP include the following information to ensure the City achieves each goal in an orderly fashion.

Table Definitions:

1. *Goals* - Overarching priorities the City Council identified and were further developed during the Special City Council meetings.
2. *Objective Number* - Number to identify a particular objective with the first number aligning with the Goal number (e.g., Goal 2 would start with 2.1).
3. *Lead Departments* - The primary department(s) responsible for completing the objective.
4. *Objective* - Brief description of what the respective department(s) would like to achieve.
5. *Description and Status* - Additional information on what the objective entails and what the respective department(s) has done, or proposes to do, to complete the objective.
6. *Funding Status* - Identifies if the specific objective has been funded, partially funded, or is unfunded. If funding is not applicable to the specific objective, then the objective will state, “not applicable.”

GOAL 1: Maintain Strong Emergency and Public Safety Services

Objective Number	Lead Departments	Objective	Description and Status	Funding Status
1.1	Fire	Enhance the ambulance operator program	• Hire additional ambulance operators and implement a self-funded ambulance operator program with revenues driven by demand	Funded
1.2	Fire	National Fire Protection Association	• Update annual physical requirements to comply with the National Fire Protection Association standards	Partially Funded
1.3	Fire	Fire Station Maintenance	• Ensure fire station general maintenance needs (paint and flooring) are addressed while budgeting for needed remodels and improvements (building additions, apparatus door replacement, and/or reroofing)	Partially Funded
1.4	Fire	Signal Preemption Installation	• Continue to install traffic signals in front of City fire stations	Funded
1.5	Fire	Fire Station Relocations and Frontline Apparatus	• Review the potential of relocating fire stations 3, 4, and 5. • Add an additional frontline fire engine and 12 personnel to enhance emergency response.	Unfunded
1.6	Police	Technology Enhancements	• Support and enhance the Police Department's use of technology (e.g., Flock and drones) as an additional tool to continue to reduce and address crime • Develop policies for additional technologies as-needed	Partially Funded
1.7	Police	Orange Police Department Building Updates	• Construct improvements to the Field Services Division and the Orange Police Department (Motors, Bikes, and HEART)	Funded
1.8	Police/ Community and Library Services	Addressing Homelessness	• Work with community partners to provide resources and support to those experiencing homelessness, thereby reducing the number of people experiencing homelessness in Orange	Partially Funded

GOAL 2: Enhance Economic Development and Achieve Fiscal Stability

Objective Number	Lead Departments	Objective	Description and Status	Funding Status
2.1	Community Development	General Plan Update Process	• Begin the process to update the City's General Plan for 2030, incorporating a refined community vision and respond to changes in land use, circulation, infrastructure, public safety, and open space, while updating goals, policies, and implementation measures	Partially Funded
2.2	Community Development	Meats to Heim Specific Plan	• Develop a specific plan for the former Village at Orange Mall property to facilitate reinvestment and redevelopment as a mixed-use destination with an integrated blend of retail and residential uses	Funded
2.3	Community Development/Public Works	Sully Miller Site	• Work with the appropriate stakeholders and identify a beneficial use and final resolution for the Sully Miller site	Not Applicable
2.4	Finance	Address Internal Service Fund Deficit	• Increase revenues and set aside funding each year to eliminate the ongoing deficit realized in the the City's internal service funds (e.g., General Liability, Worker's Compensation, Accrued Liability)	Partially Funded
2.5	Community Development	Industrial Area District Overlay	• Initiate a district overlay in the City's industrial areas for purposes of prompting an innovation district.	Unfunded
2.6	Community Development/ Public Works	OC Riverwalk and West Katella Corridor Redevelopment	• Work with the City of Anaheim and County of Orange to help progress the OC Riverwalk development in parallel with the forthcoming OC Vibe development and redevelopment of the West Katella corridor	Partially Funded

GOAL 2: Enhance Economic Development and Achieve Fiscal Stability

Objective Number	Lead Departments	Objective	Description and Status	Funding Status
2.7	City Manager	Chapman PILOT	• Engage with Chapman University on the creation of a payment in lieu of taxes program	Not Applicable
2.8	All Departments	City Service Evaluation	• Evaluate the City services that have been reduced or eliminated due to the City's fiscal constraints, and determine if the alternative service delivery methods created since then are more efficient/effective and/or if these services are still needed	Not Applicable
2.9	Finance	Pension Costs	• Achieve and maintain 90% funded status for CalPERS pension liability	Partially Funded
2.10	Community Development	Economic Development Marketing Program	• Create a formal marketing program dedicated to business attraction. This program would provide the opportunity to establish informed economic development goals and objectives supported by a clear strategy and actionable implementation plan	Partially Funded
2.11	All Departments	Organizational Assessment	• Conduct an organizational assessment to evaluate staffing levels and operational efficiency	Unfunded
2.12	Community Development	Sign Ordinance Update	• Develop amendments and updates to the City's sign regulations within Orange Municipal Code Title 17	Funded

Goal 3: Enhance Quality of Life Through City Services

Objective Number	Lead Departments	Objective	Description and Status	Funding Status
3.1	Community Development	Mills Act Audit	• Conduct an audit and develop a comprehensive, beneficial, and effective Mills Act program	Partially Funded
3.2	City Manager	County Island Annexation	• Work with Orange County LAFCO and County of Orange to finalize costs, engage in community outreach, and begin the annexation process	Partially Funded
3.3	Community and Library Services	El Modena Historical Display and Exhibit Space	• Create a display at the Main Branch Library and History Center dedicated to showcasing the history of the El Modena community • Install exhibit space at El Modena Library	Partially Funded
3.4	Community and Library Services	El Modena Basin Improvements	• Secure funding to complete lighting, safety, and accessibility improvements at the El Modena Basin Park	Funded
3.5	Community and Library Services	Parks Master Plan Development	• Identify funding for staff to complete a comprehensive City parks master plan, detailing long-term park development strategies that will meet the community's future needs	Unfunded
3.6	City Manager	L.A. 2028 Olympics Torch Relays	• Apply for and secure the City of Orange as a site for the 2028 Olympics Torch Relay	Not Applicable
3.7	City Manager	City Charter	• Conduct public hearings to consider placing a City Charter ballot measure on the November 3, 2026 General Municipal Election.	Not Applicable

GOAL 4: Improve Employee Retention and Recruitment

Objective Number	Lead Departments	Objective	Description and Status	Funding Status
4.1	Human Resources	Class and Compensation Study	• Conduct a full class and compensation study. • The study will ensure pay equity and market alignment; reestablish minimum qualifications and job descriptions; improve recruitment and retention; and identify career progression development	Unfunded
4.2	Human Resources	Reduce Time to Hire	• Implement strategies and processes to streamline recruitment, shorten hiring cycles, and quickly secure top talent for organizational needs	Funded
4.3	Human Resources	Recruit and Retain Qualified Employees	• Through the class and compensation study, begin implementing pay equity adjustments to ensure the City is a competitive employer that offers development/training opportunities and succession planning, ensuring a clear pathway for promotional, growth, and leadership opportunities	Unfunded

GOAL 5: Improve Infrastructure, Mobility, and Technology

Objective Number	Lead Departments	Objective	Description and Status	Funding Status
5.1	Public Works	Pavement Condition Index Improvement	• Continue monitoring and identify funding opportunities to improve and maintain the City's pavement condition index	Partially Funded
5.2	Community and Library Services	Rampart Street Park and West Orange Park	• Secure a lease agreement with the County of Orange and develop the Rampart County of Orange site for park purposes • Work with the County of Orange and Army Corps of Engineers to start and complete West Orange Park	Funded
5.3	Public Works	Improve, enhance, and beautify major street corridors	• Evaluate and identify opportunities to beautify and add landscaping throughout the City	Partially Funded
5.4	Community Development	Maintstar Implementation	• Implement a centralized, one-stop platform for staff to manage all permitting, planning, and code-related projects • Each project will include built-in workflows, organized file storage tabs, and assigned tasks to enhance accountability and collaboration	Funded
5.5	Public Works	Sewer Master Plan	• Develop a sewer master plan that will identify sewer system deficiencies while also providing analytics on expected useful life, sewer replacement, and costs	Partially Funded
5.6	Public Works	Connect houses on septic to City sewer system	• Identify remaining homes currently on septic, engage property owners, and identify funding strategies to lessen homeowner costs to move onto the City's sewer system	Unfunded
5.7	Public Works	Well PFAS Retrofit	• Continue to retrofit all City-owned water well facilities to include PFAS treatment systems	Funded

GOAL 6: Ensure the Preservation of Historic Resources

Objective Number	Lead Departments	Objective	Description and Status	Funding Status
6.1	Community Development	Historic Preservation Ordinance	• Develop a historic preservation ordinance in collaboration with the Orange Legacy Alliance, Old Towne Preservation Association, and the City's hired consultant, Chattel, Inc.	Funded
6.2	Community Development	Certified Local Government Designation	• Apply to become a Certified Local Government pursuant to the National Historic Preservation Act, helping secure funding and provide technical assistance to preserve historical assets	Not Applicable
6.3	Community and Library Services	Disaster Preparedness Plan	• Create a disaster preparedness plan to protect and preserve historical archives at the Main Branch Library and History Center	Funded

Addendum:
Strategic Planning Session Report

Priority Setting Workshop Report

City of Orange
Workshop Held February 5, 2026

February 2026

bakertilly

City Council Priority Setting Workshop Report

Workshop Overview

The City of Orange (City) selected Baker Tilly to facilitate a one-day workshop with the City Council to review and discuss updates to the adopted Fiscal Year 2025-2030 Citywide Strategic Plan. The workshop was held on Thursday, February 5, 2026, from 4 p.m. to 7:30 p.m. in the Main Library Community Room. The goal of the workshop was for the City Council to reach consensus about priorities for the coming year while engaging in discussions centered around priority setting, strategic planning, and increasing the effectiveness of governance. This report contains a summary of the workshop results.

Annie Rose Favreau and Mary Locey with Baker Tilly facilitated the workshop. The workshop presentation is attached to this report as Exhibit A.

Objectives

The workshop objectives included:

- Gaining an understanding of the value of strategic planning
- Discussing good governance within the context of strategic planning
- Reviewing the City's mission, vision and values; and
- Obtaining consensus on Council priorities

Agenda

Workshop Agenda for Thursday, February 5, 2026
Welcome by the Mayor
Public comment
Comments from the City Manager
Welcome from the Baker Tilly team
Discussion of what makes councils effective within strategic planning
Introduction and context for priority setting
Overview of the strategic plan framework
Review mission, vision and values
Review of established goals and proposed strategies
Establish fiscal year 2026-27 priorities
Managing priorities
Closing comments from City Councilmembers and City Manager
Wrap up and next steps

Participants

All members of the City Council attended and participated in the workshop.

The following City staff members also attended the workshop:

City Staff Workshop Participants	
Jarad Hildenbrand, City Manager	Russell Bunim, Community Development Director
Jack Morgan, Senior Assistant to the City Manager	Leslie Hardy, Community & Library Services Director
Nathalie Adourian, City Attorney	Trang Nguyen, Finance Director
Pamela Coleman, City Clerk	Alan Velasco, Fire Chief
Jennifer Connally, Deputy City Clerk	Monica Espinoza, Human Resources Director
Charlene Cheng, Public Information Officer	Adam Jevec, Police Chief
	Christopher Cash, Public Works Director

Logistical support for the workshop was provided by Corrina Rivas and Lilibet Woolsey.

Preparation

In preparation for the workshop, Baker Tilly conducted individual interviews with the Mayor, each member of the City Council, and the City Manager, to gather input about accomplishments, challenges, and progress made on the goals and objectives in the FY 2025-2030 citywide strategic plan. Baker Tilly also met with department directors and received information about proposed projects, programs, and plans for Council's consideration during the workshop.

Workshop Facilitation

Opening Comments

Mayor Slater called the meeting to order. Mayor Pro Tem Bilodeau led the flag salute. The Mayor then opened and closed the public comment period.

City Manager Jarad Hildenbrand provided his opening comments and turned the session over to the workshop facilitators, who reviewed the workshop agenda, objectives, and ground rules for a successful session.

Mary explained that items brought up during the workshop that may require additional thought or discussions would be added to the "bike rack" for future attention. The following item was added to the bike rack during the workshop:

- Additional policy discussions regarding the use of Flock Safety or similar crime-fighting related technology

Icebreaker Exercise

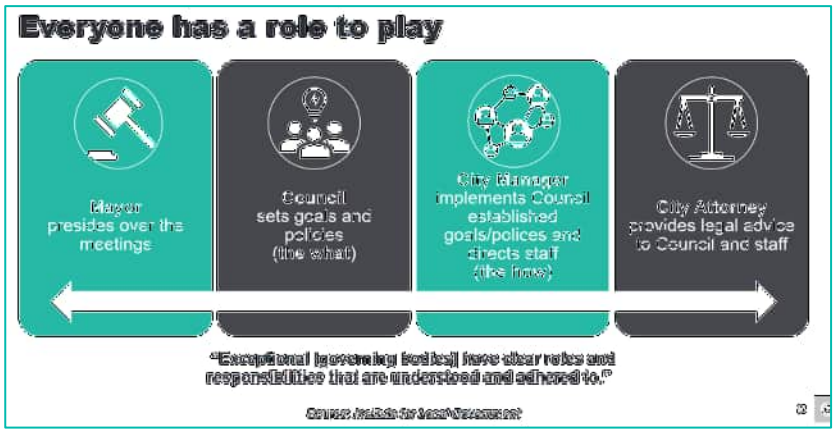
Mary led the Councilmembers in an icebreaker exercise. The purpose of this exercise is to kick off the workshop informally and to learn more about what the Council sees as the future of the organization and community. Each Councilmember was asked to reflect on what they would like to see as headline news about the city of Orange in five years. A summary of the responses is shown below.

Icebreaker Responses by Councilmembers	
Councilmember Barrios	Orange records first surplus in five years
Mayor Slater	Orange sets the county standard for fiscal accountability
Councilmember Gyllenhammer	Orange rated best place in the United States to raise your kids
Councilmember Tavoularis	Orange opens four new fire stations and hires more police
Councilmembers Gutierrez	Orange is known for its historical El Modena event Orange brings big-box businesses to our commercial corridor
Mayor Pro Tem Bilodeau	Orange cuts regulations and lands new businesses and restaurants
Councilmember Dumitru	Following the Olympics, Orange celebrates a three-year drop in crime and budget surpluses

Effective Councils Within the Context of Strategic Plans

Following the icebreaker exercise, Annie Rose engaged the group in a discussion about good governance, teamwork, and attributes of effective councils. The purpose of the discussion was to share perspectives and ideas for effectively serving the community as a team, and to set the foundation for a productive and fulfilling year. It served as a short refresher on good governance practices.

Annie Rose provided an overview of why effective governance is important. She explained that effective Council and City Manager teamwork makes for good policy and solid organization. She reviewed the roles for an effective team as shown below.



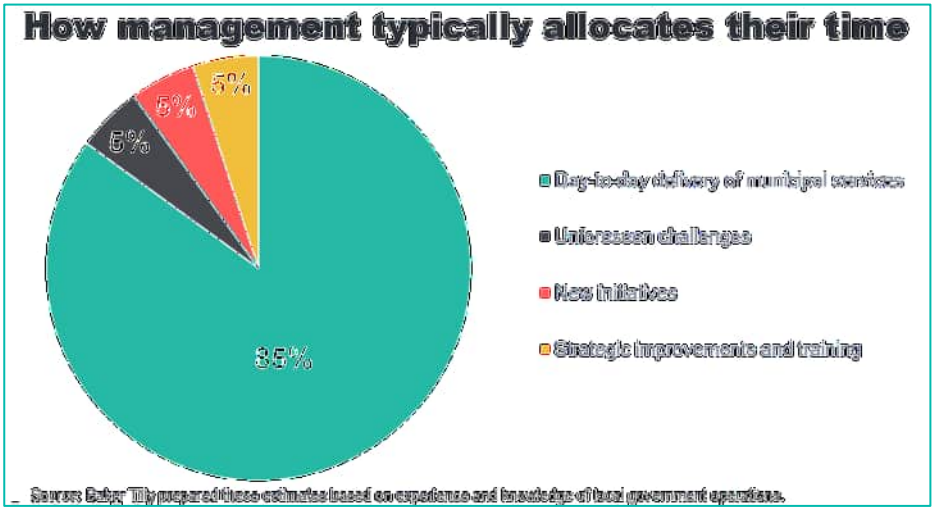
Context for Priority Setting

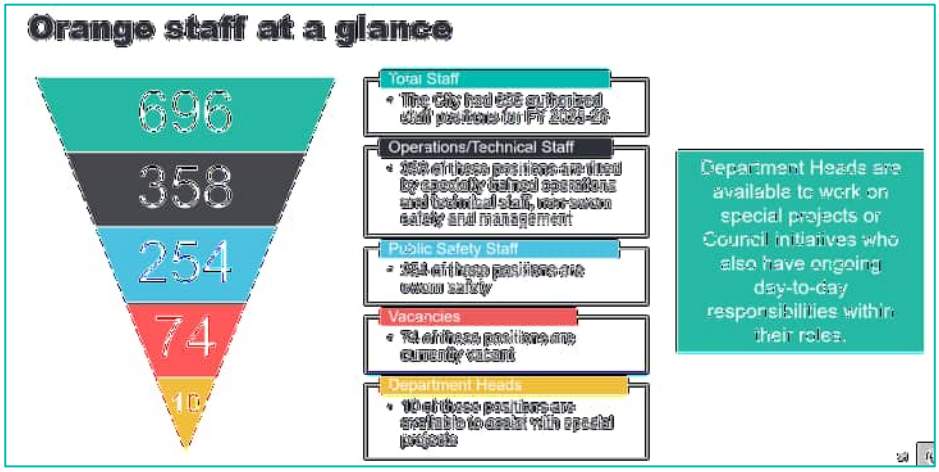
Annie Rose continued by setting the context for priority setting with the philosophy of placing the big rocks (priorities) in the bucket before adding the small rocks (things that come up/less important).[1] Through a review of the Councilmember interviews, she shared the themes that arose and the recent accomplishments that were mentioned as shown below.

[1] *The 7 Habits of Highly Effective People* by Stephen R. Covey.

Themes	Accomplishments
• Stabilize revenues and close the structural deficit • Make Orange "open for business" via targeted economic development • Right-size the organization and retain talent • Modernize systems – digitize, integrate IT and use AI • Balance historic preservation with predictable growth • Sustain low crime with adequate resources • Resolve land use decisions • Governance, transparency and public engagement • Develop structured partnerships	• Reduced crime rates and strengthened public safety • Reduction in homelessness • Improved budget transparency and fiscal management • Filled key leadership positions • Initiated a focus on economic development • Moving forward with park enhancements and long-standing projects • Streamlining the organization • Collaboration for community engagement and events • Making progress on historic preservation • Developing revenue initiatives

To further set the context for priority setting, Annie Rose reviewed the potential for completing the objectives set tonight with the resources available. Within that, she shared two graphics that reflect how management typically spends their time[2] and breakdown of City of Orange positions[3] as shown below. This helped illustrate why prioritization is important when resources are limited.





[2] Baker Tilly prepared estimates of how management spends their time based on professional experience and knowledge of local government operations.
[3] The staff position breakdown was prepared by the City of Orange.

Strategic Plan Framework

The City of Orange strategic plan is a fundamental component of successful work planning; it presents a clear statement of where the organization is going and how it intends to get there. It reflects the City's policy and project priorities, informs budgeting and annual staff work plans. The elements of a strategic plan include the organizational foundation of vision and mission statements and values, broad multi-year goals, identified strategies to achieve each goal, and an implementation action plan with milestones, assignments, and dates to use for tracking and reporting progress.

Mission, Vision and Values

A mission statement summarizes why an organization exists and helps the organization respond to change and make decisions. A vision statement is aspirational and expresses an organization's plan or "vision" for the future, while serving as a guide for an organization's future goals. The values state the organization's core beliefs and behaviors.

During the original strategic plan process, a mission statement, vision statement, and values were created and proposed. However, due to time limitations during that process, the Council did not have the opportunity to discuss and weigh in on them. Since that time, a few members of the City's executive team continued to fine tune the mission statement and vision statement, and the new value "accountability" was added with input from Councilmember Barrios.

At the workshop, the Council was invited to discuss and provide input on the original and proposed mission and vision statements and values. Following a brief discussion, there was Council consensus to retain the original mission statement and use the proposed vision statement as shown below.

Statement	Council Consensus
Mission (why we exist)	The City of Orange is committed to excellent service for our residents, businesses and visitors.
Vision (where we are going)	Orange is a city that celebrates its heritage, strives for high quality service, and prepares for a vibrant future.

The Council requested changes to the value "excellence" as shown in italics below and added the new value "transparency." In the interest of time, Annie Rose suggested that staff bring proposed value statements for transparency back to Council for consideration. Baker Tilly created a few sample transparency statements to assist staff with this effort.

Value (what we believe in)	Statement
Teamwork	Working together to achieve common goals.
Excellence	Demanding the best from ourselves and ***others in service to our community***.
Accountability	We are accountable to the residents and taxpayers of the city of Orange and are committed to holding ourselves, and each other, to the highest moral and ethical standards of conduct and performance excellence.
Transparency	**Sample value statements** *(not discussed during the workshop):* • We operate with openness and integrity to ensure our actions, processes, and the use of public resources are visible to the community we serve. • We recognize that trust is earned through consistent, transparent behavior and our actions are dedicated to building and maintaining that trust. • We communicate openly and honestly, sharing information to promote clarity, reduce misinformation, and strengthen trust with our community.

Established Goals
The City's Fiscal Year 2025-2030 Citywide Strategic Plan outlines six organizational goals. Annie Rose reviewed the goal statements and asked the Council if modifications were needed. Based on Council feedback, slight changes were made to goals 1 and 2, while goal 3 was restated as shown below in italics.

Goal	Statement
1.	Maintain Strong Emergency and ***Public*** Safety Services
2.	Enhance Economic Development and Achieve Fiscal ***Stability*** *(formerly sustainability)*
3.	***Enhance Quality of Life*** *through City Services (formerly enhance public communication strategy and quality of life)*
4.	Improve Employee Retention and Recruitment
5.	Improve infrastructure, Mobility, and Technology
6.	Ensure the Preservation of Historic Resources

Priorities for Fiscal Year 2026-27
There were 117 proposed strategies presented at the workshop for consideration by the Council. During the workshop, Council was invited to seek clarity from staff on the proposed strategies. Following discussions about many of the items, the Council was asked to select their individual top 12 strategies via a "dot" voting exercise. Those strategies with three or more dots were considered as the priorities, which are listed below in order of the number of dots received.

Priorities for Fiscal Year 2026-27	Dots Received
Receive clear direction from Council on **annexing county islands** into the City of Orange.	6
Start planning for the **General Plan update** process	5
Obtain resolution on the **Sully Miller site**[1]	5
Development of a **Meats to Heim Specific Plan**	5
Conduct an audit and reinstate **Mills Act** agreements with historic properties[1]	4
Initiate an **ambulance operator program** for all transport apparatus	4
Ensure **internal service programs are fully funded** via a structurally balanced budget	4
Initiate a **district overlay** of the city's industrial area to create an **innovation area**[1]	4
Receive clear direction from Council for placing a **potential revenue measure** in an upcoming ballot for voter consideration	3
Receive clear direction from Council on **staffing expectations** for upcoming budget process	3
Identify funding for the development of the **OC Riverwalk** at Katella Avenue	3
Pursue the status of a **Certified Local Government**	3

[1]The City Council added these items prior to voting during the workshop.

Council then discussed items that did not receive three dots, but they felt they should be moved onto the priority list. Those items with a majority consensus are listed below in the order discussed.

Goal/Strategy	Priorities Added by Council
Council Added During the Workshop	Continue to review the potential for a **Chapman University PILOT** (payment in lieu of taxes) program
Goal 3. GG.	Establish a permanent **El Modena historical display** in the library
Goal 2. I.	Evaluate **City services** that were reduced and/or eliminated during budget cuts
Goal 3. U.	Continue to monitor and work with the County and other entities on the ability to **construct a park in West Orange**
Goal 3. BB.	Continue working with the County and other entities for improvements to the **El Modena Basin**
Goal 5. EE.	Continue to work with property owners to convert existing **septic systems** to City sewer system
Goal 3. II.	Continue to monitor pavement conditions and funding opportunities for raising the **pavement condition index**.
Goal 3. C.	Update Council Chamber's AV and technology for **compliance with SB707** (Brown Act requirements)

The Council asked each department head to provide information on what they consider the top priority(ies) for their departments, which are reflected below in the order received.

Department	Priority(ies)
Police	• Retention of officers • Enhance crime technology to reduce and fight crime
Fire	• Ambulance operator program • Update annual physical requirements to comply with National Fire Protection Association (NFPA) standards
Human Resources	• Staff retention
Public Works	• Conduct a class and compensation study to attract technical and licensed staff with competitive salaries • Retain staff
Community Development	• Conduct a class and compensation study • Alignment of newly added economic development staff • Invest in technology to streamline service delivery • Support for larger developments
Community Services	• Obtain an outside contractor for the City's aquatics programs • Prepare a Parks Master Plan • Identify funding for re-establishing programs, services and events that have been reduced or eliminated
Library Services	• Extend hours of operations • Align staffing with service demands
Finance	• Prepare and submit a balanced budget for Council adoption • Fund Council programs and initiatives
City Clerk	• Staff retention and streamline hiring • Update AV and technical systems for compliance with SB707

During a review of the proposed strategies, Councilmember Barrios proposed drafting the City Council Handbook and the Board, Commission and Committee members onboarding handbook. The City Manager offered to bring forward for Council's consideration the forming of an ad hoc committee for the purpose of drafting the two handbooks.

As staff develop their workplans and budgets for the next fiscal year, these priorities will be included for funding consideration by the City Council.

Full Dot Voting Results

The results of the dot voting exercise for all the proposed strategies are reflected below. While the Council identified the FY 2026-27 strategic priorities for staff, staff will continue to work on the below listed strategies as resources, time and funding permits.

Plan or Project Name		Short Description	Funding Status	Dots Received
Goal 1. Maintain Strong Emergency Services and Safety Services				
A.	**Fire Station Maintenance, Remodels, and Improvements**	Various fire stations need general maintenance (paint, flooring), remodels and improvements (building addition, apparatus door replacement, reroofing)	Funded/ Unfunded	1
B.	**Signal Pre-emption Installation**	Continue to install traffic signals in front of City fire stations.	Funded	1
C.	**Updates to the Orange Police Department Building**	Improvements to Field Services Division – Motors, Bikes, Homeless Engagement, Assistance & Resource Team (HEART), update to Patrol division's furniture and lighting	Funded	1
D.	**Police Uniform Project**	Outfit Police Department with updated uniform look to include exterior vests and form fitting uniforms.	Funded	Completed
E.	**Flock Safety Technology**	Implementation of the Flock Safety License Plate Reader / Pan-Tilt-Zoom (LPR / PTZ) Camera Technology	Funded	0
F.	**CAD/RMS**	Central Square upgrade to Computer-Aided Design / Records Management System (CAD/RMS)	Funded	0
G.	**Fire Station Relocations**	Review the potential for relocating Fire Stations 3, 4, and 5.	Unfunded	1
H.	**Ambulance Operator Program**	Transition all department ambulances to ambulance operators.	Unfunded	4
I.	**Fire Annual Physicals**	Update the Fire Department's annual physical to align with National Fire Protection Association (NFPA) 1582 standards.	Partially funded	0
J.	**Fire Station Security**	Add access control and security upgrades to all eight fire stations.	Unfunded	0
K.	**Flock Safety Drone Program**	Obtain a drone to provide rapid aerial recon and enhance resource deployment during command level incidents	Unfunded	1
L.	**Fire Standards of Coverage**	Obtain consultant services to perform Standards of Coverage study	Unfunded	0
M.	**Crime Reduction Technology**	Increase use of the Flock Safety LPR / PTZ camera presence, and start a Drone as First Responder (DFR) program	Unfunded	0
N.	**Real Time Crime Center**	Create a Real-Time Crime Center utilizing LPR, PTZ, and DFR technology.	Funded	0
O.	**Peregrine Technology**	Incorporate Peregrine Technology into CAD/RMS for use as an investigative tool.	Unfunded	0
P.	**Axon Enterprise Products**	Obtain tasers, BWC, in-car cameras and ensure funding and presence for next gen.	Unfunded	0
Q.	**Frontline Apparatus**	Add an additional frontline fire engine and 12 fire personnel to enhance emergency response times.	Unfunded	1

Plan or Project Name		Short Description	Funding Status	Dots Received
Goal 2. Enhance Economic Development and Achieve Fiscal Sustainability				
A.	**Payment Strategy for the North Service Planning Area (North SPA)**	Identify sustainable means to fund the regional North SPA contract and look for ways to use opioid settlement money to assist organizations that support people experiencing homelessness (e.g., the HUB OC).	Partially funded	0
B.	**Meats to Heim Specific Plan Development**	Develop a specific plan for the former Village at Orange Mall property to facilitate reinvestment and redevelopment as a mixed-use destination with an integrated blend of retail and residential uses.	Funded	5
C.	**General Fund Reserve**	Achieve the targeted General Fund reserve of 18% of the operating expenditure (currently at 16.6%).	Partially funded	0
D.	**Internal Service Fund Reserves**	Achieve the targeted reserve level for all Internal Service Funds as approved in the City's Financial Management Policies.	Partially funded	0
E.	**Reduce Subsidy from General Tax Revenues**	Review and update the City's Master Schedule of Fees for cost recovery of provided services.	Funded	0
F.	**Pension Costs**	Achieve and maintain 90% funded status for CalPERS pension liability.	Partially funded	1
G.	**Other Post-employment Benefits**	Achieve and maintain 90% funded status for pension liability of post-employment benefits.	Unfunded	0
H.	**Receive Direction on Potential Revenue Measure**	Receive clear and cohesive direction on whether a revenue measure should be placed on an upcoming ballot for voter consideration.	Unsure	3
I.	**Evaluate Eliminated Programs and Receive Council Direction**	Receive clear and cohesive direction ahead of the FY 2026-27 budget process on whether certain programs will be funded (e.g., restoring library hours).	Unsure	1
J.	**Work with the City Council on Staffing Expectations**	Provide direction on staffing expectations for the upcoming FY 2026-27 budget process.	Unsure	3
K.	**Economic Development Marketing Program**	Creation of a formal marketing program dedicated to business attraction. This program would provide the opportunity to establish informed economic development goals and objectives supported by a clear strategy and actionable implementation plan.	Unfunded	1
L.	**Apply for the Award of Financial Excellence**	Apply for the Award for Excellence in Financial and Budget Reporting with the California Society of Municipal Finance Officers (CSMFO) and Government Finance Officers Association (GFOA).	Unfunded	0
M.	**Internal Service Program Budget**	Fully fund all internal service programs such as general liability, workers' comp, equipment and vehicle replacement and accrued liabilities as part of a structurally balanced budget.	Partially funded	4
N.	**Conduct an Organizational**	Conduct an organizational assessment to evaluate staffing levels and operational	Partially funded	1

Plan or Project Name		Short Description	Funding Status	Dots Received
	Assessment	efficiency. (Strategic Plan Objective No. 2.14 was placed on hold due to budget constraints.)		
O.	**LA 2028 Olympics Torch Relays**	Apply for and secure the city of Orange as a site for the 2028 Olympics Torch Relay.	N/A	1
P.	**USA250 Orange County Initiative**	Develop a plan/initiative to support the USA250 Orange County (OC), which is currently in progress and involves support from the Community Services and Library Department with the potential event on July 3, 2026.	Unfunded	0
Q.	**OC Riverwalk Project**	Pursue funding and development of the OC Riverwalk along the city's western boundary at Katella Avenue.	Unfunded	3
Plan or Project Name		**Short Description**	**Funding Status**	**Dots Received**
Goal 3. Enhance Public Communication Strategy and Quality of Life				
A.	**Conduct the November 2026 General Election**	Conduct the November 3, 2026, General Municipal Election.	Funded	0
B.	**Replacement of Orange Historic Records Cabinet**	Replace the filing cabinet in the Clerk's Office to preserve and protect Orange historical records. The current cabinet has reached its end of life and needs to be replaced.	Partially funded	0
C.	**Implementation of SB 707 Requirements**	Implement significant modifications to the Brown Act effective July 1, 2026.	Partially funded	0
D.	**Complete Recodification of the Orange Municipal Code**	Several Municipal Code Titles need to be updated and taken to Council for adoption following an outside firm legal review of the Orange Municipal Code (OMC).	Funded	0
E.	**Update the Conflict-of-Interest Code**	Update the City's Conflict of Interest Code as required biennially by State law.	Unsure	0
F.	**Santa Ana River Lease Agreements**	Work with the County of Orange to finalize and execute an option/lease agreement to utilize two parcels along the Santa Ana River.	Funded	1
G.	**Annex County Islands**	Receive clear direction on annexing all or any County islands into the city. Initial analyses showed annexing all County islands will result in a net loss.	Partially funded	6
H.	**Charter City Analysis**	Evaluate the benefits of becoming a charter city, and if Council directs, develop a ballot measure for voter consideration.	Unsure	2
I.	**Building & Safety Consultant Services RFP**	Prepare and release a request for proposals for consultant services due to the higher development services demands.	Unfunded	0
J.	**Sign Ordinance Update**	Recommend modern updates and revisions to sign regulations within OMC Title 17 (in final draft stage).	Funded	1
K.	**Landscape Standards Ordinance**	Prepare a new OMC chapter by consolidating and updating existing landscape guidelines to support modern development standards.	Funded	Completed
L.	**Secure an Outside Operator for**	Due to budget reductions, in-house services for summer day camps and aquatics programs	Unsure	0

Plan or Project Name		Short Description	Funding Status	Dots Received
	Aquatics and Day Camp Programs	cannot be provided; conduct an RFP to secure a provider for each service for Summer 2026 (currently in RFP process).		
M.	**New Agreement with Chapman University and Orange Lutheran High School for Use of Diamond 1**	Current agreement for use of diamond 1 baseball field at Hart Park with the two institutions expires in Feb 2027; currently working on drafting a new, exclusive use agreement; also includes construction of new netting around the field	Unsure	0
N.	**Grijalva Park Masterplan Update**	Work with the Orange County Council of Governments (OCCOG) and an outside consultant to update the Grijalva Park Masterplan.	Funded	0
O.	**Olive Park Netting Project**	Install new baseball netting to replace worn and missing netting at Olive Park.	Funded	0
P.	**Secure a New Book Vendor for Library Services**	Secure a new book vendor for library reading materials as the current vendor has gone out of business.	Funded	0
Q.	**Construction of a New Park in West Orange**	Construct a new park located on the west side of town on OC Flood Control property; waiting on plans from the County for their levee project (located adjacent to the City's park) in order to finalize our new park's design and construction documents; currently working on grant requirements to receive partial federal funding for the grant.	Funded	1
R.	**Complete Library Improvement Projects**	In partnership with Public Works, complete a variety of Library improvement projects at the three library branches (new doors, windows, carpeting, etc.); most of the project is grant funded and funded through 573 funding.	Funded	0
S.	**Finalize the Summer Concert Series Agreement with the Kiwanis**	Continue to work with the Kiwanis Club to lead the summer Concerts in the Park series for the next few years at Hart Park (staff is currently working with the organization on an agreement).	Funded	0
T.	**Draft a Councilmember Policy Handbook**	Draft a Councilmember Policy Handbook as a reference guide for existing and for onboarding new members.	Unsure	1 *Form a Council Ad Hoc Committee*
W.	**Community Outreach Initiative**	Expand outreach and resources to underrepresented communities by increasing access to City services and building trust through neighborhood-based engagement efforts, bringing City Hall directly into the community.	Partially funded	0
X.	**Update Parks and Recreation Master Plan**	Project was approved as part of the FY 2026 Capital Improvement Program (CIP).	Funded	0
Y.	**El Modena Basin Area Improvements Design**	Approved project includes the design of improvements (i.e., walking path, lighting, ADA access) to the El Modena Basin.	Partially funded	1
Z.	**Revise the Sports Field Allocation Policy**	Update the Sports Field Allocation policy to reflect current practices as it was last updated eight years ago.	Funded	0

Plan or Project Name		Short Description	Funding Status	Dots Received
AA.	**Revisit the Fee Waiver Policy**	Revisit the City's administrative policy for waiving fees for the use of City facilities for meetings, etc.	Funded	0
BB.	**Plaza Holiday Decorations RFP**	Initiate an RFP for holiday decorations at Plaza Park.	Unsure	0
CC.	**El Modena Netting Project**	Start the construction of the El Modena netting project; scope of work is contingent upon a potential grant through the MLB.	Unfunded	0
DD.	**Create an Exhibit Space at El Modena Library**	Create an exhibit space at El Modena Library after the USA250 OC is complete.	Unsure	1
EE.	**Improve, Enhance and Beautify Major Street Corridors**	Evaluate and identify opportunities to beautify and add landscaping throughout the city.	Partially funded	2
Plan or Project Name		**Short Description**	**Funding Status**	**Dots Received**
Goal 4. Improve Employee Retention and Recruitment				
A.	**Adopt the eSkills Platform**	Adopt the eSkills platform for administering exams and increase efficiency of the City's recruitment process.	Funded	0
B.	**Expand Internship Program**	Enhance and grow the current internship program to attract emerging talent, provide meaningful learning experiences, and build a strong pipeline for future workforce needs.	Funded	0
C.	**Labor Negotiations**	Start labor negotiations with all represented groups in Spring 2026.	Funded	0
D.	**Performance Management and Accountability**	Strengthen organizational performance by providing clear expectations, consistent feedback, and performance-based recognition.	Partially funded	0
E.	**Reduce Time to Hire**	Implementing strategies and processes to streamline recruitment, shorten hiring cycles, and quickly secure top talent for organizational needs.	Funded	1
F.	**Supervisor's Academy**	Host an 8-to-12-week academy focusing on the development of current management employees so they may step into key City leadership roles in the future.	Partially funded	0
G.	**Succession Planning**	Work with all City Departments to identify and develop internal talent to ensure leadership continuity, strengthen organizational capacity, and prepare employees for key future roles.	Unsure	0
H.	**Classification and Compensation Survey**	Conduct a comprehensive market survey to ensure job classifications and compensation structures are competitive, equitable, and aligned with organizational needs.	Unfunded	1
I.	**Expand Professional Development and Training**	Equip employees with the knowledge, skills, and leadership capabilities needed to excel in their roles, support career growth, and advance the City's strategic objectives.	Partially funded	0
J.	**Employee Handbook and Policy Modernization**	Conduct a comprehensive review and update of all Human Resources policies and the employee handbook to ensure policies reflect current labor laws, collective bargaining agreements, and best	Partially funded	0

Plan or Project Name		Short Description	Funding Status	Dots Received
		practices and improve clarity, accessibility, and employee understanding through training and communication.		
K.	**Recruit and Retain Qualified Employees**	The City needs to maintain a reliable workforce of employees to provide both technical and trade specific services.	Partially funded	2
Plan or Project Name		**Short Description**	**Funding Status**	**Dots Received**
Goal 5. Improve Infrastructure, Mobility, and Technology				
A.	**Records Management Program (Laserfiche)**	Implement the Laserfiche trusted system write once, read many (WORM) to digitize document records that will be automatically archived to the correct directory that will support consistent recordkeeping and efficient, accurate retrieval. Once completed, return 200 boxes of records and complete destruction of records per approved retention schedule.	Partially funded	0
B.	**Energy Efficiency Upgrades**	Implement an investment grade audit (IGA) via a performance contract with Willdan. After an IGA is completed, bidding and construction contracts will be executed. The intent of this item is to lower utility costs and utilize a portion of those savings to service the debt incurred to construct the project.	Funded	0
C.	**Civic Portal**	The Civic Portal serves as a comprehensive, one-stop resource for permitting, planning, and code-related services. Its objective is to provide customers with a single City account through which they can efficiently manage projects, inspections, and code violations online, minimizing the need for repeated in-person visits.	Funded	0
D.	**Maintstar Implementation**	Implement a centralized, one-stop platform for staff to manage all permitting, planning, and code-related projects. Each project will include built-in workflows, organized file storage tabs, and assigned tasks to enhance accountability and collaboration.	Funded	1
E.	**GIS Updates**	A “More Info” page is available for each property selected within the GIS map. This page consolidates all relevant property information, including related permits, planning projects, code violations, Laserfiche documents, property owner information, zoning, and other key details.	Funded	0
F.	**Benchmark Reporting**	Develop custom benchmark reports to evaluate and understand workload demands, support informed decision-making to enhance performance and efficiency across operations.	Funded	0
G.	**Custom Applications**	Create and maintain custom applications to support departmental operations. Developed applications include a counter queueing system, planning project tracking, and task management.	Funded	0
H.	**Transition to Online Library Card System**	Transition from paper to online library card system.	Unsure	0

Plan or Project Name		Short Description	Funding Status	Dots Received
I.	**Transition of Main Library Study Rooms to Self-Service**	In collaboration with IT and Public Works, transition the study rooms at the Main Library to self-service (currently in progress).	Funded	0
J.	**ERP Implementation**	Start phases two and three of the ERP implementations for Human Resources, payroll and utility billing.	Funded	0
K.	**Old Towne-West Orange Shuttle Feasibility Study**	Identify routes for local transit service connecting Old Towne to/from activity centers (report completed).	Funded	0
L.	**Develop and Implement Old Towne Parking Management Program**	Create, implement, and manage a paid parking program in the Old Towne Plaza commercial core.	Funded	0
M.	**Corp Yard Renovation**	Implement full master plan for renovation and reorganization of the City's Corp Yard.	Partially funded	0
N.	**Develop an Active Transportation Plan**	Develop an Active Transportation Plan that will provide a roadmap for improving bicycle and pedestrian safety/mobility, including identifying candidate corridors to be converted into "Complete Streets."	Funded	0
O.	**Complete Santiago Trail Extension**	Complete construction of the Santiago Multipurpose Trail.	Funded	0
P.	**Continue the Well PFAS Retrofit**	Continue to retrofit all City owned water well facilities to include PFAS (per- and polyfluoroalkyl substances) treatment systems.	Funded	1
Q.	**Serrano Park Lodgepole Fencing Installation**	Complete the installation of lodgepole fencing at Serrano Park (work to begin January 2026).	Funded	0
R.	**Public Computer, Laptop and Copier Replacement**	Replace 75+ public computers and laptops and several copiers at the three library locations.	Funded	0
S.	**Onboarding / Training for New Board, Commission and Committee Members**	Create an onboarding process for new board, commission and committee members and chairs.	Unsure	0 *Form a Council Ad Hoc Committee*
T.	**Explore the Use of AI**	Explore Artificial Intelligence (AI) solutions currently being utilized by other cities to automate and streamline permitting and planning project screening and review activities.	Unsure	0
U.	**Laserfiche Search Enhancement**	Refine and improve the existing metadata for scanned documents for ease in research.	Unsure	0
V.	**Maintstar Technology Enhancements**	Ongoing refinement of daily system use, with continuous improvements to enhance functionality for both internal and external users.	Funded	0
W.	**General Plan Update**	The City's General Plan was last comprehensively updated in 2010 with a planning horizon of 2030. An update is necessary to incorporate a refined community	Partially funded	5

Plan or Project Name		Short Description	Funding Status	Dots Received
		vision and respond to changes in land use, circulation, infrastructure, public safety, and open space, while updating goals, policies, and implementation measures. (Funding provided from General Plan surcharge on building permits.)		
X.	**Housing Element Update**	The City's Housing Element is valid through 2029 under the California Department of Housing and Community Development schedule. Accordingly, the Community Development Department must begin planning for the preparation process. (Funding provided from General Plan surcharge on building permits.)	Partially funded	0
Y.	**Police Headquarters Phase 3 – Furniture Updates**	Update furniture and lighting for Support Services Division – Personnel/Training, Dispatch, Crime Prevention	Funded	0
Z.	**Updated Facility Condition Assessment**	A complete facility condition assessment of all the City's buildings and facilities to identify urgent maintenance needs and future CIP projects.	Unfunded	0
AA.	**Deploy a Micro Transit Service In and Around Old Towne**	A micro transit program to transport people around Old Towne, which includes routes from free parking areas to the main plaza.	Unfunded	0
BB.	**Storm Drain Master Plan Update**	Storm drain master plan will provide information on needed improvements to address flooding issues and/or existing deficiencies	Partially funded	0
CC.	**Sewer Master Plan Update to Coordinate with Next General Plan Update**	Sewer master plan will identify sewer system deficiencies while also providing analytics on expected useful life, sewer replacement, and costs.	Partially funded	1
DD.	**Connect Houses on Septic to City Sewer System**	Identify remaining homes on septic systems and engage property owners and identify funding strategies to lessen homeowner costs to access the City sewer system.	Unfunded	1
EE.	**Improve Current Pavement Program**	Maintain citywide pavement condition index of 75 +/-.	Partially funded	1
FF.	**Yorba Dog Park Improvements**	Replace decomposed granite (DG) inside the dog park with hardscape and make repairs to gates, irrigation and turf (anticipated completion January 2026).	Funded	Completed
GG.	**Pickleball Courts and Fitness Circuit Project**	Construction of 10 lighted pickleball courts, exercise equipment, and other amenities at Hart Park (currently under construction).	Funded	1
HH.	**Skatepark Project**	Construction of a new skatepark and new restroom building at Grijalva Park (currently out to bid for construction).	Funded	0
Plan or Project Name		**Short Description**	**Funding Status**	**Dots Received**
Goal 6. Ensure the Preservation of Historic Resources				
A.	**Develop a Cohesive Strategy for City-Owned**	Work through the Surplus Land Act and contract with an outside firm to develop complementary uses for City-owned property in Old Towne	Funded	0

Plan or Project Name		Short Description	Funding Status	Dots Received
	Property in Old Towne Orange	Orange. This analysis should also look at the financial benefits and downsides of selling vs. leasing property.		
B.	**Historic Preservation Ordinance**	The City has retained Chattel, Inc. to prepare a Historic Preservation Ordinance.	Funded	2
C.	**History Center Reorganization**	Currently working on relocating historical items from the library basement to the History Center (items need to be kept in a temperature-controlled environment).	Funded	0
D.	**Update Digital Photography Collection**	Add the library's digital staff photograph collection into the local history online collection for public access (currently in process).	Funded	0
E.	**Create a Disaster Preparedness Plan for the Library's History Center**	Create a disaster preparedness plan to protect and preserve historical archives (currently in progress).	Funded	1
F.	**Develop Citywide Inventory of Historic Properties**	Conduct and complete an updated comprehensive, citywide inventory of historic properties.	Unsure	0
G.	**Pursue Certified Local Government Status**	Upon completion of the Historic Preservation Ordinance, pursue Certified Local Government (CLG) status through the California Office of Historic Preservation.	Unfunded	3
H.	**Update Five Local History Policies**	Update local history polices for approval by the Library Board of Trustees.	Funded	0
I.	**Commercial and Industrial Design Standards**	The City recently adopted an ordinance that limits design review to historic properties and removes non-historic major development projects from review by the Design Review Committee. With the elimination of formal design review for these projects, updated Commercial and Industrial Design Standards are necessary to clearly articulate the City's expectations for site and building design quality and to provide Planning staff with the tools needed to conduct effective administrative design review. (Advance Planning has consulting services funding available.)	Partially funded	0

Additional Strategies

During the workshop, the Council added four strategies and “dot” voted on them as shown below.

Plan or Project Name	Dots Received
Obtain resolution on the Sully Miller site	5
Initiate a district overlay of the city’s industrial area to create an innovation area	4
Conduct an audit and reinstate Mills Act agreements with historic properties	3
Continue to review the potential for a Chapman University PILOT (payment in lieu of taxes) program	2

Closing Comments

The Mayor and City Manager expressed appreciation for the successful workshop. The City Manager also thanked the Council for their input and thoughtful discussions. He thanked the executive team and members of the community who attended. He noted that he and staff will work to bring forward a budget for the Council that includes funding toward accomplishing the designated priorities. Further, he acknowledged that Orange is a fabulous community and expressed appreciation for the City’s staff.

Exhibit A
Workshop Presentation

bakertilly

City of Orange

City Council Strategic Plan Workshop
February 5, 2026 | 4 p.m.

Baker Tilly US, LLP, trading as Baker Tilly, is a member of the global network of Baker Tilly International Ltd., the members of which are separate and independent legal entities. © 2024 Baker Tilly US, LLP.

1

Welcome by Mayor Slater

Mayor
Dan Slater

Mayor pro tem
Denis Bilodeau

Councilmember
Arianna Barrios

Councilmember
Jon Dumitru

Councilmember
Kathy Tavoularis

Councilmember
Ana Gutierrez

Councilmember
John Gyllenhammer
(absent)

City of Orange

2

Public Comment

3

City Manager comments

City of Orange

4

Introductions

Annie Rose Favreau
Director

Mary Locey
Manager

Baker Tilly

5

Agenda review

- Icebreaker exercise
- What makes councils effective within strategic planning
- Introduction to priority setting
- Strategic plan overview
- Review mission, vision and values
- Review of goals and proposed strategies
- Establishing and managing priorities
- Wrap up and next steps

Today's Goal: Establishing Council priorities for the 2026-27 fiscal year

6

Today's objectives

- Gain an understanding of the **purpose of** strategic planning
- Discuss good governance within the context of strategic plans
- Review the City's mission, vision and values
- Obtain **alignment on** priorities
- Strengthen teamwork

7

Workshop ground rules

- Listen to understand each other's point of view
- Seek consensus
- Assume good intent
- Speak up if we need a course correction
- Stay focused

8

Bike rack

- Time management tool
- Used to capture items that are important for later discussion

9

Icebreaker exercise

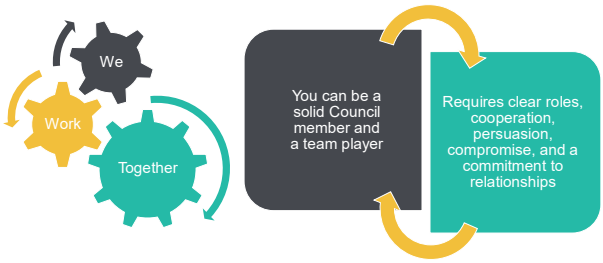
In five years, what headline would you like to read about Orange and why?

10

What makes for effective councils within the context of strategic plans

11

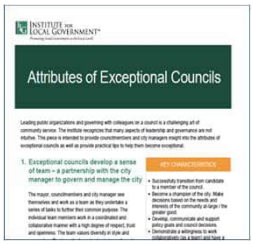
Effective governing is a team sport



12

Exceptional governing bodies

- Have a **sense of team;** a partnership with the city manager to govern and manage the City.
- Have **clear roles** and responsibilities that are understood and adhered.
- **Honor the relationship with staff and each other.**
- Routinely conduct **effective meetings.**
- Hold themselves and the agency **accountable.**
- Have members who practice **continuous improvement.**



13

13

Effective vs ineffective governance

Effective Governance

- **Respect** council-manager form of government (council decides WHAT, management decides HOW)
- **Accept the outcome** of a majority vote
- Ability to **make unpopular** but necessary **decisions**
- **Disagree respectfully**
- Being **trustworthy**; doing what you say you will do and doing it transparently
- Engage with the public in **productive** ways

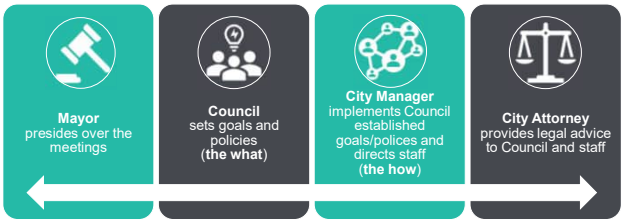
Ineffective Governance

- Being **overly involved** in day-to-day operations
- Personal **attacks**
- **Dominate** discussions
- Purposely being **uncooperative**
- Attempt to **embarrass** each other
- Despite majority vote, continue to **speak against** vote/people who voted
- View colleagues as **enemies or competitors**

14

14

Everyone has a role to play



"Exceptional [governing bodies] have clear roles and responsibilities that are understood and adhered to."

Source: *Institute for Local Government*

15

15

Context for priority setting

16

Context for priority setting

Don't fill up the bucket with so many small rocks there isn't room for the big ones

Put the **big rocks** in first

Then, add the small rocks where there is **room**

Source: *The 7 Habits of Highly Effective People* by Stephen R. Covey

17

17

Council interview themes

- **Stabilize revenues** and close the structural deficit
- Make Orange "open for business" via **targeted economic development**
- Right-size the organization and **retain talent**
- **Modernize systems** – digitize, integrate IT and use AI
- **Balance** historic preservation with predictable growth
- **Sustain low crime** with adequate resources
- Infrastructure and community **services reset**
- **Resolve land use** decisions
- Governance, transparency and public engagement
- Develop **structured partnerships**

18

18

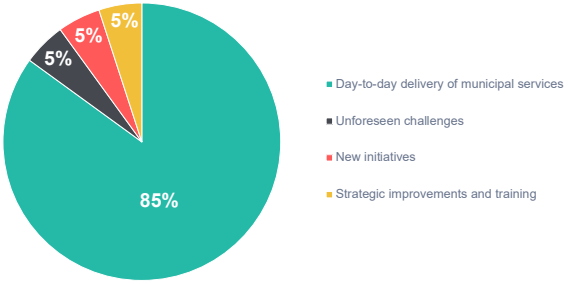
Council identified achievements

- **Reduced crime rates** and strengthened public safety
- **Reduction in homelessness**
- Improved **budget transparency** and fiscal management
- Filled key **leadership positions**
- Initiated a **focus on economic development**
- Moving forward with **park enhancements** and long-standing projects
- **Streamlining the organization**
- **Collaboration** for community engagement and events
- Making **progress on historic preservation**
- Developing **revenue initiatives**

19

19

How management typically allocates their time

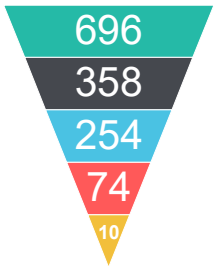


Source: Baker Tilly prepared these estimates based on experience and knowledge of local government operations.

20

20

Orange staff at a glance



Total Staff
- The City had 696 authorized staff positions for FY 2025-26

Operations/Technical Staff
- 358 of these positions are filled by specialty trained operations and technical staff, non-sworn safety and management

Public Safety Staff
- 254 of these positions are sworn safety

Vacancies
- 74 of these positions are currently vacant

Department Heads
- 10 of these positions are available to assist with special projects

Department Heads are available to work on special projects or Council initiatives who also have ongoing day-to-day responsibilities within their roles.

21

21

Check in

- Does anything surprise you about this contextual information?
- Is there anything you would like to highlight for the group as you begin thinking about priority setting?

22

22

Strategic plan framework

23

Strategic plan overview

- **Workbook provided preliminary information**
- **Information gathered**
  - Council interviews
  - Department questionnaires
  - Department director meeting on January 6
  - Review of strategic plan achievements
- **Today's Goal: Establishing Council priorities for the 2026-27 fiscal year**

24

24

Strategic plan framework

Vision, Mission, and Values: The desired future, the purpose, and what drives the actions of the organization.

Broad Multi-Year Goals: Intended outcomes; high-level descriptors of the outcomes you wish to create.

Strategies: Approaches or methods to achieve each goal.

Implementation Action Plan: Contains milestones, assignments and dates to be used for tracking and reporting progress.

25

Check in

- Any questions about the framework before we jump into reviewing the mission, vision, values, goals, and priorities?

26

Break

27

Mission, Vision and Values

28

Mission statement

Why we exist

Current Mission Statement:

- The City of Orange is committed to excellent service for our residents, businesses and visitors.

Proposed Mission Statement:

- Orange embraces safety and fiscal health, while providing ethical, innovative, and responsive service to its community.

29

Vision statement

Where we are going

Current Vision Statement:

- As an organization, the city is the leader in delivering the highest level of service to meet current and future needs of the community.

Proposed Vision Statement:

- Orange is a city that celebrates its heritage, strives for high quality service, and prepares for a vibrant future.

30

Values

What we believe in

Value	Value Statement
Teamwork	Working together to achieve common goals.
Excellence	Demanding the best from ourselves and others.
Accountability	We are accountable to the residents and taxpayers of the City of Orange and are committed to holding ourselves, and each other, to the highest moral and ethical standards of conduct and performance excellence.

31

31

Consensus

Do you **concur**?

32

Goals and proposed strategies

33

Review established goals

Goal[1]		Goal Statement
1.	Public Safety	Maintain strong emergency and safety services.
2.	Economic Development	Enhance economic development and achieve fiscal sustainability.
3.	Communication	Enhance public communication strategy and quality of life.
4.	Employee Culture	Improve employee retention and recruitment.
5.	Capital Improvement	Improve infrastructure, mobility, and technology.
6.	Historic Preservation	Ensure the preservation of historic resources.

[1]Goals established by the City Council on November 26, 2024.

34

34

Goal 1. Maintain Strong Emergency and Safety Services

	Proposed Strategies
A.	Fire station maintenance, remodels and improvements
B.	Signal pre-emption installation
C.	Updates to the Orange Police Department building
D.	Police uniform project
E.	FLOCK technology implementation
F.	CAD/RMS upgrades
G.	Fire station relocations
H.	Ambulance operator program
I.	Fire annual physicals updates
J.	Fire station security upgrades

35

35

Goal 1. Maintain Strong Emergency and Safety Services

	Proposed Strategies
K.	Flock drone to provide rapid aerial recon
L.	Fire Standards of Coverage study
M.	Crime reduction technology program updates
N.	Real time crime center creation
O.	Peregrine technology incorporation
P.	AXON technology (tasers, BWC, car cameras)
Q.	Frontline apparatus (fire engine) to enhance responses

36

36

Goal 2. Enhance Economic Development and Achieve Fiscal Sustainability

	Proposed Strategies
A.	North Service Planning Area payment strategy funding
B.	Meats to Heim Specific Plan development
C.	General Fund Reserve achieve 18% target
D.	Internal Service Fund Reserves achieve targeted levels
E.	Reduce subsidy from general tax revenues by reviewing and updating master schedule of fees
F.	Pension costs achieve and maintain a 90% funded status
G.	Other post-employment benefits achieve and maintain a 90% funded status
H.	Receive direction on placing a potential revenue measure on an upcoming ballot for voter consideration

37

Goal 2. Enhance Economic Development and Achieve Fiscal Sustainability

	Proposed Strategies
I.	Evaluate programs that have been eliminated
J.	Staffing expectations for upcoming budget process
K.	Economic Development marketing program creation
L.	Apply for the Award of Excellence in Financial and Budget Reporting
M.	Structural balanced budget to fully fund internal service programs
N.	Conduct an organizational assessment to evaluate staffing levels and operational efficiency

38

Goal 3. Enhance Public Communication Strategy and Quality of Life

	Proposed Strategies
A.	Conduct the November 3, 2026 General Municipal Election
B.	Rolling file cabinet replacement
C.	Implementation of SB 707 requirements for Brown Act modifications
D.	Complete the recodification of Orange Municipal Code
E.	Conflict of Interest Code biennial update
F.	Santa Ana River lease agreement finalization
G.	Direction on the potential to annex county islands
H.	Evaluate the benefits of becoming a charter city
I.	Conduct an RFP for building and safety consultant support
J.	Modernize and update the Sign Ordinance (Title 17)

39

Goal 3. Enhance Public Communication Strategy and Quality of Life

	Proposed Strategies
K.	Landscape standards and guidelines consolidation into a new OMC chapter
L.	Improvements to the Yorba Dog Park
M.	Construct pickleball courts and fitness circuit at Hart Park
N.	Construction of a new skate part & restroom building at Grijalva Park
O.	Secure an outside operator for aquatics and day camp programs
P.	Complete a new agreement with Chapman University and Orange Lutheran High School for Diamond 1 field use.
Q.	Grijalva Park masterplan update
R.	Olive Park netting replacement project
S.	Secure a new book vendor for Library services

40

Goal 3. Enhance Public Communication Strategy and Quality of Life

	Proposed Strategies
T.	Receive direction on the USA 250 initiative
U.	Construction of a new park in West Orange on OC Flood control property
V.	Complete Library improvement projects
W.	Finalize agreement with Kiwanis for summer concert series
X.	Draft a Councilmember Policy Handbook
Y.	Apply to be a site for the LA 2028 Olympics Torch Relay
Z.	Expand community outreach and resources to increase access to City services and build trust
AA.	Update Parks and Recreation Masterplan

41

Goal 3. Enhance Public Communication Strategy and Quality of Life

	Proposed Strategies
BB.	El Modena Basin Area Improvements project to design amenities
CC.	Revise and update the Sports Field Allocation policy to reflect current practices
DD.	Revisit and update the administrative policy for waiving fees
EE.	Initiate an RFP for Plaza Park holiday decorations
FF.	Start construction of the El Modena netting project
GG.	Create an exhibit space at the El Modena Library
HH.	Improve, enhance and beautify major street corridors
II.	Improve pavement program to maintain a citywide index of 75+/-
JJ.	OC Riverwalk funding and development at Katella Avenue

42

Goal 4. Improve Employee Retention and Recruitment

	Proposed Strategies
A.	Adopt the eSkills platform for increased efficiency of recruitment exams
B.	Expand the City's internship program to attract new talent
C.	Start labor negotiations with represented groups
D.	Strengthen organization performance management and accountability
E.	Reduce the time to hire and secure top talent
F.	Host a supervisor's academy to develop employees' abilities for leadership roles
G.	Identify and develop succession planning for all departments
H.	Conduct a classification and compensation survey

43

43

Goal 4. Improve Employee Retention and Recruitment

	Proposed Strategies
I.	Expand professional development and training for advancement opportunities
J.	Employee handbook and policy modernization
K.	Recruit and retain qualified employees

44

44

Goal 5. Improve Infrastructure, Mobility and Technology

	Proposed Strategies
A.	Implementation of Laserfiche records management program
B.	Implement energy efficiency upgrades via an investment grade audit
C.	Implement the Civic Portal for single City account access
D.	Implement Maintstar for centralized one-stop platform for staff to manage development projects and processes
E.	GIS "More Info" page consolidation of relevant property/parcel data
F.	Develop benchmark reporting for workload demand and informed decision making
G.	Create custom applications to support department operations
H.	Transition to an online library card system
I.	Transition the Main Library study rooms to self-service

45

45

Goal 5. Improve Infrastructure, Mobility and Technology

	Proposed Strategies
J.	Start ERP implementation phases two and three (Human Resources, payroll, utility billing)
K.	Old Towne-West Orange shuttle feasibility study
L.	Develop and implement Old Towne parking management program
M.	Corp Yard renovation master plan implementation
N.	Develop an active transportation plan to improve bicycle and pedestrian safety/mobility
O.	Complete the Santiago Trail extension
P.	Continue City well PFAS retrofit
Q.	Complete the Serrano Park lodgepole fencing installation
R.	Public computer, laptop and copier replacement at library locations

46

46

Goal 5. Improve Infrastructure, Mobility and Technology

	Proposed Strategies
S.	Create onboarding/training for new Board, Commission and Committee members
U.	Explore the use of AI solutions to automate and streamline permitting and planning activities
V.	Laserfiche search enhancements to refine and improve metadata
W.	Maintstar technology enhancement to refine daily system use and functionality
X.	General Plan update process planning
Y.	Housing Element update process planning
Z.	Police Phase 3 furniture and lighting updates
AA.	Updated facility condition assessment to identify maintenance needs and future CIP projects

47

47

Goal 5. Improve Infrastructure, Mobility and Technology

	Proposed Strategies
BB.	Deploy a micro transit service in and around Old Towne
CC.	Storm drain master plan update
DD.	Sewer master plan update to coordinate with the next General Plan update
EE.	Connect houses on septic to the City sewer syste.

48

48

Goal 6. Ensure the Preservation of Historic Resources

	Proposed Strategies
A.	Develop a cohesive strategy for City-owned property in Old Towne
B.	Prepare a Historic Preservation Ordinance
C.	History Center reorganization to preserve items
D.	Update the Library's digital photography collection for online public access
E.	Create a disaster preparedness plan for the Library's History Center
F.	Develop a citywide inventory of historic properties
G.	Pursue Certified Local Government status
H.	Update local history policies for approval
I.	Update commercial and industrial design standards with City expectations for site/building design

49

Check in

- Any questions about the proposed strategies before we start to prioritize them?

50

Establishing priorities

51

Establishing priorities

Goal	Goal Statement	Strategies
1.	Maintain strong emergency and safety services.	17
2.	Enhance economic development and achieve fiscal sustainability.	14
3.	Enhance public communication strategy and quality of life.	36
4.	Improve employee retention and recruitment.	11
5.	Improve infrastructure, mobility, and technology.	30
6.	Ensure the preservation of historic resources.	9
Total Strategies		117

52

Dot Voting

- **12** dots per Councilmember
- Place a dot next to your top **12 priority strategies** in any goal area
- No double voting for a strategy
- No tearing dots
- Priorities for next fiscal year will be determined by the highest number of dots per strategy

53

Consensus

Do you **concur**?

54

Managing priorities

55

Staying on track

- Regular progress reporting
- Hold off on new initiatives until next goal setting cycle or budget mid-cycle
- Keep the identified priorities in mind

56

Best practices for adding initiatives and projects

- **Emergency** (natural disaster, pandemic, civil unrest)
- **New outside funding** opportunity that is time sensitive
- **New multi-agency opportunity** that cannot be delayed
- **Community safety** issue that must be addressed in near term
- Changes in **laws or mandates**

57

Managing priorities

When adding initiatives and projects:

- What **comes off** the plate if something new goes on?
- What are the **consequences** of shifting direction mid way?

58

Closing Comments

59

ORANGE CITY COUNCIL STRATEGIC PLAN WORKSHOP

Wrap up

- Baker Tilly will prepare a workshop report
- Staff will build Council direction into workplans and budget
- Quarterly strategic plan updates will continue

60

bakertilly

Annie Rose Favreau
DIRECTOR

E: anniierose.favreau@bakertilly.com

Mary Locey
CONSULTING MANAGER

E: mary.locey@bakertilly.com

Baker Tilly US, LLP, trading as Baker Tilly, is a member of the global network of Baker Tilly International Ltd., the members of which are separate and independent legal entities. © 2024 Baker Tilly US, LLP.

Thank you

61