ORANGE COUNTY BOARD OF COMMISSIONERS
RETREAT AGENDA

Board of Commissioners Retreat
January 16, 2026
Light Breakfast – 8:30 a.m.
Meeting – 9:00 a.m.
Donna S. Baker Meeting Room
Whitted Facility
300 West Tryon Street
Hillsborough, NC 27278

(Please note that the times listed below are only estimates.)

(8:30 – 9:00)		LIGHT BREAKFAST
(9:00 – 9:10)	1.	Welcome and Opening Comments – BOCC Chair Jean Hamilton
(9:10 – 9:30)	2.	Collaborative Board Activity *(Chair Hamilton)*
(9:30 – 10:45)	3.	Orange County Strategic Plan Performance Measures *(Kelly Guadalupe & Travis Myren)*
(10:45 – 11:00)		BREAK
(11:00 – 12:15)	4.	Budget Preview and Federal Funding Update *(Travis Myren and Kirk Vaughn)*
(12:15 – 1:15)		LUNCH
(1:15 – 2:30)	5.	Board Functioning

<div style="margin-left:2em">

a) Petition Process *(Chair Hamilton)*
- Board Member Petitions
- Public Petitions

b) Discussion on Advisory Board Policy *(Tara May)*
- Volunteer Board Service, Engagement, Absences and Removal Protocol

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(2:30 – 2:45)		BREAK
(2:45 – 3:45)	6.	Discussion on Housing Advisory Boards *(Blake Rosser)*
(3:45 – 4:00)	7.	Final Comments/Wrap-up *(Board Members)*
(4:00)		Adjourn

Attachment 3-a

Orange County

To: Board of County Commissioners

From: Kelly Guadalupe, Strategic Planning Manager
                Travis Myren, County Manager

Date: January 16, 2026

Subject: Orange County Strategic Plan Performance Measures

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Background

On February 20, 2024, the Board of Commissioners approved a Countywide Strategic Plan for FY2024-25 through FY 2028-29. This plan includes a mission, vision, guiding principles, six goals and objectives associated with each goal. Revised objectives and performance measures for each of the six strategic goals were adopted in April 2025.

These performance measures track progress toward the Strategic Goals and ensure the plan is achieving its intended outcomes by providing concrete data on how the county is performing against set objectives. The measures are tracked quarterly. Twice each year, the County Manager's Office prepares an update to the Board for each Strategic Goal including specific milestones and challenges.

Strategic Plan Progress Report 2026 Board Retreat

TABLE OF CONTENTS

Orange County Strategic Plan FY2025-2029

FY2025-2026 First Quarter Progress Report

Mission Statement

Orange County is a visionary leader in providing governmental services valued by our community, beyond those required by law, in an equitable, sustainable, innovative, and efficient way.

Vision Statement

We are a diverse, inclusive, and healthy County working together to strengthen our community and enhance the quality of life for all residents.

Guiding Principles

Communication and Awareness

We provide information and opportunities for engagement in a transparent manner so that all in our community have knowledge, understanding, and a voice.

Inclusivity and Engagement

We foster an environment in which all are welcomed, represented, and empowered to participate in and feel connected to their community.

Dedication and Respect

We commit to our roles in public service and organizational excellence by fostering the skills, talents, and innovation of our residents, employees, volunteers, and boards needed to carry out this work.

Stewardship and Advocacy

We make proactive data-supported decisions and advocate to local, state and Federal governments in response to our community's needs in a way that best utilizes our resources.

Partnership and Collaboration

We build meaningful relationships and connections that allow us to create holistic and integrated systems of support for all.

Social Justice

We reject oppression and inequity by ensuring fair and equitable treatment of all people.

Climate Action and Sustainability

We recognize that our environment is critical to our existence and are deliberate in protecting, preserving, and sustaining our natural resources for the continued good of all.

Strategic Priorities

Priority 1 Environmental Protection and Climate Action

Promote sustainability and resiliency across the County and collaborate with our partners to activate our community, protect and preserve our natural resources, and reduce greenhouse gas emissions.

Priority 2 Healthy Community

Increase equitable access to care and social safety net programming to promote the physical, social, and mental well-being of our community.

Priority 3 Housing for All

Promote equitable and accessible housing and address housing disparities through policies, partnerships, and collaboration to create a thriving community.

Priority 4 Multi-modal Transportation

Collaborate with our regional partners to expand, integrate/connect, and provide accessible public transportation options.

Priority 5 Public Education/Learning Community

Enhance and maintain quality school operations and infrastructure and cultivate lifelong learning.

Priority 6 Diverse and Vibrant Economy

Foster an environment that attracts and retains sustainable and diverse businesses and visitors, employment opportunities, and diversifies our tax base.

Priority 1 Environmental Protection and Climate Action

Promote sustainability and resiliency across the County and collaborate with our partners to activate our community, protect and preserve our natural resources, and reduce greenhouse gas emissions.

Objectives

1. Identify the priorities and resources necessary to implement the Climate Action Plan.
2. Invest in our infrastructure to reduce the environmental impact of the County fleet/facilities and improve safety.
3. Improve educational opportunities for County staff and community members on climate action and available resources to advance climate action projects.
4. Incentivize and promote sustainable agriculture and local food systems development through supportive policy, funding, farmland protection and educational outreach.
5. Review land use policies to promote and connect Town, County, and private trails and open spaces.
6. Protect water supply/watersheds.
7. Conserve and protect high-priority open space, including Natural Heritage sites, nature preserves, watershed riparian buffers, and prime/threatened farmland.
8. Include environmental stewardship objectives in the Comprehensive Land Use Plan.

1.1 Climate Action Plan Strategies

Climate Action Plan Strategies Implemented
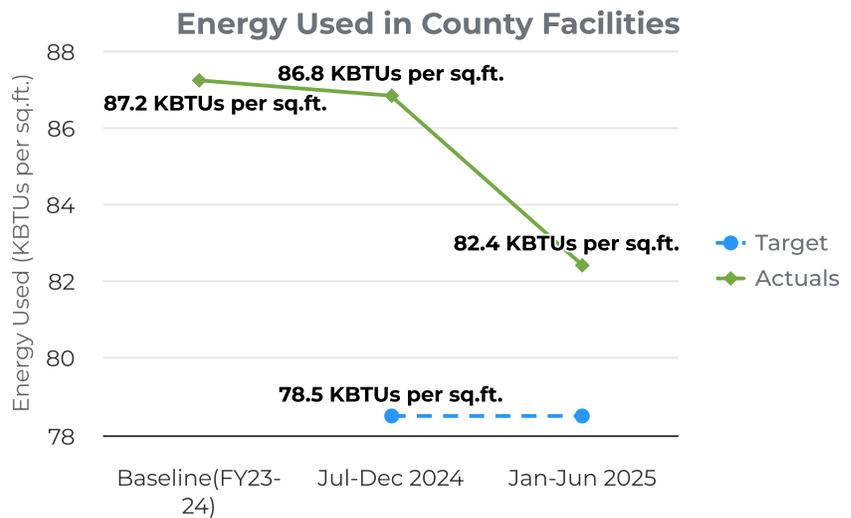
10   20   30   0   **21**
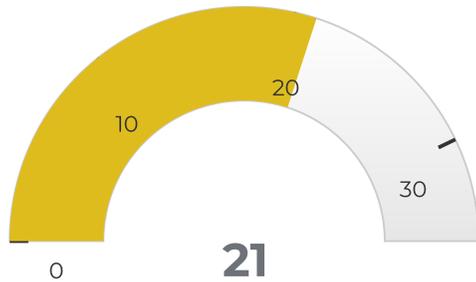
1.1 Implement 50% (35) of Climate Action Plan Strategies by June 30, 2029, and document strategy status in Climate Action Tracker.

The measure is currently on track to achieve the 2029 target, having implemented 21 Climate Action Plan Strategies as of June 30, 2025.
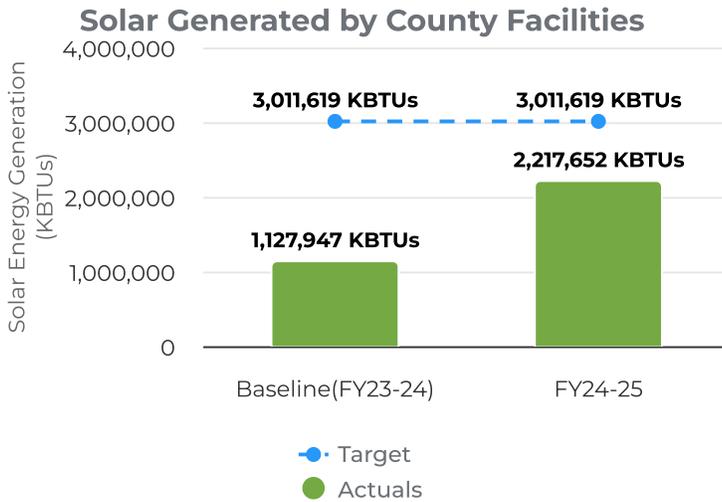
1.2 Energy Use

1. 2 Reduce the energy intensity (energy used in KBTU, or one-thousand British thermal units, per building square foot) of County facilities by 10% to 78.5 KBTUs per square foot by June 30, 2029.

Energy use is decreasing as planned, and is on track to reach the target before June 30, 2029. LED conversion projects contribute to this success.

Energy Used in County Facilities

- 87.2 KBTUs per sq.ft.
- 86.8 KBTUs per sq.ft.
- 82.4 KBTUs per sq.ft.
- 78.5 KBTUs per sq.ft.

Target, Actuals

Baseline(FY23-24), Jul-Dec 2024, Jan-Jun 2025

Energy Used (KBTUs per sq.ft.)

1.3 Solar Energy Generation

Solar Generated by County Facilities

1.3 Increase the annual solar energy generated at County facilities by 167% by June 30, 2029.

The measure is currently on track to meet its target by June 30, 2029. The County expects solar generation to increase due to recent and planned projects. The Efland EMS Station recently completed its solar installation, and the County has secured grant funding to install solar at the Cedar Grove Community Center. The County plans to add solar to the Southern Human Services Center and the Drakeford Library Complex, and is conducting a solar feasibility study to help prioritize future projects.

1.4 Vehicle Replacement

1.4 Replace 75% of County non-first responder vehicles each year with electric or other alternative fuel vehicles (biodiesel, ethanol, hydrogen, etc.).

74%, or 23 out of 31 vehicles replaced, were replaced with electric vehicles in FY24-25. 36 of the 208 vehicles in the County fleet are electric vehicles.

Replacement Vehicles that are Electric
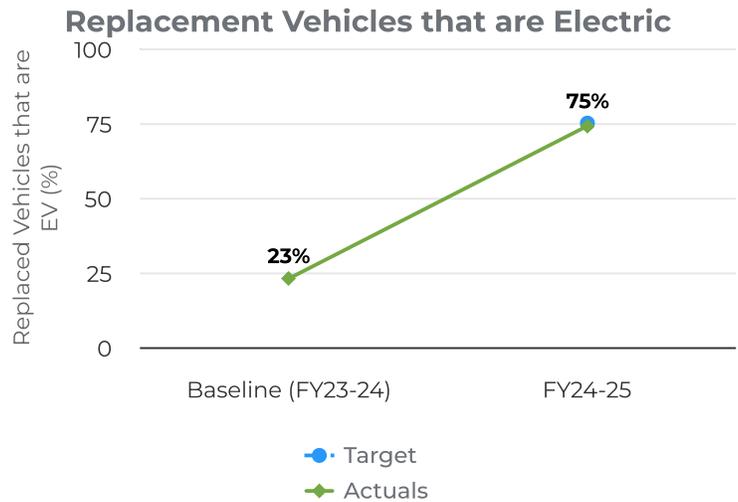
1.5 Environmental Protection and Sustainable Practices

1.5 Increase the rating in the bi-annual community survey on the following two questions by one percentage point every 2 years:

How would you rate the County:

- *As a community committed to green & sustainable practices*
- *As a place that prioritizes environmental protection*

The 2023 Community Survey indicated a **66%** positive response to the County's commitment to green and sustainable practices. There was a **60%** positive response to the County's prioritization of environmental protection. The 2025 Community Survey will be administered in winter 2026.

1.6 Sustainable Farming Practices

1.6 Establish a baseline and increase the number of sustainable farming practices farmers implement after participating in sustainable farming programs, outreach, or education each year.

In FY2024-25:

- 19 sustainable farming practices were funded through the agricultural economic development grant program,
- 442 landowners conducted soil health management, and
- 7 properties were managed through prescribed burning.

Sustainable Farming Practices Implemented
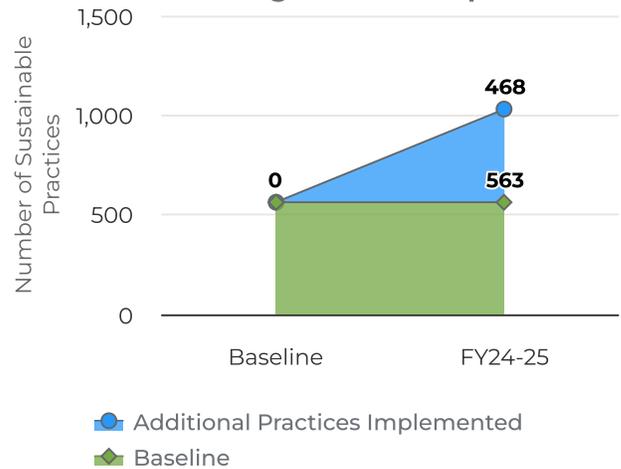
1.7 Land Protection

Acres of Land Protected by Easement

67

1.7 Permanently protect 300 additional acres of farmland, priority natural areas, riparian buffer lands, floodplains, and wildlife habitat over the next 5 years.

The measure is on track to meet its five-year target. During the first year of tracking the measure, the County protected an additional 67.242 acres, or 22.4% of the goal.

Priority 2 Healthy Community

Increase equitable access to care and social safety net programming to promote the physical, social, and mental well-being of our community.

Objectives

1. Improve harm reduction, prevention, and therapeutic interventions for adults and children experiencing behavioral health issues, substance use disorder, and intellectual or developmental disability.
2. Expand access to quality, affordable healthcare services. (e.g., Crisis Diversion facility, Medicaid expansion, crisis response, behavioral health).
3. Provide protective services for our most vulnerable community members with practices and resources that support reducing risk factors, ensuring safety, and achieving permanency.
4. Support the basic needs and financial security of low-income families through a robust safety net of economic supports that help build long-term financial security.
   Provide deflection, diversion, therapeutic interventions, and re-entry support, including housing for justice-involved children and adults.
5. Invest in, support, train, and retain our community safety, health, and emergency services employees and direct care workforce.
6. Provide sustainable, equitable, and high-quality community safety and emergency services to meet the community's evolving needs.
7. Invest in services and programs that improve the health and quality of life of the community (e.g., recreation and public open spaces, arts, etc.)

2.1 Post Overdose Response Team (PORT) Implementation

2.1 Implement Post Overdose Response Team (PORT):

- *PORT contacts 90% of patients referred within 24 hours.*
- *PORT establishes and maintains an 80% induction to transfer of care and completion of medication-assisted treatment for opioid-use disorders.*

In its first twelve months of operation, PORT has not yet met the ambitious target of a 90 percent contact rate within 24 hours. The team attempts to contact patients for referral, but successful contacts are often challenging when the team does not have a patient's phone number or address.

The rate of induction to transfer of care is meeting the target of 80 percent. Because the absolute number of PORT inductions is small, a minor amount of variation can dramatically impact the percentage from one quarter to the next.
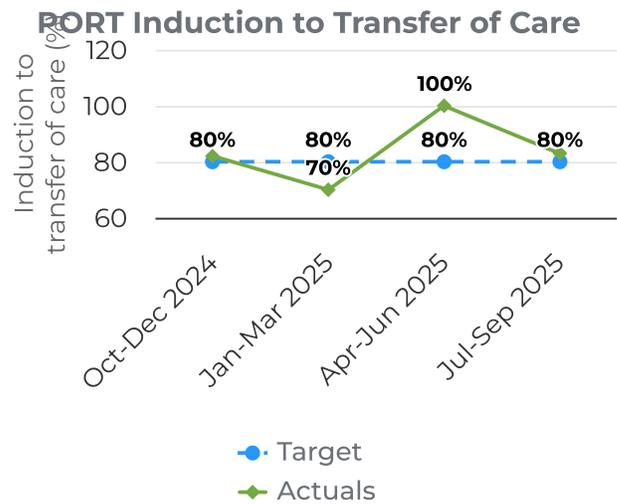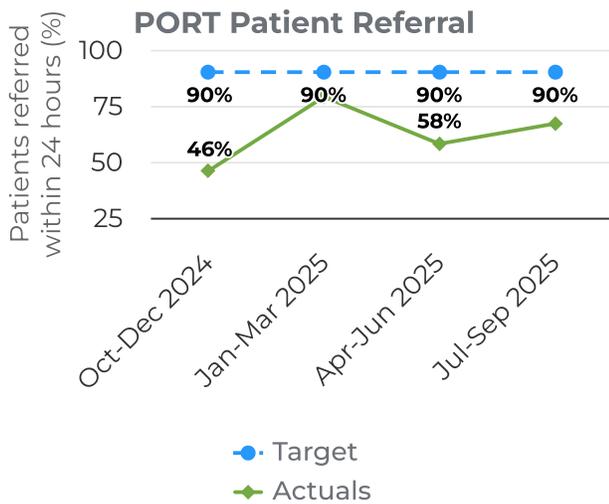
2.2 Medicaid Enrollment

2.2 Increase enrollment of Medicaid-eligible residents by 1% (200 individuals) annually through Fiscal Year 2028-29.

In FY24–25, the measure exceeded its target. Enrollment of Medicaid-eligible residents increased by 5 percent from June 2024 to June 2025. Quarter 1 of FY25-26 showed a continued increase in enrollment, with some leveling off.

Medicaid Enrollment
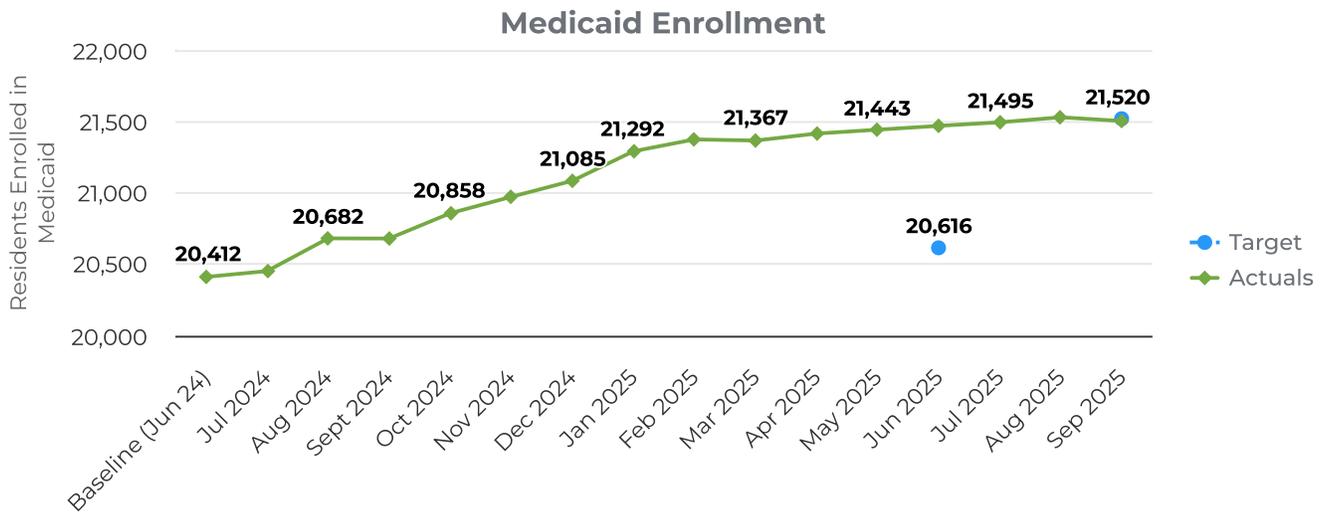
2.3 Deflection and Diversions from the Legal System

2.3 Increase by 2% annually the number of individuals deflected or diverted from criminal legal system involvement, by referring individuals to the Criminal Justice Resource Department deflection and diversion programs.

The Criminal Justice Resource Department reported three fewer deflections and diversions from the legal system in FY24-25 than in FY23-24.

Deflections and Diversions from the Legal System

2.4 Employee Retention
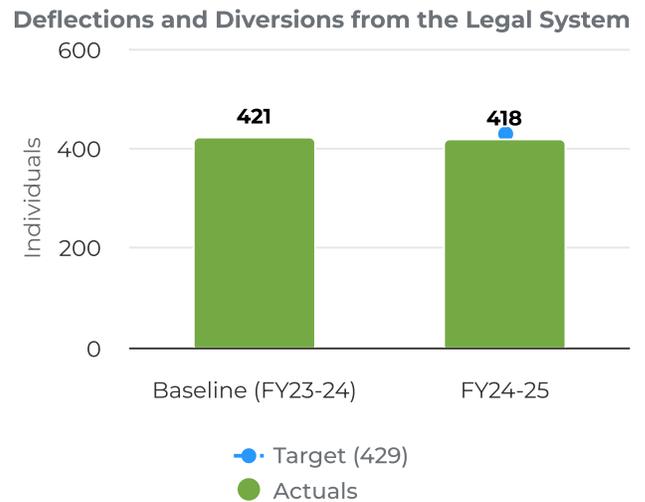
Frontline Employee Retention
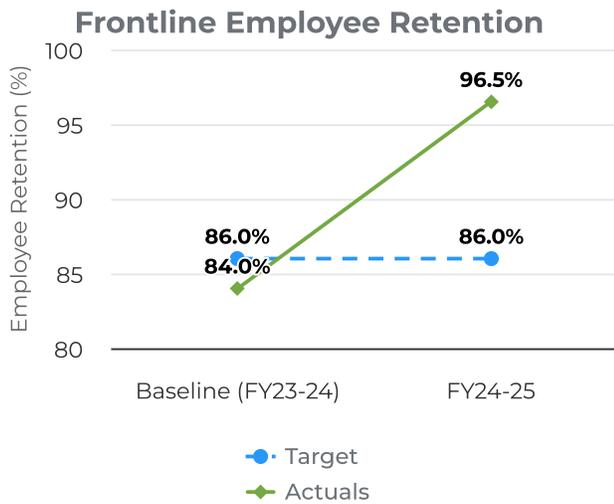
2.4 Through Fiscal Year 2028-29, maintain an annual retention rate of 86% or more among:

- *Deputy Sheriffs,*
- *EMTs and Paramedics,*
- *911 Call Takers and Telecommunicators, and*
- *Protective Services Social Workers*

The measure is currently meeting and exceeding the target. The first year saw an overall frontline employee retention increase of 12.5 percentage points, 10.5 percentage points more than the proposed target.

2.5 EMS Response Time

2.5 Achieve by April 1, 2025, and maintain a 65% adherence rate to a 15 minute or less emergent total response time for events requiring critical intervention by Emergency Medical Services.

In the first year, EMS adherence to the critical response time increased by 12 percentage points, surpassing the target rate by over 10 percentage points. July to September 2025 adherence rate was well above target, at 78%.

EMS Adherence to Critical Response Time
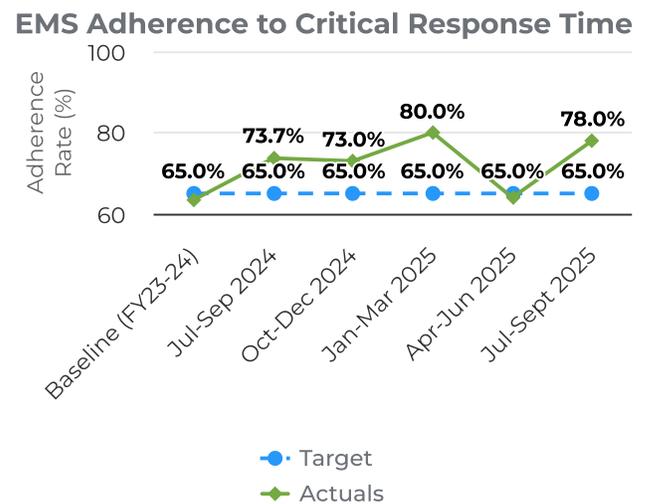
2.6 Mental Health Training

Mental Health Training
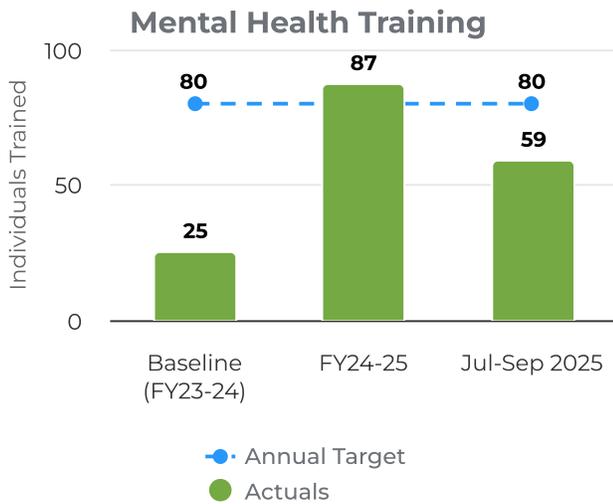
2.6 Train 80 individuals annually on mental health topics, including Mental Health First Aid and Applied Suicide Intervention Skills.

The Health Department and Criminal Justice Resource Department trained a combined 87 individuals on mental health topics in FY24-25, exceeding the annual target. In the first quarter of FY25-26, 59 individuals have already been trained.

2.7 Child Support Collection

2.7 Work with families to collect at least 70% of all current child support owed and collect arrears for at least 70% of the families served by the Child Support Services Program annually.

The collection rates are currently meeting and exceeding the target by at least 3 percentage points.

Child Support Collection Rates
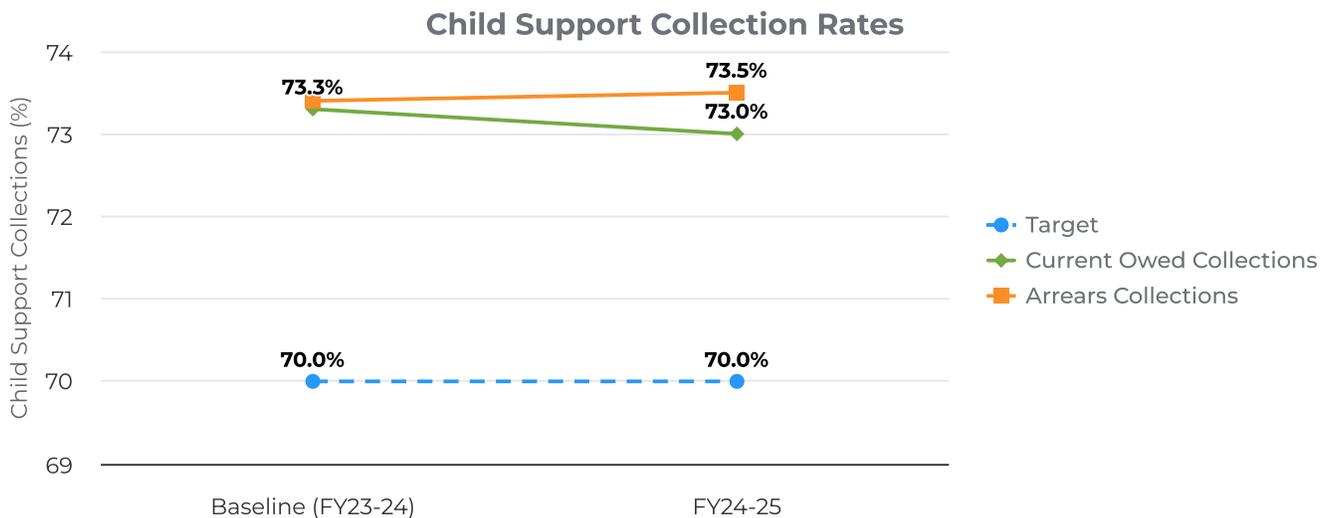
2.8 Food-Insecure Households Served

2.8 Serve 96% of the estimated eligible food-insecure Orange County households with food and nutrition services annually.

The measure met the target in FY24-25. The County served a monthly average of 9,440 participants. In the first quarter of FY25-26, the percentage of estimated eligible households served decreased by 7 percentage points.

Estimated Eligible Food-Insecure Households Served

2.9 Family Success Alliance Program
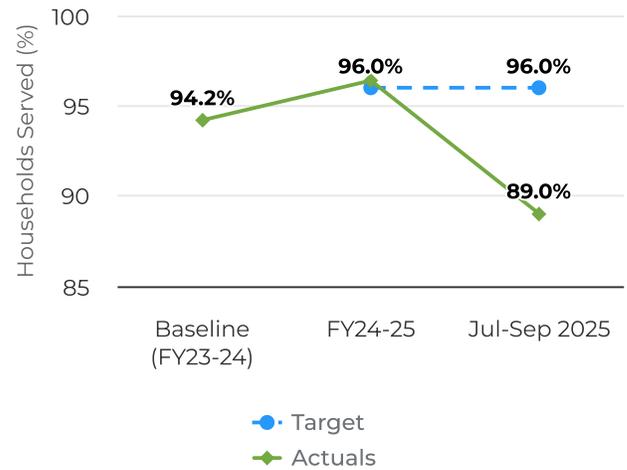
Family Success Alliance Program
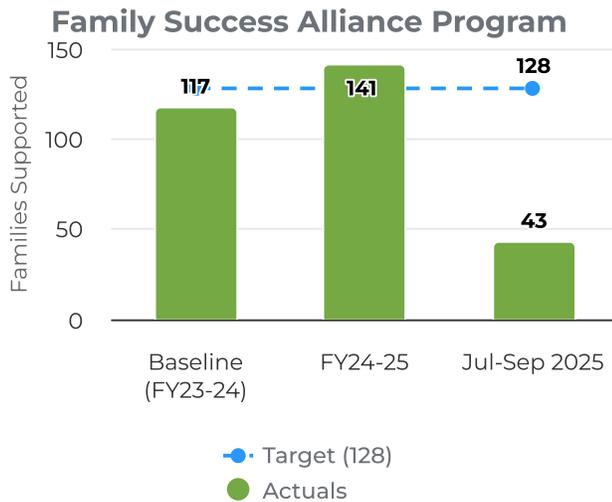
2.9 Provide 128 families annually with case-management through the Family Success Alliance program to connect them to medical/mental health care, housing, or food with support, information, and referral services.

In FY24-25, the number of families served through the Family Success Alliance increased by 24 families from the baseline of 117 to 141, exceeding the target for this measure. So far in FY25-26, 43 families have been provided case management.

2.10 Child Reunification

2.10 Increase the percentage of children achieving permanency through reunification when exiting foster care by 1 percentage point per year.

In the past year, the percentage of children achieving permanency through reunification when exiting foster care increased by 2 percentage points, exceeding the target set.

Children Exiting Foster Care Through Reunification
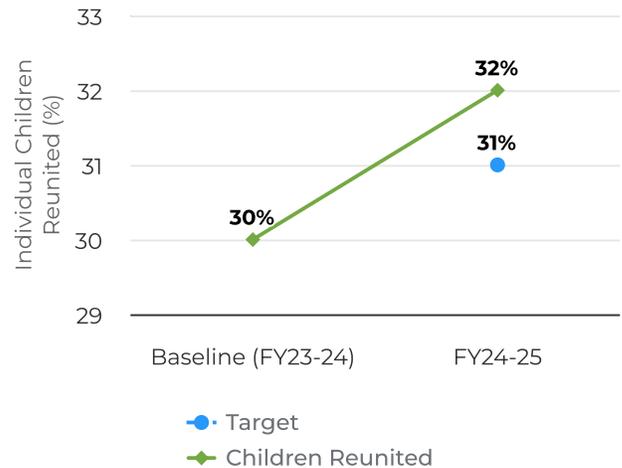
2.11 Mobile Crisis Team Responses

Mobile Crisis Team (CARE) Responses
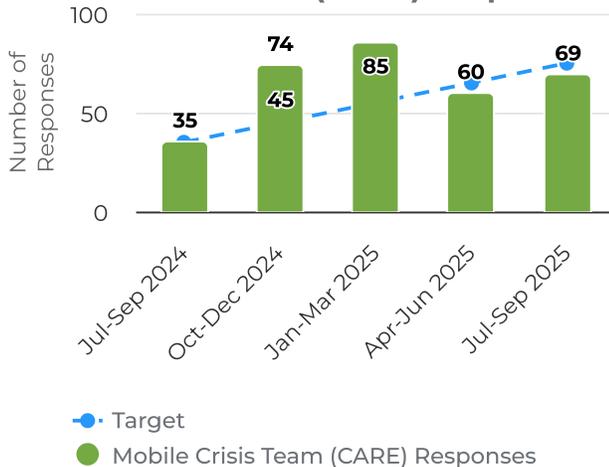
2.11 Increase by 10 quarterly the number of 911 responses made by the Mobile Crisis Team (CARE).

In FY24-25, team responses grew beyond the target in the second and third quarters, with a dip in the fourth quarter when the Call Center Counselor position was vacant. In quarter one of FY25-26, team responses increased from the previous quarter.

In FY24-25, the team served 349 unique individuals and 93% of responses were diverted from a criminal charge.

2.12 Cultural Competence Training

2.12 All first-responder county employees complete annual training to ensure cultural competence.

Staff are developing a training curriculum which will be piloted in FY25-26.

2.13 Community Survey Response to Amenities and Activities

2.13 Increase positive responses to the statement: "County provides adequate amenities, access to leisure activities, and cultural activities" by 1 percentage point in the 2027 and 2029 community surveys.

The 2023 Community Survey indicated a 53.8% positive response to the statement. The 2026 Community survey will be administered in winter 2026.

Priority 3 Housing for All

Promote equitable and accessible housing and address housing disparities through policies, partnerships, and collaboration to create a thriving community.

Objectives

1. Use regular federal and local funds to build and/or acquire new affordable housing.
2. Address need and any policy barriers to increase access to emergency shelter beds and other low-barrier housing, including eviction diversion.
3. Invest in permanent supportive housing and help residents achieve housing stability.
4. Prioritize and select County-owned land and/or facilities, including the Greene Tract, as part of an overall plan of facilities to create crisis, bridge, low barrier, affordable, and permanent housing.
5. Review County ordinances, policies, agreements, and the regulatory processes to streamline practices, and increase opportunities and reduce barriers to construct housing.
6. Increase opportunities for public employees to buy and rent homes where they work.
7. Expand resources and invest in housing designed for our aging and disabled residents.
8. Rehabilitate and repair existing housing to preserve naturally occurring affordable housing and avoid displacement.
9. Increase representation of people with lived experience on housing related matters.
10. Support unhoused residents in obtaining temporary and permanent housing.
11. Ensure timely and thorough investigations and dispositions to all civil rights and fair housing complaints.

3.1 Affordable Housing Units

Affordable Housing Units Constructed
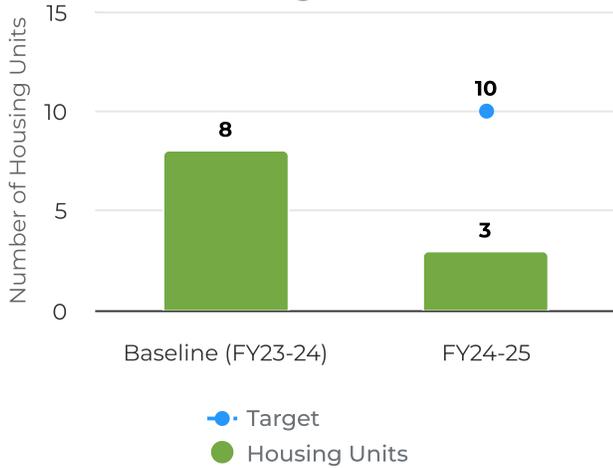
3.1 Increase the number of affordable (80% AMI or below) housing units funded by Orange County by an average of 10 annually over 5 years, prioritizing 60% AMI or below.

In FY24-25, 9 units were funded and 3 were constructed. Due to construction schedules, there will naturally be some variation from year to year.

3.2 Cold Weather Emergency Beds Available

3.2 Increase the number of immediately accessible cold weather emergency beds available in the community by 25% by 2026.

The measure is currently meeting and exceeding the target. In the last year, the number of cold weather emergency beds increased from the baseline of 28 beds to a total of 55 available between Orange County and the Inter-Faith Council for Social Service.

Cold Weather Emergency Beds
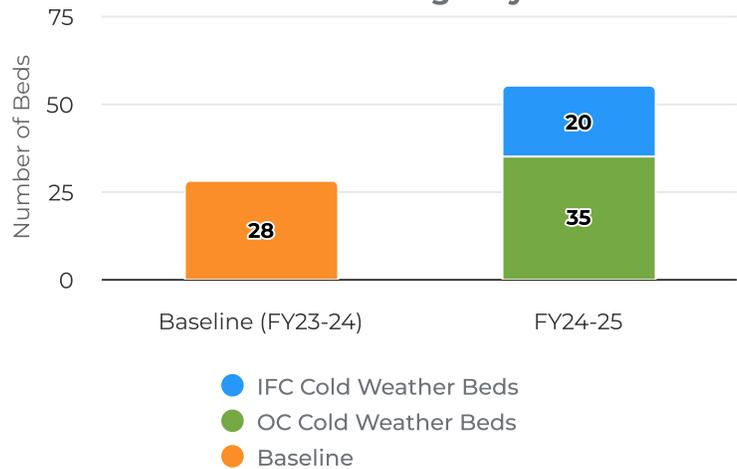
3.3 Transition to Permanent Housing

3.3 Establish a baseline and increase by 5 per year the number of individuals moved from Bridge Housing programs to stable permanent housing.

FY24-25 is the baseline year for this measure. 6 individuals were moved from Bridge Housing programs to stable permanent housing.

3.4 Permanent Supportive Housing

3.4 Increase the number of households housed in permanent supportive housing by 10% annually.

The number of households housed in permanent supportive housing increased from the baseline of 18 households to 20 households in FY24-25, meeting the annual target. In the first quarter of FY25-26, 25 households were housed, already surpassing the target of 22 households.

Households Housed by Permanent Supportive Housing
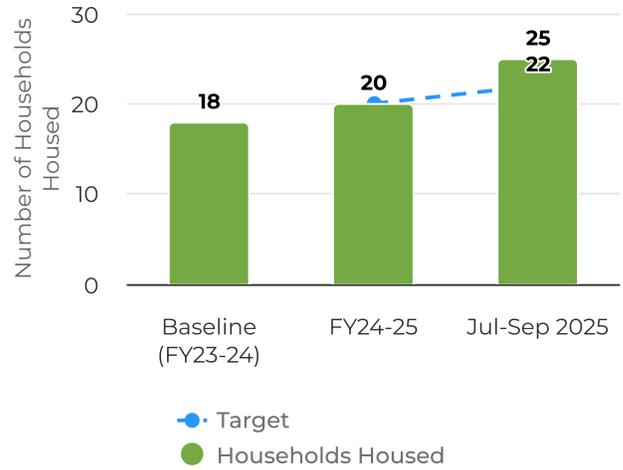
3.5 Eviction Diversion Programs

Program Recipients Avoiding Eviction
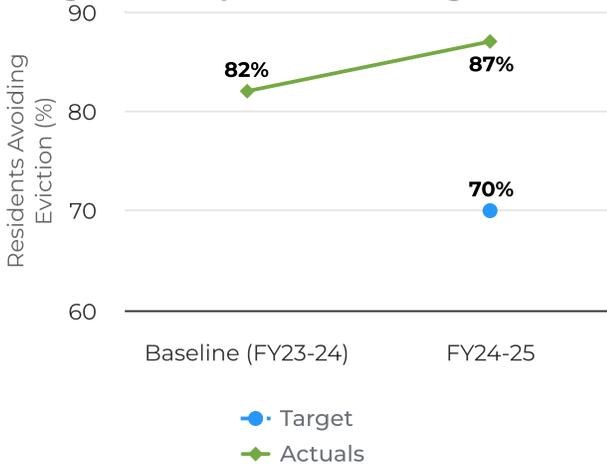
3.5 70% of residents served by eviction diversion programs avoid eviction in the next 12 months.

In FY24-25, program recipients who avoided eviction increased by 5 percentage points from 82% to 87%, exceeding the target success rate.

82%   87%

70%

Residents Avoiding Eviction (%)

Baseline (FY23-24)   FY24-25

- Target
- Actuals

3.6 Development Permit Approval

3.6 Establish baseline and decrease by 5% the median amount of time it takes from first development permit application to certificate of occupancy issuance for housing developments by June 30, 2029.

The baseline median development processing time is expected in FY25-26. Staff are pursuing strategies this fiscal year to improve software and staff workflow.

3.7 Employee Assistance Programs

3.7 Establish a baseline and increase by 5% the awareness of available housing and rental assistance programs among county employees by June 30, 2029.

In FY25-26, staff will establish a baseline level of awareness through survey, and then pursue strategies to increase awareness among staff of programs available.

3.8 Repair and Rehabilitation of Housing Units

3.8 Increase by an average of 10% annually over 5 years the number of housing units repaired or rehabilitated.

The measure exceeded the target in FY24-25. 22 housing units were repaired and 6 were rehabilitated by the Housing Department. 50% of the FY25-26 target was achieved in the first quarter of the fiscal year.

Housing Units Repaired or Rehabilitated

- ● - Target
- ● Actuals
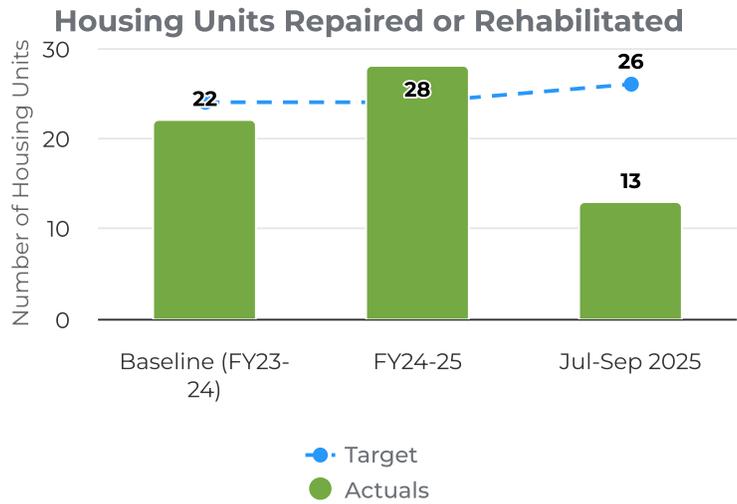
3.9 Board Members with Lived Experience

3.9 At least 25% of Orange County Partnership to End Homelessness, Housing Choice Voucher, and Affordable Housing Advisory Board Members are individuals who have experienced homelessness or housing insecurity themselves by June 2029.

The measure is on track to meet the target by June 2029. In FY24-25, an average of 16% of board members were individuals with lived experience:

- 29% of individuals on the Housing Choice Voucher Advisory Board,
- 6.7% of individuals on the Affordable Housing Advisory Board, and
- 20% of individuals on the Partnership to End Homelessness Advisory Board.

3.10 Unhoused Individuals

Individuals Who are Unhoused
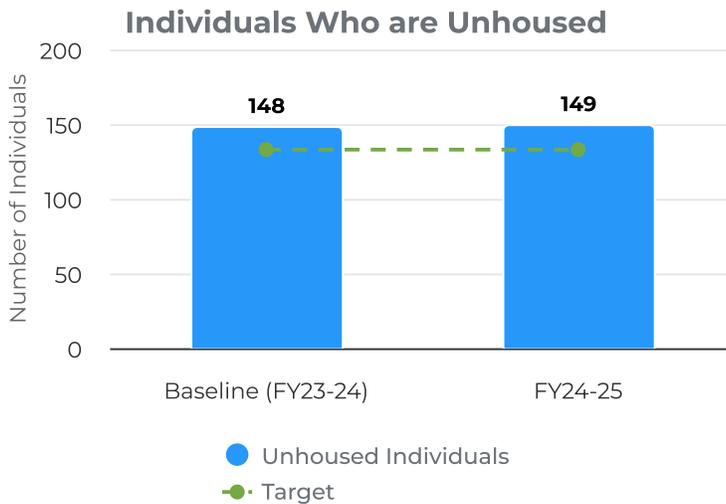
3.10 Reduce the number of individuals who are unhoused by 10% per year, prioritizing protection from displacement.

In FY24-25, the number of individuals who are unhoused increased from 148 individuals to 149 individuals.

Chart: Number of Individuals — Baseline (FY23-24): 148; FY24-25: 149. Legend: Unhoused Individuals; Target.

3.11 Housing Discrimination Cases Processed

3.11 Process 8 housing discrimination cases per year.

The measure is currently delayed from meeting the target. The Housing Discrimination Investigator position was vacant in FY23-24, preventing the County from processing housing discrimination cases. In FY24-25, staff referred cases to the US Department of Housing and Urban Development (HUD) for processing. The County has resumed processing cases in FY25-26.

Housing Discrimination Cases Processed

Chart: Number of Cases. Baseline (FY23-24): OC Processed 2, Referred to HUD 2; FY24-25: OC Processed 0, Referred to HUD 5; Jul-Sep 2025: OC Processed 2. Target line: 8, 8. Legend: Target; OC Processed; Referred to HUD.
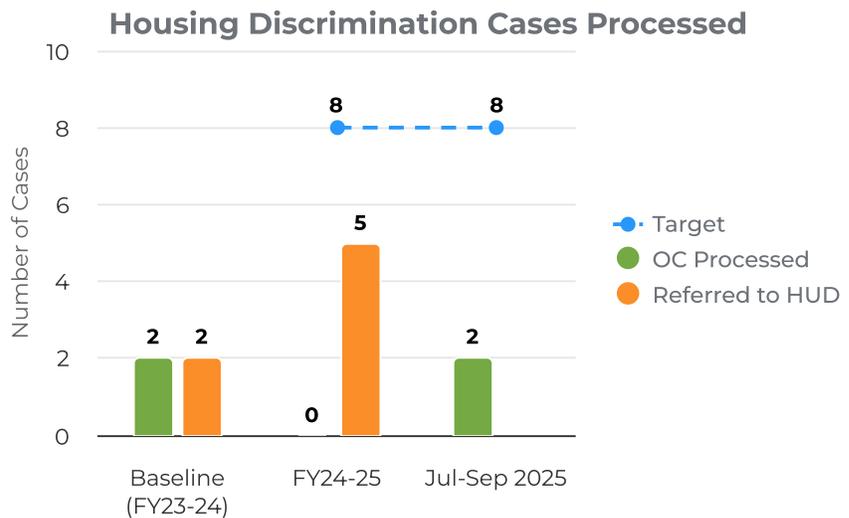
3.12 Rent Cost Support Vouchers

Rent Support for Households Through Vouchers
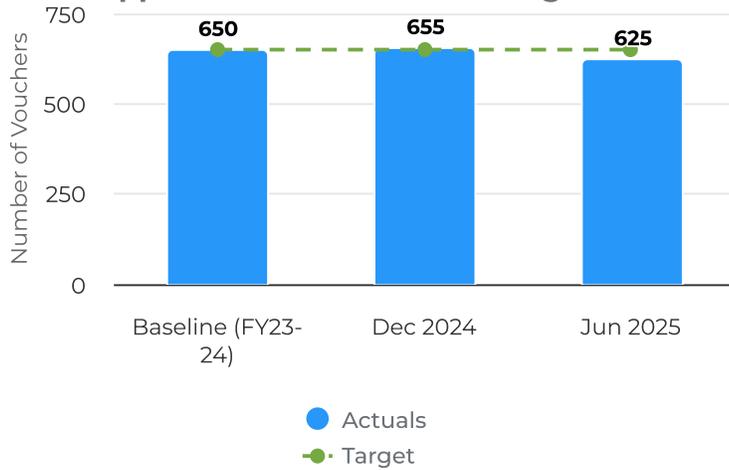
3.12 Continue providing rent cost support through federal housing choice vouchers for 650 households annually.

The Emergency Housing Voucher program is ending four years early, resulting in fewer available vouchers. To absorb the decrease and prepare for opening the waitlist, the department only issued a handful of new vouchers in 2025.

The number of households supported is expected to increase to 640 by June 2026.

Priority 4 Multi-modal Transportation

Collaborate with our regional partners to expand, integrate/connect, and provide accessible public transportation options.

Objectives

1. Identify priorities and resources necessary to implement the Orange County Transit Plan.
2. Increase community awareness of all modes of transportation, including transit, bike and pedestrian, vehicle, and all other modes.
3. Support road projects that address congestion and reduce commute time using the County's Complete Streets policy.
4. Coordinate transit investments with municipal and county land use planning to reduce vehicle miles traveled and to provide more equitable access to shopping, employment, medical centers, college campuses, etc.
5. Invest in implementing the County's Safe Routes to Schools plan.
6. Update transportation-related plans to provide more multimodal options, including rural Orange County.

4.1 Transportation Ridership

Ridership on Transportation Services

(chart: Number of Trips)

Target values: **29,605** (Baseline FY23-24), **29,605** (FY24-25)

Baseline (FY23-24):
- Mobility on Demand: 1,175
- Fixed Route: 7,887
- Demand Response: 19,133

FY24-25:
- Mobility on Demand: 865
- Fixed Route: 9,306
- Demand Response: 19,489

Legend:
- Target
- Mobility on Demand
- Fixed Route
- Demand Response
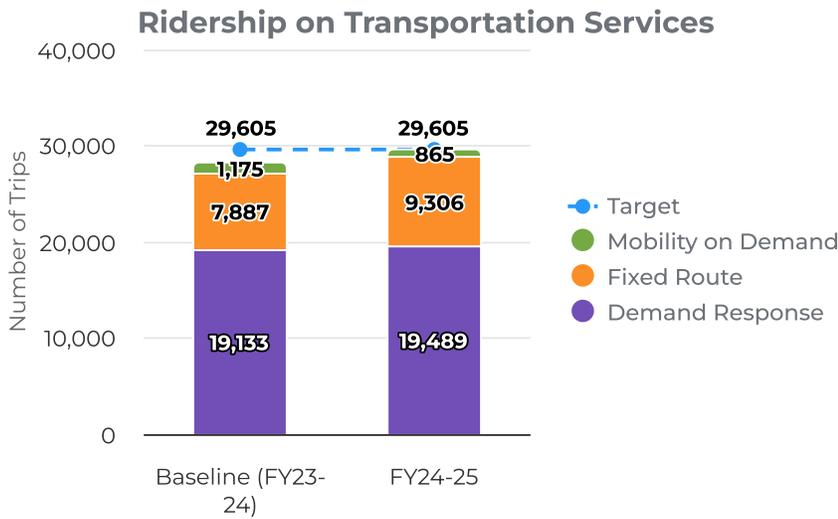
4.1 Increase ridership by 5% each year on fixed route, demand response, and mobility on-demand transportation services.

In FY24-25, the combined ridership of 29,660 trips surpassed the target of 29,605 trips.

4.2 Outreach Events

4.2 County transportation information is included in 90 outreach events each year.

Information was included in 53 outreach events in FY24-25, by the Transportation Department and the Department on Aging. The Transportation Department began prioritizing this objective in late FY24–25, and anticipates continued progress toward the target in the future.

Outreach Events with Transportation Information

(chart: Number of Outreach Events)

Target: **90** (FY24-25), **90** (Jul-Sep 2025)

Events:
- FY24-25: 53
- Jul-Sep 2025: 14

Legend:
- Target
- Events
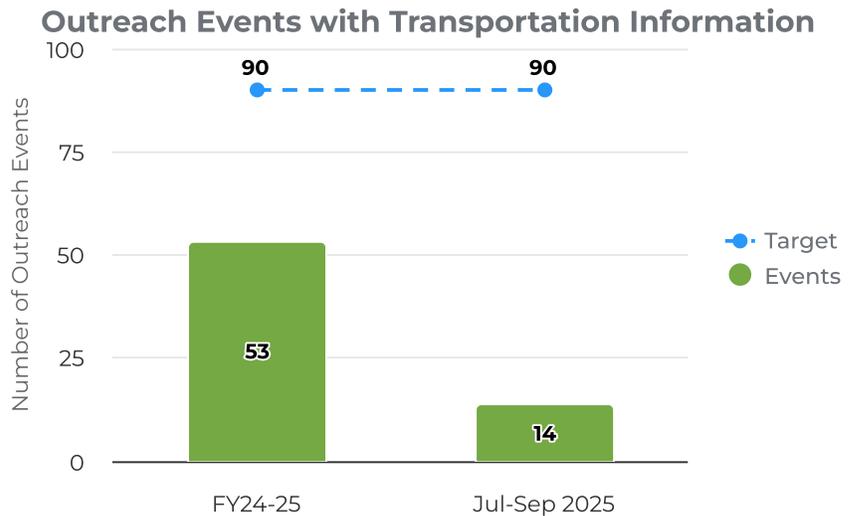
4.3 Community Survey Transportation Satisfaction

4.3 Increase by 1 percentage point every two years the percentage of residents who are satisfied with biking, walking, and bus travel, as reported in the community survey.

The 2023 Community Survey indicated a 33.9% satisfaction rate for walking, 21.7% for biking, and 16.2% for bus. The 2026 Community survey will be administered in winter 2026.

4.4 Transportation Network Connections

Additional Transportation Network Connections
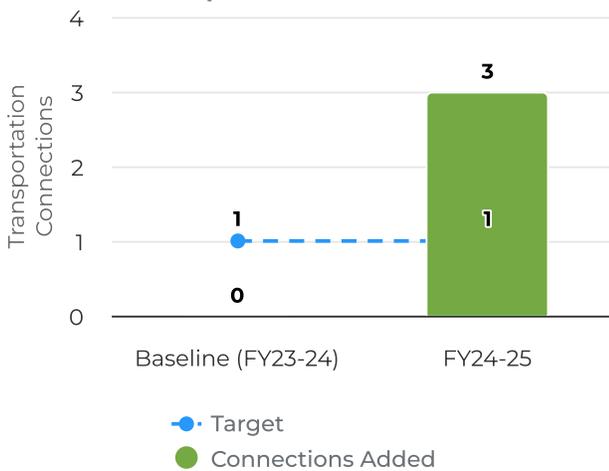
Transportation Services added three network connections in FY24-25.

- A bus stop at Whitted Human Services Building
- A transfer stop at the Orange County Library in Hillsborough
- The Hillsborough Circulator was split into two routes, the Orange Loop and Blue Loop, reducing headways and increasing operational efficiency.

4.5 Transportation Service Timeliness

4.5 Increase by 1 percentage point each year the percentage of on-time pick-ups and drop-offs on fixed route, demand response, and mobility on-demand transportation services.

On-time rates are close to 100% for both Fixed Route and Demand Response services. The Transportation Department continues to explore additional ways to improve service.

For Fixed Routes, "on-time" pick-ups and drop-offs have a range of +/- 5 minutes. Fixed Route service continued steady service delivery with a 99.9% on-time service in FY23-24 and a 99.4% in FY24-25.

Demand Response service has a window of 15 minutes before a scheduled time and 10 minutes after a scheduled time to be considered on-time. The Transportation Department improved its on-time Demand Response service by 5% in FY24-25 to 84%.

The County considers a 15-minute average wait time for the Mobility on Demand service to be on-time. Average wait times fell from 22 minutes in FY23-24 to 19 minutes in FY24-25.
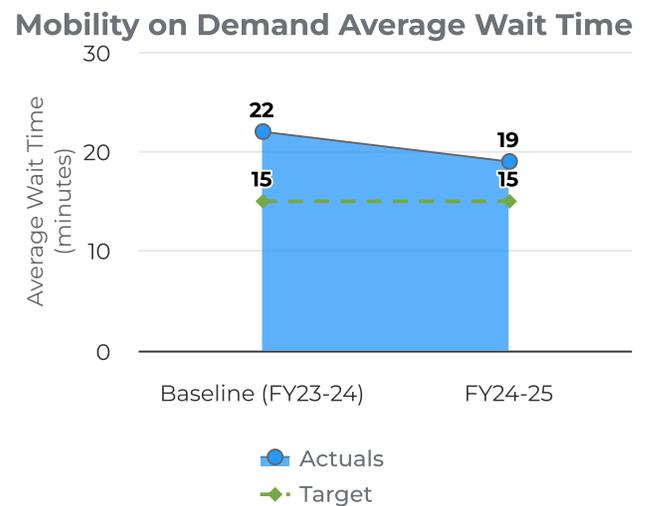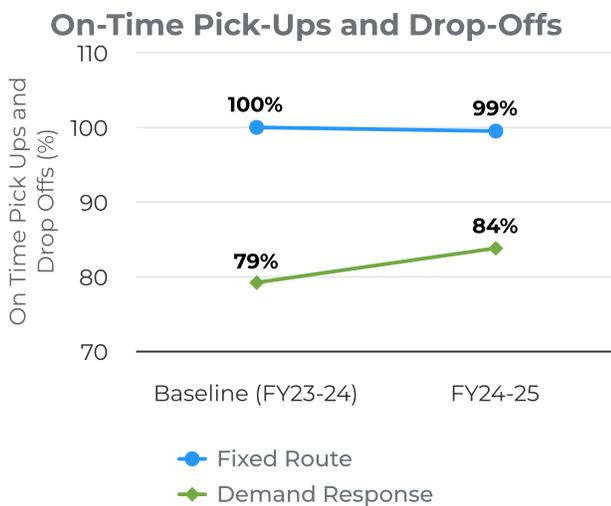
On-Time Pick-Ups and Drop-Offs

Mobility on Demand Average Wait Time

Priority 5 Public Education/Learning Community

Enhance and maintain quality school operations and infrastructure and cultivate lifelong learning.

Objectives

1. Foster collaborative relationships with formal and informal educational organizations and agencies to provide opportunities for community members to meet, connect, and learn together.
2. Improve school readiness and educational outcomes by providing access, training, tools, technology, and other resources needed to thrive.
3. Provide support for Durham Tech continuing education, college and career readiness programming.
4. Improve learning environments by investing in facilities that address repair, renovation, and educational adequacy needs.
5. Invest in and implement a plan that supports schools' operational and facility funding needs.
6. Implement the recommendations of the Schools Safety Task Force.

5.1 Childcare Subsidy Program Enrollment

5.1 Increase by 1% each year the number of children from low-income households enrolled annually in the childcare subsidy program.

The number of children from low-income households enrolled in the childcare subsidy program increased from the baseline of 586 children to 590 children, an increase of 1%.

Children Enrolled in Childcare Subsidy Program
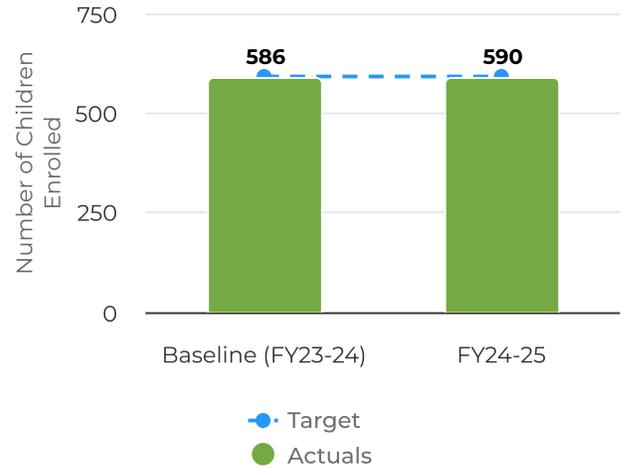
5.2 Digital Literacy Workshops

Zip Codes Reached by Digital Literacy Workshops
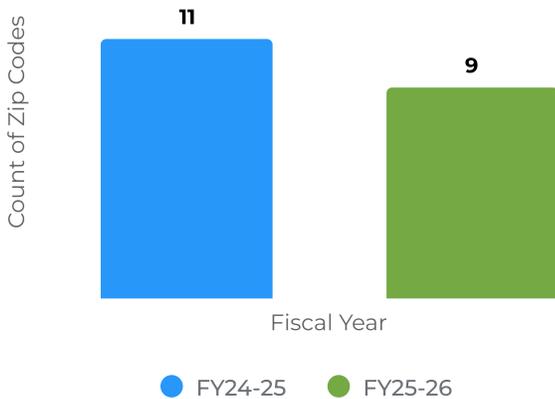
5.2 Reach residents in all 15 zip codes of the county with digital literacy workshops offered annually.

In Q1 of FY25-26, residents in 9 zip codes were reached. In FY24-25, the Department on Aging offered 69 classes, and the library provided 64 one-on-one digital instruction sessions. Overall, residents in 11 zip codes of the County were reached. The library anticipates implementing a digital literacy grant to expand programming in Spring 2026.

5.3 Long Range School Optimization Plan

5.3 Implement the Long Range School Optimization Plan, funding planning for first construction in FY25-26, followed by construction on the first project in FY26-27. Utilize the remaining funds by the end of the 10-year plan period.

Districts sending Requests for Proposals and selecting firms for design and Construction Manager at Risk over the next few months. County staff refining interlocal agreement to dictate proper communication around school construction.

5.4 School Capital Spending

5.4 Track and report quarterly on school capital spending on high priority needs and other capital uses.

Orange County provides funding in a lump sum at the beginning of the fiscal year. The FY24-25 end of fiscal year balance will be available at the financial closeout of the fiscal year.

Available Balance of School Capital
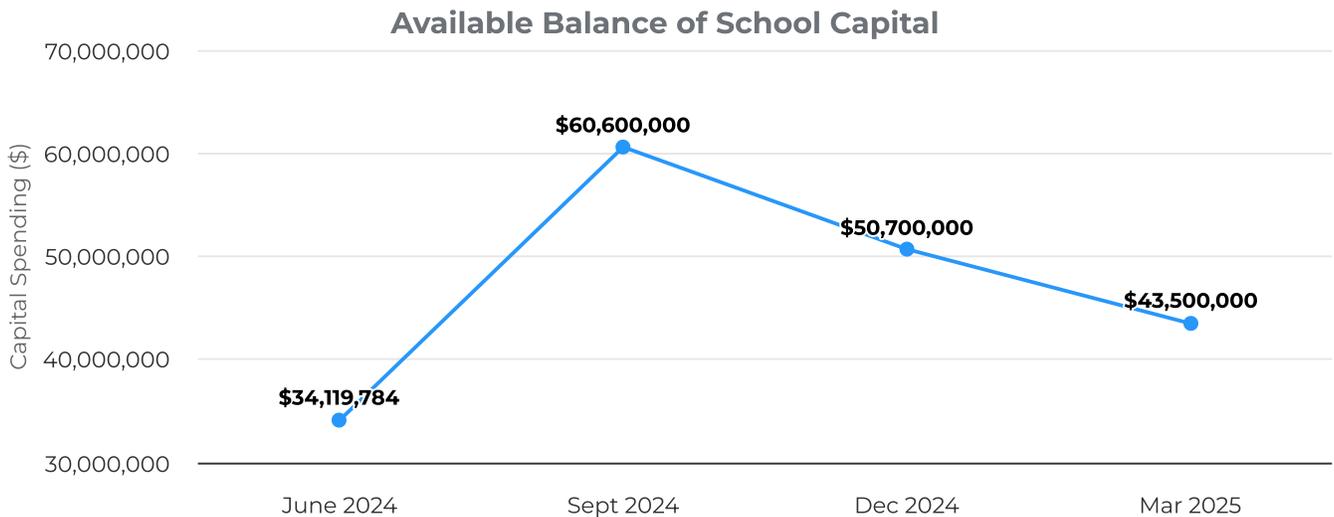
5.5 School Safety Task Force

5.5 Annual meeting of the School Safety Task Force or other group convened by the Board of County Commissioners to review policies that address safety in the school districts and provide education on laws addressing school disruptions. Implement recommendation #3 in the School Safety Task Force Final Report by FY2025-26 and recommendation #8 by FY2026-27.

Recommendation #3 has been achieved: The North Carolina State Emergency Response Application has boundary maps of schools with entrances and exits marked for both school districts. The County Emergency Services Department has access to this system.

5.6 Library Visitors

5.6 Establish a baseline and increase visitors to the Southern Branch Library by 5% annually.

The Southern Branch Library soft opening was on February 3, 2025. Foot traffic decreased slightly in the first quarter of FY25-26 compared to the previous quarter.

Southern Branch Library Visitors

Feb-Mar 2025	Apr-June 2025	July-Sept 2025
21,050	31,728	30,164

Number of Visitors
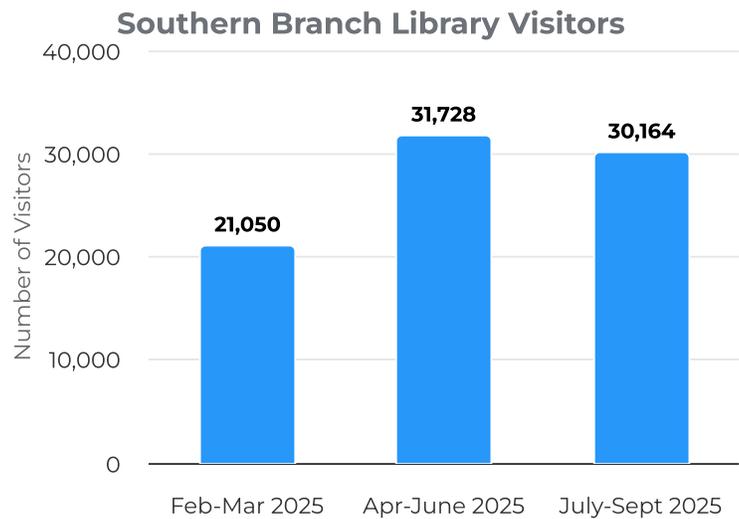
5.7 Scholarship Recipients

Scholars who Complete a Program or Transfer
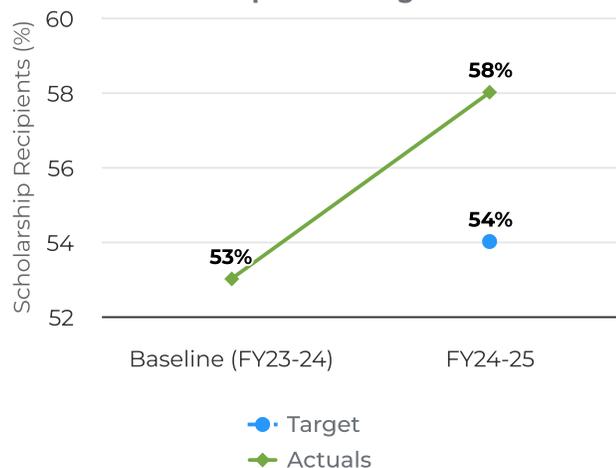
5.7 Increase by 1 percentage point annually the percentage of Durham Tech Promise scholarship recipients who complete a program or transfer to a four-year college or university.

In FY24-25, the percentage of scholars who complete a program or transfer increased by 5 percentage points from 53% to 58%.

Students typically take 3 years to graduate or transfer, so baseline calculations are FY20-21 recipients who graduated or transferred by Fall 2024. FY24-25 data are FY21-22 recipients' outcomes.

Priority 6 Diverse and Vibrant Economy

Foster an environment that attracts and retains sustainable and diverse businesses and visitors, employment opportunities, and diversifies our tax base.

Objectives

1. Provide family-oriented and inclusive programming or other cultural events for residents and visitors.
2. Review and revise County policies and regulations to support business investment in Orange County.
3. Streamline and digitize business processes to facilitate efficient interactions between employers and County departments.
4. Provide resources to new and expanding, small, creative, and agri-businesses that add character and quality of life to our community to attract employers, employees, and visitors.
5. Increase access to and awareness of resources and assistance available to residents and businesses.
6. Provide workforce and business development resources to enhance the skills of residents of the County.
7. Expand the non-residential tax base.

6.1 Economic Impact of Tourism Investments

6.1 Establish a baseline of tourism resources invested in community partners producing cultural events by June 30, 2025, and evaluate the economic impact annually.

The Arts Commission totals are preliminary estimates. Final totals are delayed due to impacts from Tropical Storm Chantal.

The Visitors Bureau's impact total includes events for which they were one of many sponsors.

FY24-25 Investment in Cultural Events
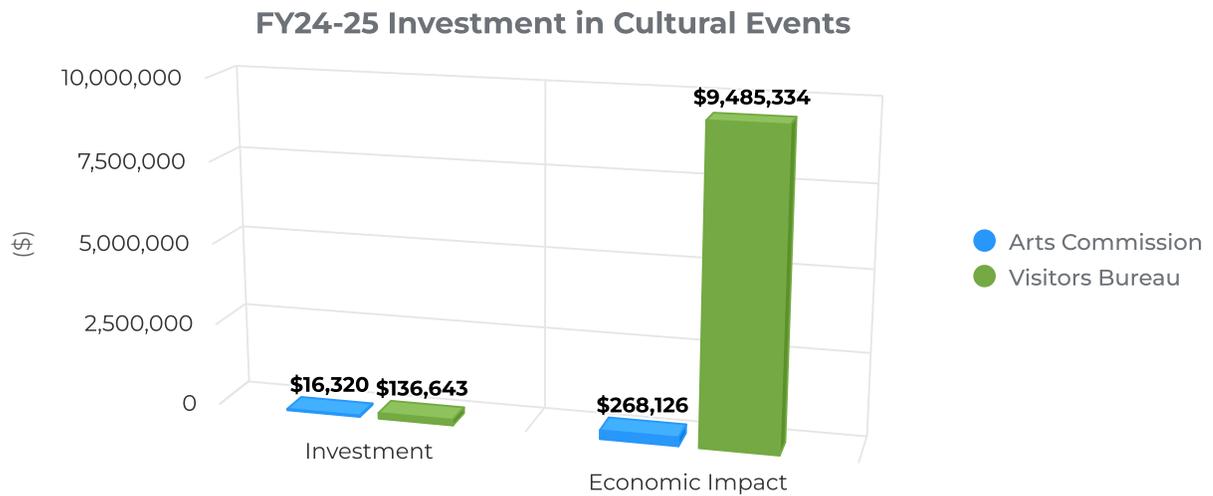
6.2 Small Business Investment Grant & 6.3 Agricultural Economic Development Grant

6.2 Establish a baseline and increase by 1 percentage point each year the percentage of Small Business Investment Grant recipients that are still in business one year after receiving a grant.

6.3 Establish a baseline and increase by 1 percentage point each year the percentage of Agricultural Economic Development Grant Program recipients farms that are still in operation one year after receiving the grant.

The first results report will be reported in March 2026 for fall 2024 awardees. There are 13 recipients in the cohort.

The first results report will be reported in March 2026 for fall 2024 awardees. There are 11 recipients in the cohort.

6.4 Employment Services Enrollment

6.4 Establish a baseline and increase by 3 percentage points annually the percentage of residents enrolled in Employment Services who complete an employment or training-related program and/or gain employment.

The County is determining the parameters for what is defined as a program completion. Baseline data will be available in FY25-26.

6.5 Durham Tech Work Program

6.5 Establish a baseline and increase by 1 percentage point annually the percentage of residents enrolled in Durham Tech apprenticeship and workforce development programs who complete an employment or training-related program and/or gain employment.

85% of residents enrolled in FY23-24 completed an employment or training-related program by the end of FY24-25.

98 Back to Work Grants were awarded in FY23-24, and 127 in FY24-25.

FY2025-2029 Countywide Strategic Plan
Performance Measure Progress Report

Kelly Guadalupe, Strategic Planning Manager

January 16, 2026

Background

- February 20th, 2024: Countywide Strategic Plan adopted

- 5 year plan, FY 2024-25 through FY 2028-29

- The County Manager's Office prepares regular updates to the Board for each Strategic Goal including milestones and challenges

- The first year progress update is available on the county website

ORANGE COUNTY
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Goals

- Environmental Protection and Climate Action
- Healthy Community
- Housing for All
- Multi-modal Transportation
- Public Education/Learning Community
- Diverse and Vibrant Economy

Early Successes

Environmental Protection and Climate Action

3. Increase the annual solar energy generated at County facilities by 167% by June 30, 2029.
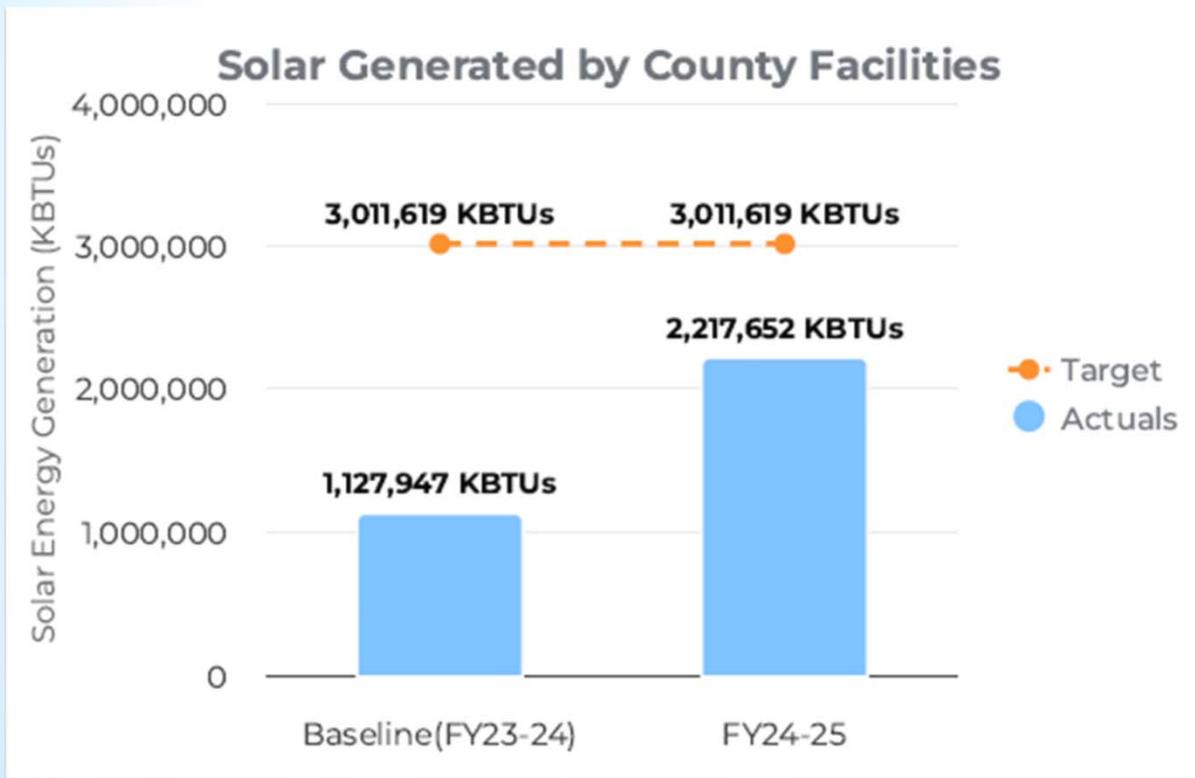
In year 1, solar energy generated at County facilities increased by 97%.

Healthy Community

1.b. Implement Post Overdose Response Team (PORT): Establish and maintain an 80% induction to transfer of care and completion of medication-assisted treatment for opioid-use disorders.

On average, 84% of patients the team treated began the initial phase of starting medication and received a warm hand-off to ongoing treatment.

PORT Induction to Transfer of Care

6

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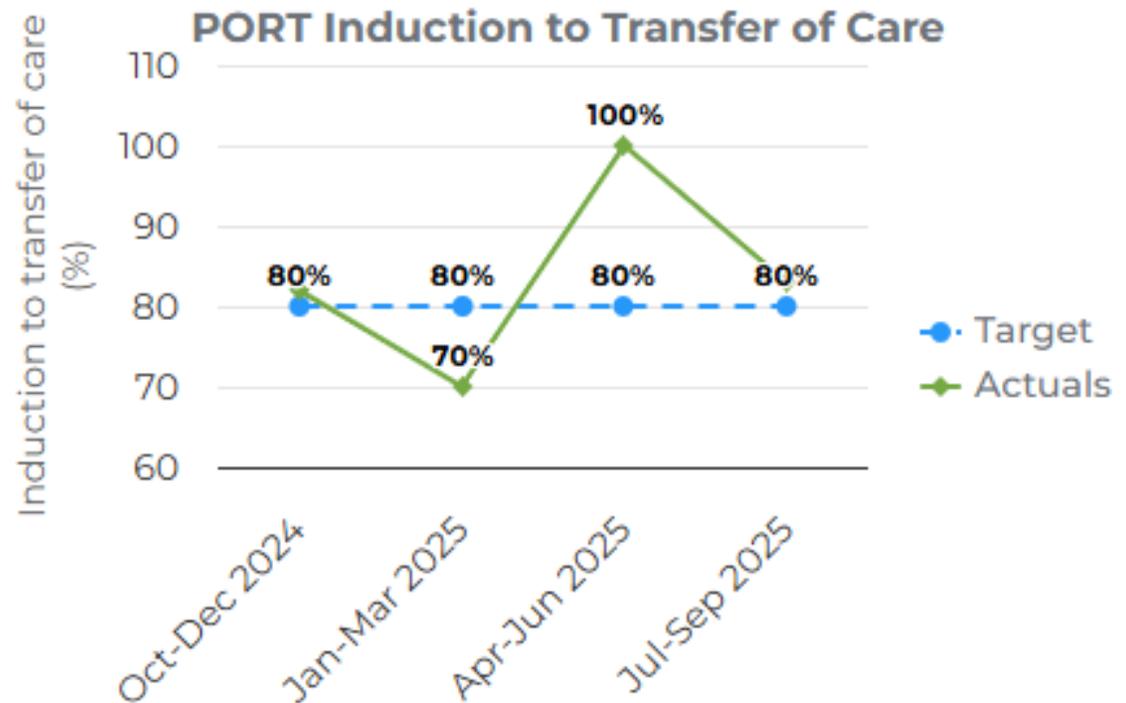
Housing for All

2. Increase the number of immediately accessible cold weather emergency beds available by 25% by 2026.
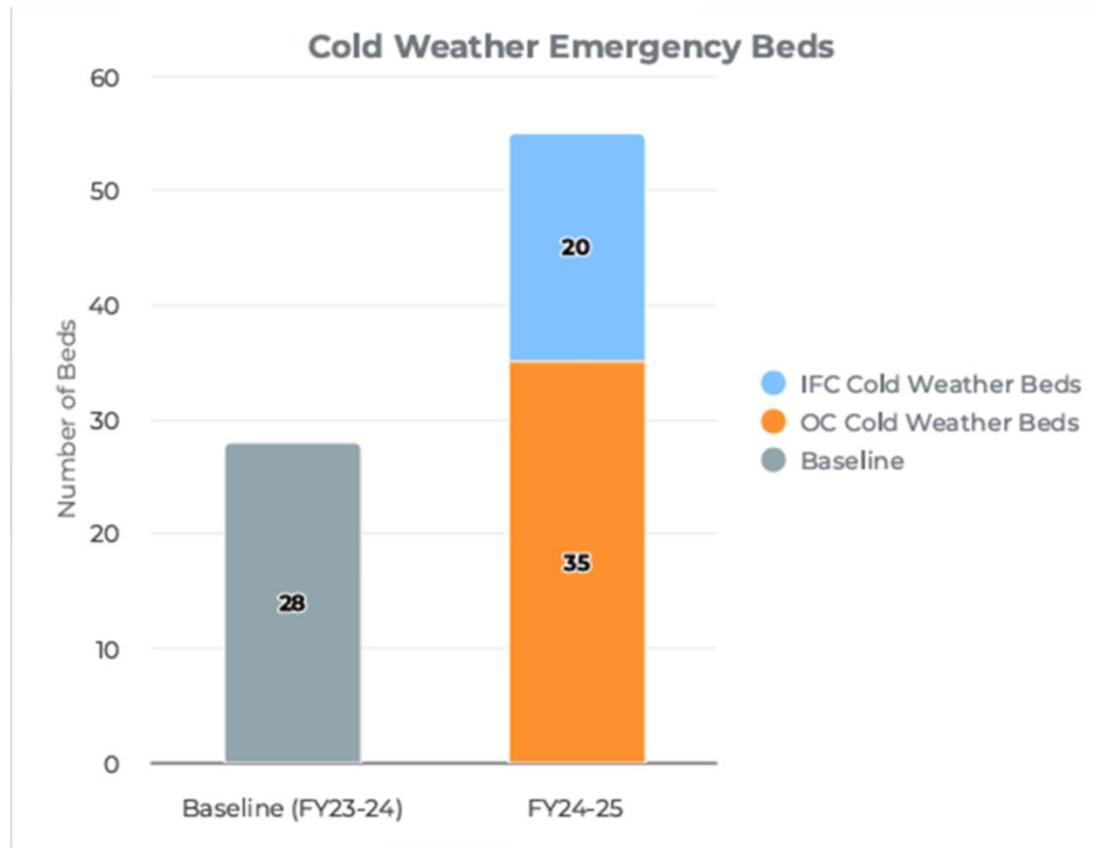
In the last year, the number of beds increased from the baseline of 28 to a total of 55 beds available between Orange County and the Inter-Faith Council for Social Service.

Cold Weather Emergency Beds

Legend:
- IFC Cold Weather Beds
- OC Cold Weather Beds
- Baseline

Baseline (FY23-24): 28
FY24-25: OC Cold Weather Beds 35, IFC Cold Weather Beds 20

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Multi-modal Transportation

5. Increase by 1 percentage point each year the percentage of on-time pick-ups and drop-offs on fixed route, demand response, and mobility on-demand transportation services.
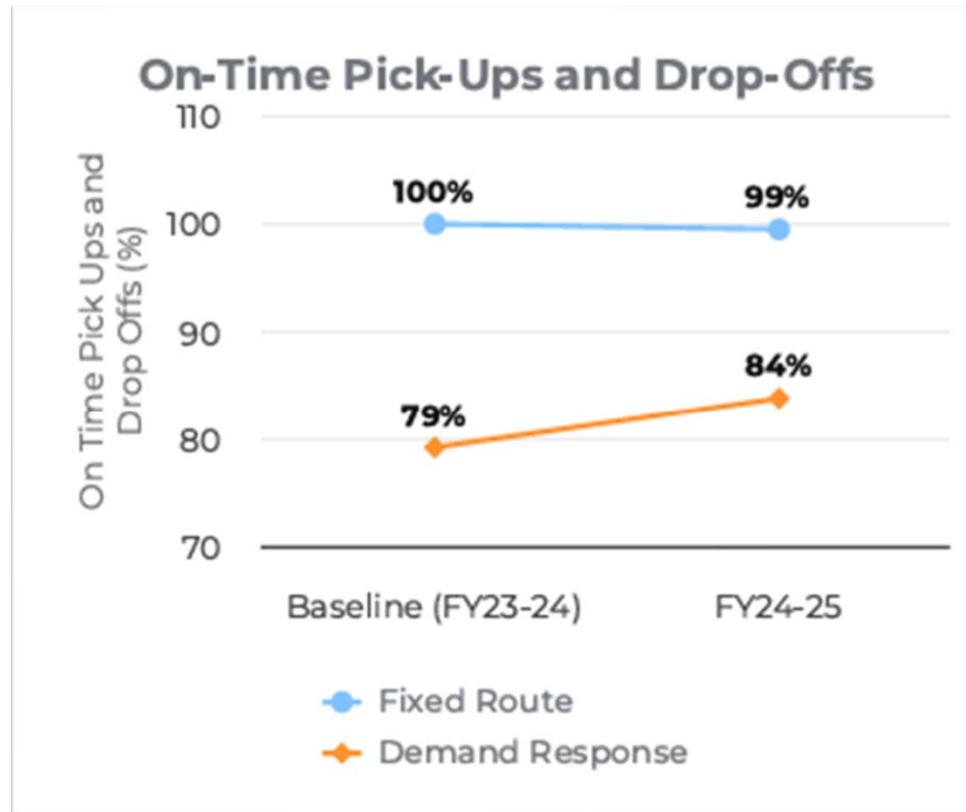
On-time rates are close to 100% for both Fixed Toute and Demand Response Services.

On-Time Pick-Ups and Drop-Offs

100% 99% 79% 84%

Baseline (FY23-24) FY24-25

Fixed Route
Demand Response

8

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Public Education/Learning Community

6. Establish a baseline and increase visitors to the Southern Branch Library by 5% annually.

Southern Branch Library Visitors

Number of Visitors

- Feb-Mar 2025: 21,050
- Apr-June 2025: 31,728
- July-Sept 2025: 30,164
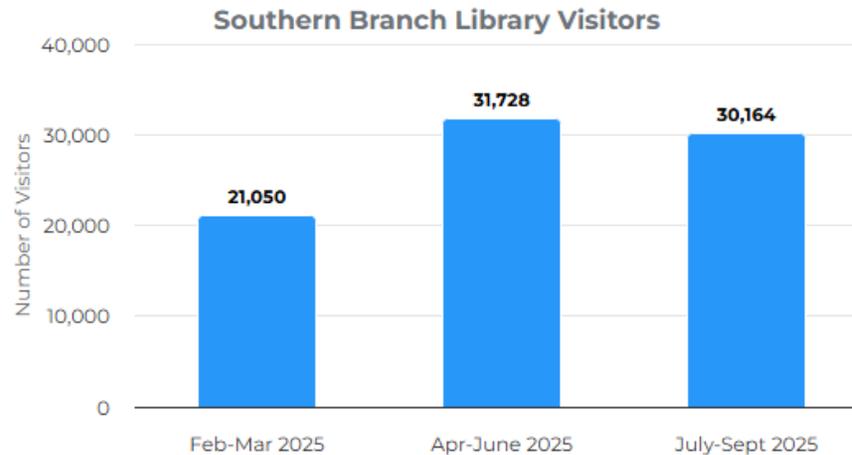
The Southern Branch Library soft opening was February 3, 2025. The first five months of data show a strong start, with slightly decreased foot traffic in quarter one of FY25-26.

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9

Diverse and Vibrant Economy

- Established baselines to better track the outcomes of our investments in community partners producing cultural events, and the small business investment and agricultural economic development grant programs.

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Current Challenges

Housing for All

10. Reduce the number of individuals who are unhoused by 10% per year, prioritizing protection from displacement.

- The January **2024** Point in Time count was **148** individuals
- Our **target** was to decrease to **133** individuals in the January **2025** Point in Time count
- The January **2025** Point in Time count was **149** individuals

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Housing for All
10. Continued

Households experiencing homelessness or at imminent risk of homelessness			
	FY23-24	**FY24-25**	**1st 6 months FY25-26**
Households who completed Coordinated Entry	448 households	430 households	261 households

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Housing for All

10. Continued

Households experiencing homelessness or at imminent risk of homelessness			
	FY23-24	**FY24-25**	**1st 6 months FY25-26**
Households who completed Coordinated Entry	448 households	430 households	261 households
Households whose Coordinated Entry was still open, indicating unmet housing need, at end of fiscal year	233 households	262 households	239 households

Housing for All

12. Continue providing rent cost support through federal housing choice vouchers for 650 households annually.

Rent Support for Households Through Vouchers
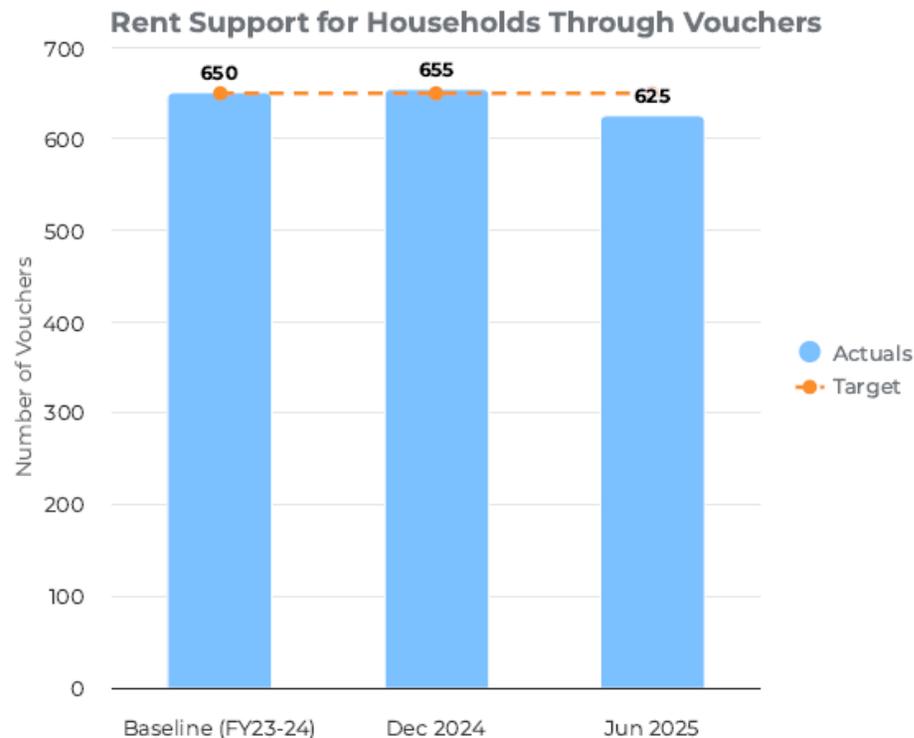
This temporary decrease is because the Emergency Housing Voucher program is ending four years early, in 2026 instead of in 2030. There will be 15 fewer vouchers available.

To absorb the decrease and prepare for opening the waitlist, the department only issued a handful of new vouchers in 2025.

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Housing for All

12. Continued

- The number of households supported is expected to increase to 640 by June 2026.

- An estimated 200 households are currently awaiting housing and would be eligible for a voucher.

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Multi-Modal Transportation

2. County transportation information is included in 90 outreach events each year.

- Transportation information was included in 53 outreach events in FY24-25.

- The Transportation Department is pursuing a more focused approach to outreach, prioritizing in depth outreach in areas and with groups likely to increase ridership on fixed route services.

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Public Education/Learning Community

1. Reach residents in all 15 zip codes of the county with digital literacy workshops offered annually.

- Residents from 11 zip codes were reached in year 1.

- The Library Services Department experienced some delays with their digital literacy program due to federal funding uncertainty but will implement the grant to expand programming in the spring of 2026.

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Diverse and Vibrant Economy

4. Establish baseline and increase by 3 percentage points annually the percentage of residents enrolled in Employment Services who complete an employment or training related program and/or gain employment.

- Department of Social Services is determining the best way to define completion of a program for this measure. Baseline data will be available later this year.

  Establishing a baseline in 2025 was delayed due to Chantal recovery efforts and impacts of the federal government shutdown

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Next Steps

- Continue quarterly staff strategy meetings
- Twice annual reports to Board of Commissioners
  - Mid FY 2025-26 Progress Report planned to be included on March 5th business meeting
- The Manager's Office will review performance measure targets and bring recommendations for changes to the Board

Attachment 4-a

ORANGE COUNTY
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MEMORANDUM

January 16, 2026

TO: Board of Orange County Commissioners
            Travis Myren, Orange County Manager
            Caitlin Fenhagen, Deputy Orange County Manager

FROM: Kirk Vaughn, Budget Director

Subject: Budget Preview Presentation

Each January, the manager and the budget office work together to create an updated operating model to understand the initial conditions that will drive budget decisions for the upcoming fiscal year. This model incorporates inputs from the most significant cost drivers that are known at that time and has been a reliable tool in predicting both the final approved budget and the actual performance of the financials in that budget year. This year, the model estimates a significant difference between expenditure cost increases and natural revenue growth, currently over $21 million. The primary drivers of this gap are increasing debt service, the phase-in of the school capital pay-go investment, non-discretionary personnel cost increases like health insurance and retirement contributions, and the county's long-standing commitment to funding public education.

While several budget drivers are sufficiently well known by this presentation in January, there are significant portions of the upcoming budget that are still coming into focus and can only be conservatively estimated at this time. County staff have met regularly to keep abreast of changes in the federal budget and various legislation changes. The lack of a North Carolina state budget also provides a new area of uncertainty in budgeting, especially in understanding the operating needs of the two school districts for the upcoming year. Other factors that are contemplated include the timing of the opening of the Crisis Diversion Facility, the tax base for the county given the continuing appeals and neighborhood review process, and the size of the upcoming borrowing in the spring of 2026.

Given the lack of certainty and the high-cost pressures that are facing both the county government and its constituents, the budget process has been adjusted this year. The budget office has moved the department expansion request process to the fall, prior to the budget financial deliberations that occur in the spring each year. This change allows the county to review the needs of the departments and ways to achieve department and board strategic goals separate from the cost. That gives staff more time to flexibly solve problems and improve county services without simply adding new programs and positions through the budget.

FY2026-27 Budget Guidelines

January 16, 2026

Board Retreat

Strategic Plan Alignment

Mission Statement

Orange County is a visionary leader in providing governmental services valued by our community, beyond those required by law, in an equitable, sustainable, innovative, and efficient way.

Vision Statement

We are a diverse, inclusive, and healthy county working together to strengthen our community and enhance the quality of life for all residents.

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Strategic Plan Priorities

Environmental Protection and Climate Action	Promote sustainability and resiliency across the County and collaborate with our partners to activate our community, protect and preserve our natural resources, and reduce greenhouse gas emissions.
Healthy Community	Increase equitable access to care and social safety net programming to promote the physical, social, and mental well-being of our community.
Housing for All	Promote equitable and accessible housing and address housing disparities through policies, partnerships, and collaboration to create a thriving community.
Multi-modal Transportation	Collaborate with our regional partners to expand, integrate/connect, and provide accessible public transportation options.
Public Education/ Learning Community	Enhance and maintain quality school operations and infrastructure and cultivate lifelong learning.
Diverse and Vibrant Economy	Foster an environment that attracts and retains sustainable and diverse businesses and visitors, employment opportunities, and diversifies our tax base.

ORANGE COUNTY
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Countywide Financial Performance

Audited General Fund Revenues and Expenditures

Revenues / Expenditures by fiscal year:

Fiscal Year	Revenues	Expenditures
FY 2020-21	$248.2	$240.0
FY 2021-22	$256.60	$251.2
FY 2022-23	$269.2	$271.5
FY 2023-24	$286.5	$284.6
FY 2024-25	$292.6	$290.5
FY 2025-26 Proj.	$298.8	$297.6

■ Revenues
■ Expenditures

ORANGE COUNTY
NORTH CAROLINA

County Revenue Sources

Property Tax
69.7%

Sales Tax
14.7%

Intergovernmental
7.1%

Charges for Service
5.2%

Other Revenue
1.0%

Transfers In
0.0%

Approp of Fund Balance
2.3%

- Property Tax
- Sales Tax
- Intergovernmental
- Charges for Service
- Other Revenue
- Transfers In
- Approp of Fund Balance

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FY 2026-27 Revenue Assumptions

FY 2026-27 Property Tax Assumptions

– Value of One Penny ~ $3.37 million based on $33.9 billion tax base
  - Still finalizing FY 2026's tax base through the appeal process
  - Final Board of Equalization and Review meeting scheduled for January 22
  - If tax base is reduced by less than 3%, budgeted revenue can be increased - each 1% yields ~ $2 million

– 2% Natural Growth = $4.3 Million

– No Change in collection rates - 99.2% for Property Tax, 99.6% for Motor Vehicles.

– **Total Property Tax Increase = $4.3 Million**

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FY 2026-27 Revenue Assumptions

- FY 2026-27 Sales Tax Assumptions
    - Projecting $1.7 M increase from FY2025-26 Budget with significant uncertainty.

Sales Tax Article		FY 2025 Actual	FY 2026 Budget	FY 2027 Model	
ARTICLE 39 (point of delivery)		$ 17,381,317	$ 17,718,846	$ 18,339,006	
	Percent Change	2.06%	1.94%		3.50%
ARTICLE 40 (per capita)		$ 12,310,617	$ 12,429,442	$ 12,988,767	
	Percent Change	3.05%	0.97%		4.50%
ARTICLE 42 (point of delivery)		$ 8,624,367	$ 8,877,023	$ 9,187,719	
	Percent Change	1.08%	2.93%		3.50%
ARTICLE 44		$ 317,099	$ 320,092	$ 331,295	
	Percent Change	3.07%	0.94%		3.50%
HOLD HARMLESS ARTICLE 44		$ 5,083,984	$ 4,800,000	$ 5,000,000	
	Percent Change	5.34%	-5.59%		4.17%
TOTAL		$ 43,717,383	$ 44,145,403	$ 45,846,787	
	Percent Change	2.52%	0.98%		3.85%

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FY 2026-27 Revenue Assumptions

Impact of Federal Budget Reconciliation

- Federal funding for Supplemental Nutrition Assistance Program (SNAP) will decrease from 50% to 25% of county administrative costs effective October 1, 2026

- Assuming no additional state support, county will lose $680,000 next fiscal year to support the same number of staff ($900,000 annually)

- More significant changes in future years
  - December 31, 2026   Medicaid work requirements and more frequent recertifications (may require additional staff)
  - October 1, 2027   SNAP benefit cost sharing with States
  - October 1, 2028   Medicaid benefit cost sharing with States

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FY 2026-27 Expenditure Budget

- Personnel Services
- Operations
- Recurring Capital
- Education
- Transfer to Debt Service
- Capital Pay-GO
- Transfers To
- CIP and Expiring Grants

Education
36.0%

Transfer to Debt Service
12.5%

Capital Pay-Go
3.2%

Transfers To
1.5%

CIP and Expiring Grants
0.4%

Personnel Services
34.3%

Recurring Capital
0.1%

Operations
12.0%

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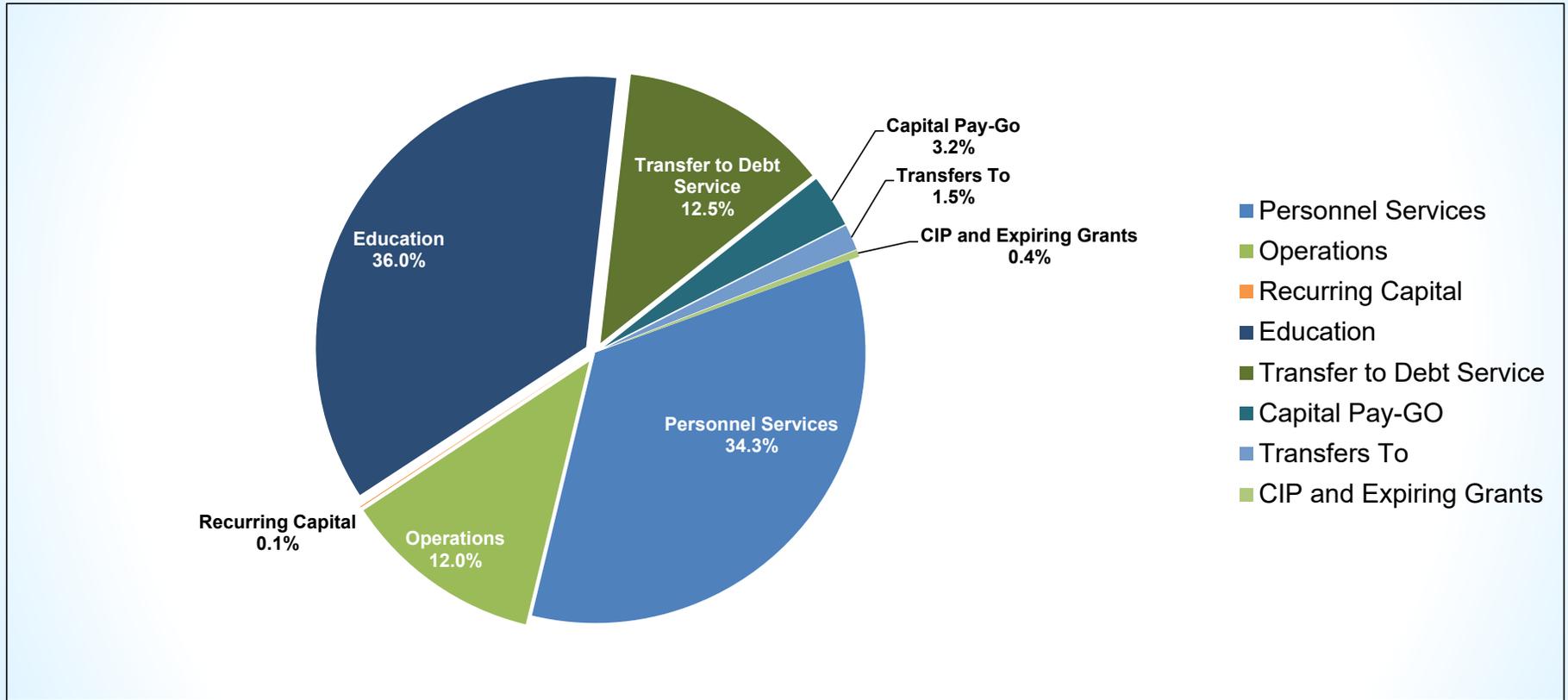
FY 2026-27 Expenditure Budget – Excluding Education
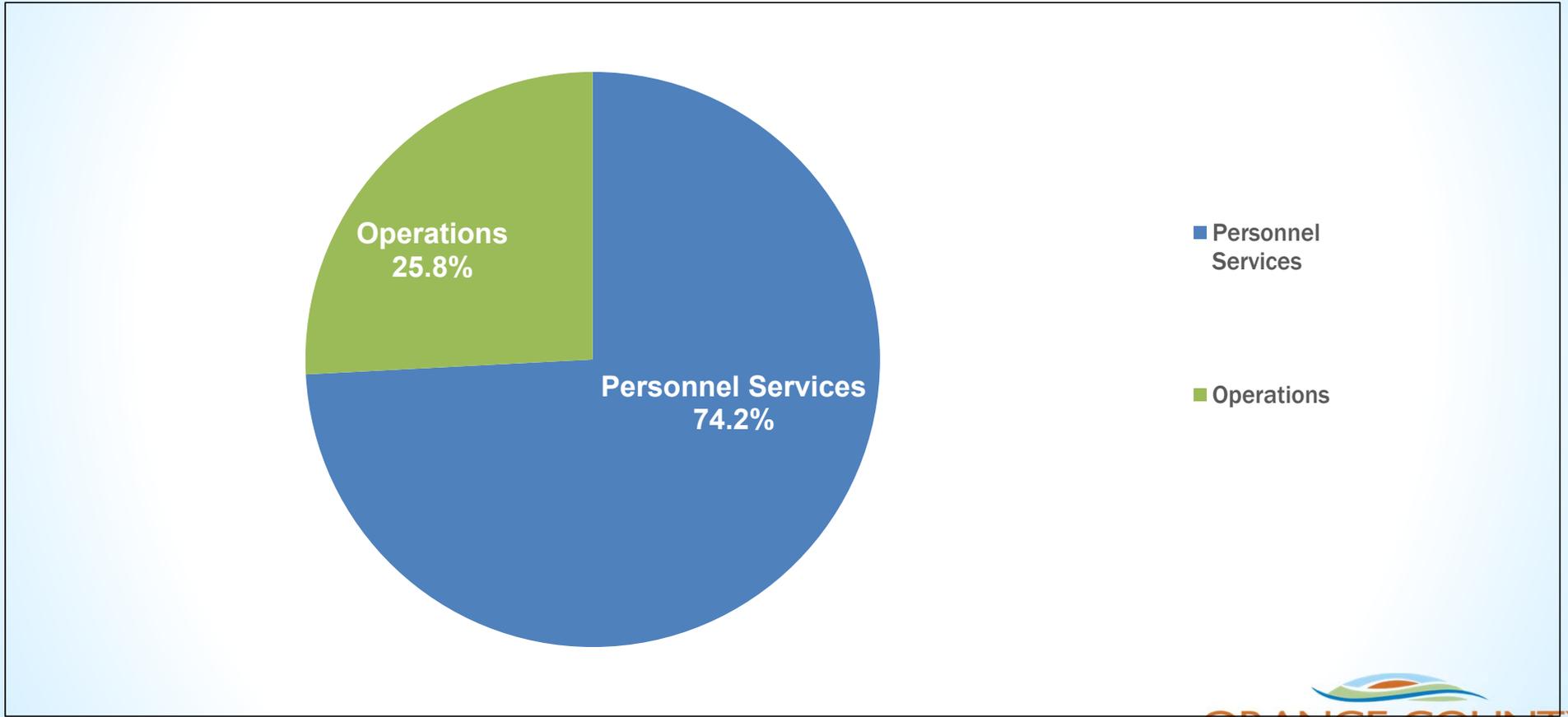
FY 2026-27 Expenditure Budget

Personnel Related Cost Assumptions

- Wage Adjustment - $930,000 for each 1%

- Merit Performance Awards – $455,000

- Increase of Employer Health Insurance Contribution - 13% or $1.7 million

- Increase of Employer Retirement Contribution Rate - 6% per LGERS rate stabilization program - $1 million

- Increase to Retiree Health - 9% at $400,000

- Increase to Sheriff Separation Allowance - $250,000

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NORTH CAROLINA

FY 2026-27 Expenditure Budget

Health Insurance Cost Drivers

- Consecutive years of 5%+ cost increases with no change in benefits or costs to employees – premiums, deductibles, co-pays

- Cost drivers for **medical** benefits
  - Cancer treatment cost increasing 34%-50% based on new treatments being put into use and aging population
  - Musculoskeletal surgery cost increasing 11%
  - Psychiatry costs increasing 12% - specialist utilization above industry standard

- Cost drivers for **pharmacy** benefits
  - Pharmacy costs up 41%
  - Use of GLP-1's for weight loss has increased by 5 times – coverage adds $1.1 million to the cost of the health plan
  - Other employers that cover GLP-1's have also required a "catch-up" adjustment due to high demand

Rate Increases for Health Insurance

Chart — Health Insurance Cost Per Employee vs. Fiscal Year (Employee Only Traditional Plan):
- 2019: $9,136
- 2020: $9,679
- 2021: $9,679
- 2022: $9,679
- 2023: $10,162
- 2024: $10,671
- 2025: $11,258
- 2026: $11,933
- 2027: $13,485

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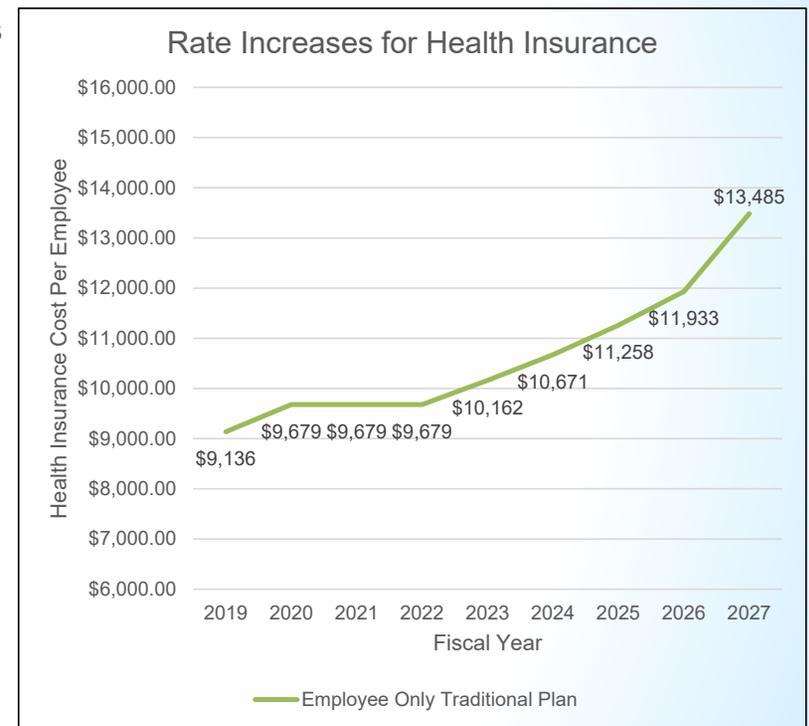
FY 2026-27 Expenditure Budget

Local Government Employee Retirement System

- Both the employee and the employer contributes a percentage of salary
  - Employee contribution is fixed at 6%
  - County rate is set each year by the LGERS Board

- County percentage has nearly doubled since 2019
  - FY2026- 27 Budget would need $5.5 million less if contributions were at the 2019 rates.

- Most recent actuarial estimates project that county contribution will continue to increase through FY 2029

Historic and Projected LGERS Contributions

Year	Contribution
2019	7.75%
2020	8.95%
2021	10.15%
2022	11.35%
2023	12.10%
2024	12.85%
2025	13.60%
2026	14.35%
2027	15.10%
2028 Proj.	16.02%
2029 Proj.	16.89%
2030 Proj.	15.51%

— LGERS Contribution   - - - Projected

ORANGE COUNTY
NORTH CAROLINA

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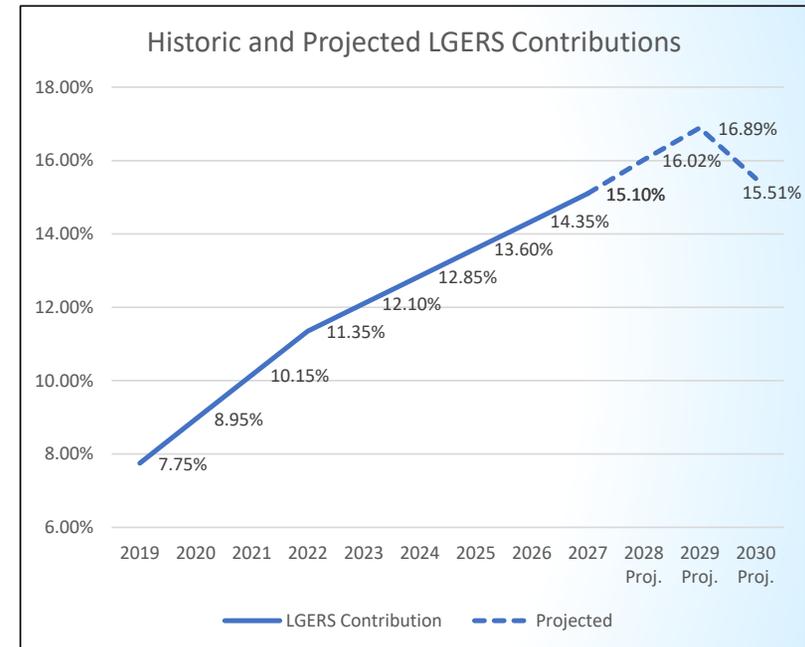
FY 2026-27 Expenditure Budget

Modeled New Costs

- Increased Software as a Service Cost - $525,000
  - SQL Licenses + New Programs

- Maintain FY2025-26 support for Longtime Homeowner Assistance program at 25% County tax relief

- Crisis Diversion Facility start up and operating costs - $800,000
  - Currently planned to open in the 4th quarter of FY2026-27
  - $3,000,000 estimated annualized cost
  - Model includes one quarter of expenses

- Debt Service – pending sizing of 2026 spring borrowing, could be as high as $9.5 million increase
  - Large 2025 spring financing
  - Borrowing for the Crisis Diversion Facility and the Durham Tech Community College expansion

ORANGE COUNTY
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Projected Future Debt Impact

- Represents project timing as currently scheduled in the Capital Investment Plan
- Actual size and timing will be based on project tempo

Year	Debt to AV	DS to GF Revenues	Tax Rate Equivalent
2027	1.58%	13.13%	2.53¢
2028	1.86%	14.40%	1.68¢
2029	1.80%	17.10%	3.30¢
2030	1.61%	18.18%	1.34¢
2031	1.62%	17.86%	-
2032	1.76%	17.60%	-
2033	1.65%	18.50%	-
2034	1.42%	18.82%	0.89¢
2035	1.30%	17.67%	-
Total Impact			9.73¢

ORANGE COUNTY
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FY 2026-27 Expenditure Budget

Education Spending

- Modeling a 3% increase in current expense - $3.3 million

- Debt service will increase based on increased borrowing in FY2025-26 - $3.3 million

- Pay-Go phase-in contemplated in Board amendment CIP-B14 that limited Pay-Go to $500,000 in FY2025-26
  - $5.5 million increase in FY2026-27 - 1.6 cent equivalent on tax rate
  - $4 million increase in FY2027-28

ORANGE COUNTY
NORTH CAROLINA

FY2026-27 Education Projections

Education	FY 2025-26	FY 2026-27 Mod.	Difference	
Current Expense	$111,328,011	$114,667,851	3.00%	Local funding for operating expenses
Health and Safety + Enrollment Projection Contract	$4,160,806	$4,285,630	3.00%	One School Nurse per Facility One Safety Officer for Middle and High Schools
Capital Pay-Go	$3,621,200	$9,183,624	153.61%	Recurring Capital + New PayGo
Debt Service	$20,840,115	$24,105,872	15.67%	Principal and interest payments on school debt
Total K-12 Funding	**$139,950,132**	**$152,248,106**	**8.79%**	

ORANGE COUNTY
NORTH CAROLINA

Per Pupil Allocation

Per Pupil Allocation - Modeled	
Total Current Expense Budget	$114,667,851
Total Countywide Budgeted Students	18,420
Per Pupil Amount	**$6,225**

Each budgeted student funded at the *same* per pupil amount

District	Budgeted Students*	Countywide Per Pupil	District Allocation
CHCCS	10,677	$6,225	**$66,469,240**
OCS	7,743	$6,225	**$48,203,740**

*Assumes no changes in out of district or charter school enrollment

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Student Enrollment Over Time
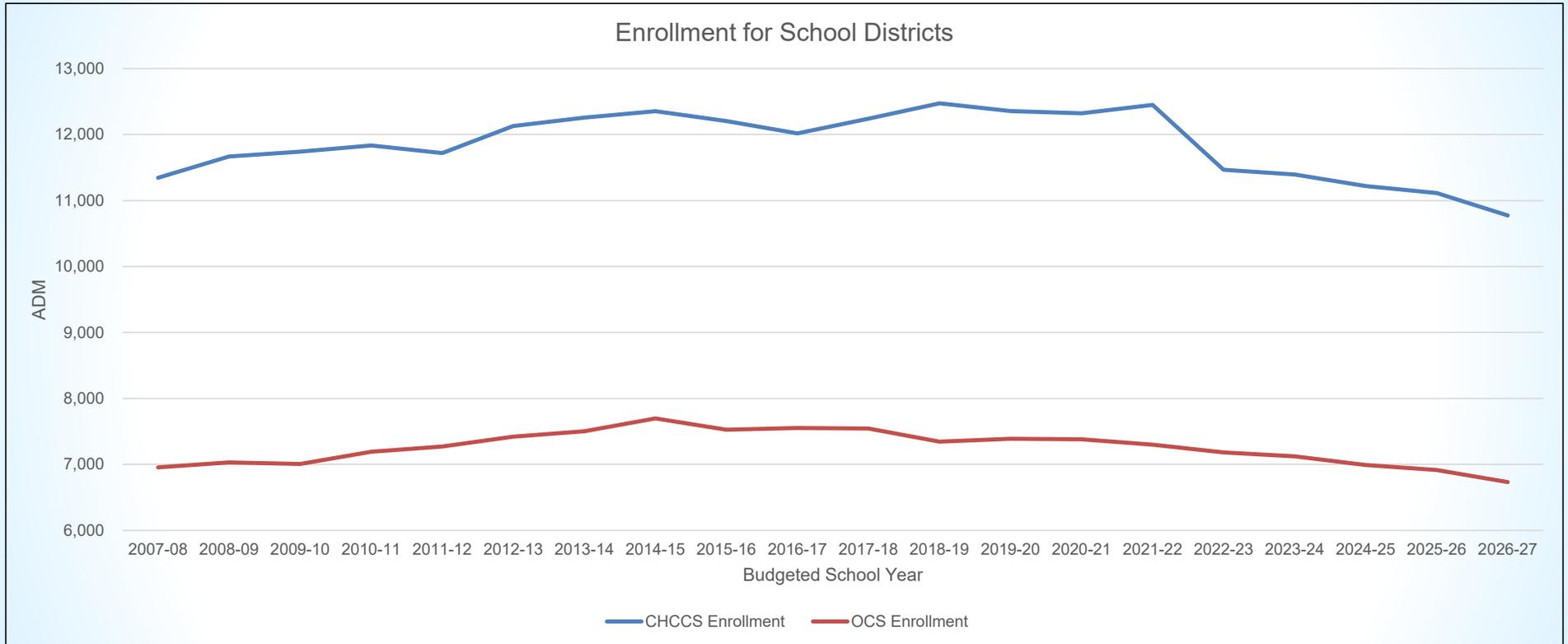
- Budgeted ADM for FY2026-27 is based on best of 20-day and 40-day enrollment in School Year 2026
- Budgeted ADM will decrease by 523 or 3% in FY2026-27

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ORANGE COUNTY
NORTH CAROLINA

Per Pupil Allocation Over Time

County Per Pupil Funding Amount History

Year	Amount
FY2007-08	$2,957
FY2008-09	$3,069
FY2009-10	$3,200
FY2010-11	$3,096
FY2011-12	$3,102
FY2012-13	$3,167
FY2013-14	$3,269
FY2014-15	$3,571
FY2015-16	$3,698
FY2016-17	$3,868
FY2017-18	$3,991
FY2018-19	$4,165
FY2019-20	$4,352
FY2020-21	$4,367
FY2021-22	$4,367
FY2022-23	$4,808
FY2023-24	$5,346
FY2024-25	$5,666
FY 2025-26	$5,877
FY 2026-27 Mod.	$6,225

Change in Per Pupil Allocation

Year	Change
FY2008-09	$112.00
FY2009-10	$131.00
FY2010-11	$(104.00)
FY2011-12	$6.00
FY2012-13	$65.00
FY2013-14	$102.00
FY2014-15	$302.00
FY2015-16	$126.50
FY2016-17	$170.50
FY2017-18	$123.00
FY2018-19	$174.00
FY2019-20	$187.25
FY2020-21	$14.75
FY2021-22	$-
FY2022-23	$441.00
FY2023-24	$538.46
FY2024-25	$320.00
FY 2025-26	$211.00
FY 2026-27 Mod	$348.00

County Funding Practices

County funding practices have not changed amid declining enrollment

- Currently, continuation estimates are created by taking the amount of funding in the current year and increasing it by an inflationary factor and accounting for state driven cost increases for personnel

    - As current expense grows and enrollment declines, the per pupil amount increases at a faster rate than total current expenses

School Year	County-wide Budgeted Enrollment	% Change Enrollment	Per-Pupil Funding	$ Change per-pupil	% Change Per-Pupil
2020-21	19,702	0%	$ 4,367	$ 15	0.34%
2021-22	19,747	0%	$ 4,367	$ -	0.00%
2022-23	18,648	-6%	$ 4,808	$ 441	10.10%
2023-24	18,515	-1%	$ 5,346	$ 538	11.19%
2024-25	18,209	-2%	$ 5,666	$ 320	5.99%
2025-26	18,029	-1%	$ 5,877	$ 211	3.72%
2026-27 Mod.	17,506	-3%	$ 6,225	$ 348	5.92%

5.22% average

- Budgeted enrollment has decreased by 2,196 students Countywide since school year 2020-21

- Early projections from Carolina Demography indicate that declining enrollment will continue over the next 10 years

- Since Covid, the per-pupil amount has increased an average of 5.22% annually

ORANGE COUNTY
NORTH CAROLINA

County Funding Practices

- In order to capture enrollment trends, the continuation budget could be calculated based on an increase to the per pupil amount instead of the prior year current expense

Current Practice	
Prior Year Current Expense	$111,328,011
3% Increase	$114,667,851
Total Budgeted Students	18,420
Total Per Pupil Amount	**$6,225**

Per Pupil Approach	
Prior Year Per Pupil	$5,877
3% Increase	$6,053
Total Budgeted Students	18,420
Total Current Expense	**$111,496,260**

- Changing the calculation does not have to change the amount that the county funds

- The model currently assumes that the budget will include a 5.92% per-pupil cost increase for the school districts

ORANGE COUNTY
NORTH CAROLINA

Long Range Financial Model

GENERAL FUND SUMMARY FORECAST					
	Actual 2024-25	Original 2025-26	Projected 2026-27	Projected 2027-28	Projected 2028-29
($ in Thousands)					
Property Tax	205,344	212,897	217,198	221,634	226,163
Sales Tax	43,717	44,145	45,847	47,406	49,026
Intergovernmental	21,184	22,314	22,286	22,718	23,383
Charges for Service	15,594	15,970	16,249	16,535	16,830
Other Revenue	5,579	2,989	2,966	2,974	2,982
Transfers In	1,150	666	114	117	121
Approp of Fund Balance	-	7,056	7,056	7,268	7,486
Total Revenues	292,568	306,037	311,716	318,873	326,217
Personnel Services	101,973	108,603	114,350	118,628	123,081
Operations	36,327	36,541	37,471	38,397	39,351
Recurring Capital	1,417	184	188	192	195
Education	109,118	116,502	119,999	123,597	127,303
Contribs. to Other Agencies	2,256	2,331	2,352	2,374	2,396
Transfers To (Including Debt)	39,020	41,877	57,458	68,786	82,100
O&M Impact from CIP	-	0	1,347	4,319	5,161
Total Expenditures	291,420	306,037	333,166	356,293	379,587
Net Annual Rev (Exp)	1,148	(0)	(21,450)	(37,640)	(53,596)
Gap to Close		0	21,450	37,640	53,596

Initial Model expects a $21.5 M gap to close for the FY 27 budget.

ORANGE COUNTY
NORTH CAROLINA

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Other Funds

Funds to watch outside of the General Fund

- Community Development Fund
  - $900,000 gap in unreimbursed HOME expenses from prior fiscal years

- Solid Waste
  - Draws on fund balance following reduction of program fee
  - Fee reduction may need to be reversed

- Visitor's Bureau
  - Reduce use of fund balance in operating budget
  - Flattening occupancy tax revenue growth
  - $300,000 lost revenue from Town of Chapel Hill

ORANGE COUNTY
NORTH CAROLINA

Orange County FY 2026-27 Budget Guidelines

- Alignment with Strategic Plan priorities and performance measures

- Additional expenditure requests will require reallocation of existing funds or new revenues

- Analyze Current Service Levels; review historical spending patterns utilizing Budget versus Actual reports

- Continue Long-Term Financial Planning Department Reviews

- Continue Interdepartmental Collaboration Initiatives

ORANGE COUNTY
NORTH CAROLINA

FY 2026-27 Calendar of Events

FY 2026-27 BUDGET TIMELINE	DATE
Department Director Guidelines Presentation	January 8
Operating Budget Kickoff meetings	January 8-9
FY2026-27 Budget Submission Deadline	February 20
Meeting w/Outside Agencies and Related Department Directors	Mid to Late-March
County Manager Meeting w/Department Directors	Mid-March to Early April
County Manager Meeting w/Fire Districts	Early April
BOCC Joint Meeting w/Boards of Education	April 30
County Manager presents FY2026-27 Recommended Budget	May 5

ORANGE COUNTY
NORTH CAROLINA

FY 2026-27 Calendar of Events

BUDGET PUBLIC HEARINGS	DATE
Budget and Capital Investment Plan (CIP)	May 12 & May 28
BUDGET WORK SESSION SCHEDULE	DATE
Schools and Outside Agencies	May 14
Fire District, Public Safety, and Human Services	May 21
Support Services, General Government, Community Services, and Durham Tech	May 26
Budget Amendments and Resolution of Intent to Adopt	June 4
BOCC REGULAR MEETING	DATE
FY2026-27 Operating and CIP Budget Adoption	June 16

ORANGE COUNTY
NORTH CAROLINA

ORANGE COUNTY
NORTH CAROLINA

County Manager's Office

300 West Tryon Street   Travis Myren, County Manager   Phone (919) 245-2300
Post Office Box 8181
Hillsborough, North Carolina 27278

MEMORANDUM

TO: Board of Orange County Commissioners

FROM: Greg Wilder, County Manager's Office

DATE: January 8, 2026

SUBJECT: Petition Process for Board Members and the Public

The Orange County Board of Commissioners' "Petition Process" for Board Business meetings generally dates back to 2011. The process serves as a means for Board members as well as members of the public to voice requests, with those requests subsequently being reviewed and considered by the Board Chair and Vice Chair (in consultation with the County Manager) for action, follow-up, scheduling, etc. as appropriate.

Staff documents petitions made during each Business meeting. The requests are then reviewed and considered at the next scheduled Chair/Vice Chair agenda review meeting. Plans for any actions, follow-up, scheduling, etc. are detailed for the public in a Follow-up Actions List that is published in the next Business meeting's agenda package. The Board Chair or Vice Chair may also follow-up directly with a Board member on a specific request. It is also common practice for staff, or in some cases a Board member, to follow-up and share feedback with an appropriate member of the public who made a request.

The petition process provides for clear and efficient understanding, review, tracking and follow-up by the Chair and Vice Chair as the Board's elected leaders. It also provides a timely opportunity for a Board member, or member of the public, to provide feedback, additional information and/or request further review by the Board Chair and Vice Chair, or the full Board. BOCC Chair Jean Hamilton has noted that the Petition Process is not referenced/documented in the Board's Rules of Procedure or in any other manner.

Clerk's Office
Post Office Box 8181
300 West Tryon Street
Hillsborough, North Carolina 27278

MEMORANDUM

TO: Orange County Board of County Commissioners

FROM: Tara May, Deputy Clerk to the Board

DATE: January 16, 2026

RE: Discussion on the Advisory Board Policy at the January 16, 2026 Board Retreat

This memorandum is intended to provide background information, suggestions, and propose questions for the Board's consideration as part of the Discussion on the Advisory Board Policy at the January 16, 2026 Retreat.

Regarding attendance and removal of advisory board members, Section III(H)(3) of the Advisory Board Policy (last revised May 6, 2025), states:

> 3. "…the Orange County Board of Commissioners may remove any member of an advisory board for neglect of duty or nonparticipation that becomes problematic to the advisory board's functioning and purpose. Neglect of duty and nonparticipation are defined as follows:
>   a. Missing three (3) consecutive meetings; or
>   b. Missing twenty-five percent (25%) of meetings within any twelve (12) month period.
> 4. The advisory board Chair or staff liaison shall notify a member if the member is at risk of being removed pursuant to section III(H)(3).
> 5. The advisory board Chair or staff liaison shall notify the Clerk to the Board of Orange County Commissioners if a member has violated section III(H)(3)."

Currently, when the Clerk's Office becomes aware that a member has violated attendance requirements in the Advisory Board Policy, an email is sent, or a phone call is placed, to the member in question. The member is informed that they have violated the advisory board policy and are asked if any barriers in place have led to their absences (i.e., lack of transportation, ADA concerns), and if there is anything county staff can do to help them participate fully (i.e., offer a virtual attendance option). Staff engage in this conversation in a good-faith effort to work with volunteers. Retention of existing members is an important part of the recruitment strategy for advisory board volunteers. If the reason for the absences will not improve with county assistance, the member is informed that the Board of County Commissioners may seek to remove them from the board on which they serve, and they are offered an opportunity to resign. In most cases, members resign in lieu of removal.

Recently, questions have arisen from Board members regarding how the Clerk's Office should handle members who have violated the attendance requirements outlined in the Advisory Board Policy, and if an opportunity to continue service should be offered.

Additionally, questions have arisen from volunteers about how the policy is interpreted and whether the twelve (12) month period mentioned in the policy should be modified to account for boards that do not meet monthly or when there are cancelled meetings. Volunteers have also asked if excused absences could be added to the Advisory Board Policy.

With these questions in mind, the Clerk's Office suggests amending Section III(H)(3)(b) to read:

b. "Missing twenty-five percent (25%) of the last 12 meetings."

The Clerk's Office requests clarification from the Board on the following points:

1. Should an opportunity be given to members who have violated the attendance requirements in the Advisory Board Policy to continue, or should the Clerk's Office simply inform them they will be removed?
2. Should provisions be added to the Advisory Board Policy that speak to the expected engagement of members as a requirement for continued service in addition to the attendance expectations?
3. Should there be language added to the Advisory Board Policy that defines and allows for excused absences that would not count against a member?

Please let me know if I can provide any additional information.

To: Orange County Board of County Commissioners
From: Blake Rosser, Director of Housing
Date: January 16, 2026
Re: Overview of Housing Advisory Boards

Background

I received a request to prepare a presentation on the Housing Department's different boards or councils, in order to help the Board understand their membership and work, their governance, whether they are mandated and if not, to consider whether they are needed and effective.

The Housing Department has five (5) boards, only one of which, the Affordable Housing Advisory Board (AHAB), is truly "advisory." The other four boards – Local Government Affordable Housing Collaborative (HOME Consortium), Orange County Housing Authority (OCHA) Board, Orange County Partnership to End Homelessness (OCPEH) Leadership Team, and OCPEH Executive Team – are mandated either by U.S. Department of Housing and Urban Development (HUD), interlocal agreement with the county municipalities, or both.

I have prepared a brief presentation which goes into more detail on the history and function of these boards, and I have condensed that information into the following table. I look forward to answering any Board questions at the January retreat.

	AHAB	LGAHC (HOME)	OCHA	OCPEH LT	OCPEH ET
Established	2001	1992	2009	2007	2015
Membership	15 resident volunteers	4 elected officials	7 resident volunteers (at least 1 participant)	15 resident volunteers (in transition)	4 elected officials
Work	Advise BOCC on Affordable Housing priorities and strategies	Administer HOME Investment Partnership federal grant program	Administer HUD Section 8/Housing Choice Voucher program	Administer Continuum of Care, develop and oversee homelessness strategic plan	Supervise OCPEH manager, monitor progress toward homelessness strategic plan
Mandated?	No	Yes (HUD)	Yes (HUD)	Yes (HUD, Interlocal)	Yes (Interlocal)

Mailing Address
P.O. Box 8181
Hillsborough, NC 27278

Hillsborough Office
300 W. Tryon Street
Hillsborough, NC 27278

Chapel Hill Office
2501 Homestead Road
Chapel Hill, NC 27516

Telephone (919) 245-2490 • Fax (919) 944-8496

Overview of Housing Advisory Boards

January 16, 2026

- Affordable Housing Advisory Board
- Local Government Affordable Housing Collaborative
- Orange County Housing Authority Board
- Orange County Partnership to End Homelessness Leadership Team
- Orange County Partnership to End Homelessness Executive Team

Affordable Housing Advisory Board

- Established in 2001 by OC BOCC, after recommendation by Affordable Housing Task Force in 2000
- 15 members representing county demographics, appointed by BOCC
- Purpose is "to investigate, analyze and prioritize affordable housing needs and strategies" for recommendation to BOCC
- Comments on Bond/CIP staff scores, for recommendation to BOCC
- Not mandated

Aaron Rimmler-Cohen
Community Development Manager
acohen@orangecountync.gov

ORANGE COUNTY HOUSING DEPARTMENT

Local Government Affordable Housing Collaborative

- **Local name for HOME Consortium**
- **Made up of one elected official from each HOME Consortium municipality (4 total)**
- **Oversees federal HOME program planning, spending and reporting**
- **Recommends Annual Action Plans (AAPs) and 5-year Consolidated Plan to BOCC**
- **Mandated by U.S. Department of Housing and Urban Development (HUD)**

Aaron Rimmler-Cohen
Community Development Manager
acohen@orangecountync.gov

ORANGE COUNTY HOUSING DEPARTMENT

OC Housing Authority Board

- **Established in 2009 so that BOCC would not have to continue serving as Housing Authority Board**
- **Consists of seven (7) OC residents, including at least one HCV participant, appointed by BOCC**
- **Oversees the Housing Choice Voucher (HCV/Section 8) program, funded by HUD**
- **Monitors all HCV processes and approves major policy changes and updates**
- **Mandated by HUD**

Alycia Brown
HCV Program Manager
albrown@orangecountync.gov

ORANGE COUNTY
HOUSING DEPARTMENT

OCPEH Leadership Team

- **Established in 2007 by Interlocal agreement with the four municipalities of Orange County**
- **Made up of 15 community-appointed members** (under advisement from HUD Technical Assistance, governance structure currently in transition)
- **Develops and implements policy to prevent and end homelessness in Orange County**
- **Mandated by HUD for receipt of Continuum of Care (CoC) funding** (HUD CoC Program interim rule (24 CFR Part 578)

Danielle Butler
OCPEH Manager
dabutler@orangecountync.gov

ORANGE COUNTY HOUSING DEPARTMENT

OCPEH Executive Team

- Established in 2015 by MOU between OC, Chapel Hill, Carrboro and Hillsborough
- Made up of one elected official from each municipality
- Oversees hiring and performance of OCPEH Manager, as well as execution of OCPEH 10-year/Strategic Plan
- Mandated by Interlocal MOU

Danielle Butler
OCPEH Manager
dabutler@orangecountync.gov

ORANGE COUNTY
HOUSING DEPARTMENT

	AHAB	LGAHC (HOME)	OCHA	OCPEH LT	OCPEH ET
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Mandated?	No	Yes (HUD)	Yes (HUD)	Yes (HUD, Interlocal)	Yes (Interlocal)

ORANGE COUNTY HOUSING DEPARTMENT

Orange County Housing Department

**300 W. Tryon Street
Hillsborough**

and

**2501 Homestead Road
Chapel Hill**

919-245-2490 | orangecountync.gov/Housing

**Blake Rosser
Director, OC Housing
brosser@orangecountync.gov**

ORANGE COUNTY
HOUSING DEPARTMENT